

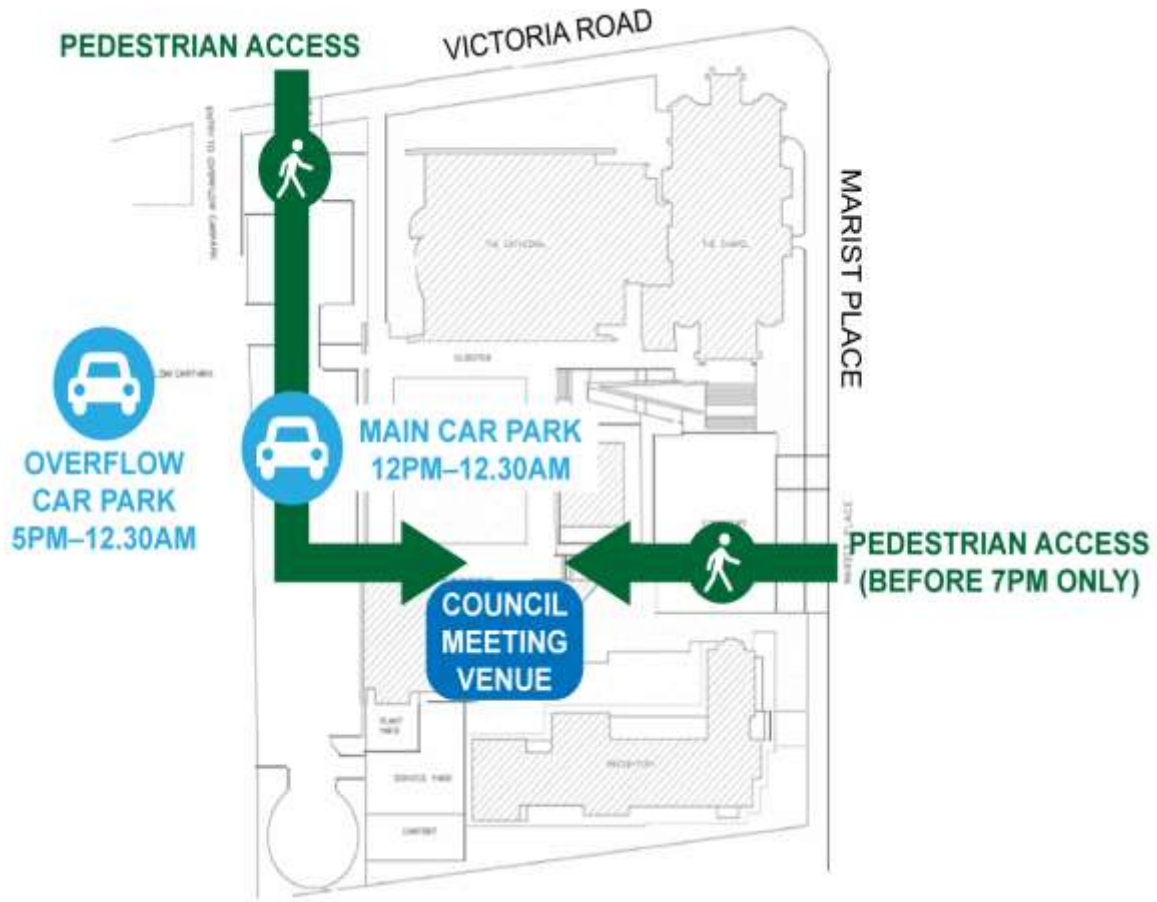
# NOTICE OF COUNCIL MEETING

## PUBLIC AGENDA

An Ordinary Meeting of City of Parramatta Council will be held in the Cloister Function Rooms, St Patrick's Cathedral, 1 Marist Place, Parramatta on Monday, 8 February 2021 at 6.30pm.

***Note: Members of the public will not be able to attend the meeting in person but will be able to view the live stream video on Council's website.***

Brett Newman  
CHIEF EXECUTIVE OFFICER



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## COUNCIL CHAMBERS

Governance  
Manager

Lord Mayor  
Clr Bob Dwyer

Chief  
Executive  
Officer

Minute Clerk

Clr Phil Bradley

Clr Sameer  
Pandey

Clr Dr  
Patricia Prociv

Clr Pierre Esber

Clr Donna  
Davis

Clr Michelle  
Garrard,  
Deputy Lord  
Mayor

Clr Lorraine  
Wearne

Clr Andrew  
Wilson

Clr Andrew  
Jefferies

Clr Bill Tyrrell

Clr Benjamin  
Barrak

Clr Martin  
Zaiter

Clr Steven Issa

Sound

IT

Executive  
Director City  
Engagement &  
Experience

Executive  
Director  
Community  
Services

Executive  
Director City  
Planning &  
Design

Group Manager  
City Strategy

Executive  
Director City  
Assets &  
Operations

Executive  
Director  
Corporate  
Services

Executive  
Director  
Property and  
Place

Press

Press

Public Gallery

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## TABLE OF CONTENTS

ITEM	SUBJECT	PAGE NO
<b>1</b>	<b>OPENING MEETING</b>	
<b>2</b>	<b>ACKNOWLEDGMENT OF THE TRADITIONAL LAND OWNERS</b>	
<b>3</b>	<b>WEBCASTING ANNOUNCEMENT</b>	
<b>4</b>	<b>OTHER RECORDING OF MEETING ANNOUNCEMENT</b>	
<b>5</b>	<b>CONFIRMATION OF MINUTES</b>	
	<i>Council - 7 December 2020 .....</i>	<i>7</i>
<b>6</b>	<b>APOLOGIES AND APPLICATIONS FOR LEAVE OF ABSENCE</b>	
<b>7</b>	<b>DECLARATIONS OF INTEREST</b>	
<b>8</b>	<b>MINUTES OF THE LORD MAYOR</b>	
<b>9</b>	<b>PUBLIC FORUM</b>	
<b>10</b>	<b>PETITIONS</b>	
<b>11</b>	<b>RESCISSION MOTIONS</b>	
11.1	RESCISSION MOTION: Item 12.3 Central City Advocacy & Council's WSROC Membership .....	36
<b>12</b>	<b>FAIR</b>	
12.1	FOR NOTATION: Investment Report for November 2020 .....	42
12.2	FOR NOTATION: Investment Report for December 2020 .....	77
12.3	FOR NOTATION: Minutes of Audit Risk and Improvement Committee Meetings .....	112
12.4	FOR NOTATION: Minutes of the Aboriginal and Torres Strait Islander Advisory Committee Meetings.....	126
12.5	FOR APPROVAL: Rates Harmonisation Community Feedback and Recommendation .....	143
<b>13</b>	<b>ACCESSIBLE</b>	
13.1	FOR NOTATION: Variations to Standards under Clause 4.6 of Parramatta LEP 2011, Auburn LEP 2010, Holroyd LEP 2013, The Hills LEP 2012, Hornsby LEP 2013 and SEPP 1 .....	160
13.2	FOR APPROVAL: Extension of appointment of existing Local Planning Panel Members .....	167
<b>14</b>	<b>GREEN</b>	
	Nil	
<b>15</b>	<b>WELCOMING</b>	
	Nil	
<b>16</b>	<b>THRIVING</b>	

16.1	FOR APPROVAL: Melrose Park Precinct Naming Proposal.....	172
16.2	FOR APPROVAL: Mural at 11 Brodie Street Rydalmere .....	201
<b>17</b>	<b>INNOVATIVE</b>	
17.1	FOR APPROVAL: Minutes of the Heritage Advisory Committee Meeting held on 26 November 2020 .....	206
17.2	FOR APPROVAL: Gateway Request - Planning Proposal to increase commercial floorspace in Epping Town Centre .....	223
17.3	FOR APPROVAL: Post Exhibition - Planning Proposal to 'Switch Off' Clause 4.6 Variation as it applies to FSR for sites within the Epping Town Centre .....	386
<b>18</b>	<b>NOTICES OF MOTION</b>	
18.1	NOTICE OF MOTION: Condolence Motion: Don Stein AM .....	580
18.2	NOTICE OF MOTION: 2021 Australia Day Honours .....	583
18.3	NOTICE OF MOTION: M52 Bus Route Withdrawn from Service .....	585
18.4	NOTICE OF MOTION: Cancellation of the M4 Westbound Off-Ramp at Parramatta Rd and Hill Rd. Lidcombe .....	587
18.5	NOTICE OF MOTION: Lighting at Hill Road, Wentworth Point and the LGA.....	588
<b>19</b>	<b>QUESTIONS WITH NOTICE</b>	
19.1	QUESTIONS WITH NOTICE: Questions Taken On Notice from Council Meeting - 7 December 2020 .....	594
19.2	QUESTIONS WITH NOTICE: Willow Grove .....	597
<b>20</b>	<b>CLOSED SESSION</b>	
20.1	FOR APPROVAL: Tender 5/2020 Legal Services Panel <i>This report is confidential in accordance with section 10A (2) (c) (d) of the Local Government Act 1993 as the report contains information that would, if disclosed, confer a commercial advantage on a person with whom the Council is conducting (or proposes to conduct) business; AND the report contains commercial information of a confidential nature that would, if disclosed (i) prejudice the commercial position of the person who supplied it; or (ii) confer a commercial advantage on a competitor of the Council; or (iii) reveal a trade secret.</i>	
<b>21</b>	<b>PUBLIC ANNOUNCEMENT OF RESOLUTIONS PASSED IN CLOSED SESSION</b>	
<b>22</b>	<b>CONCLUSION OF MEETING</b>	

***After the conclusion of the Council Meeting, and if time permits, Councillors  
will be provided an opportunity to ask questions of staff***

MINUTES OF THE MEETING OF CITY OF PARRAMATTA COUNCIL HELD IN THE CLOISTER FUNCTION ROOMS, ST PATRICK'S CATHEDRAL 1 MARIST PLACE, PARRAMATTA ON MONDAY, 7 DECEMBER 2020 AT 6.30PM

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*These are draft minutes and are subject to confirmation by Council at its next meeting. The confirmed minutes will replace this draft version on the website once confirmed.*

PRESENT

The Lord Mayor, Councillor Bob Dwyer and Councillors Benjamin Barrak (6:36pm), Phil Bradley (6:32pm), Donna Davis, Pierre Esber, Michelle Garrard (Deputy Lord Mayor), Steven Issa, Andrew Jefferies (6:33pm), Sameer Pandey, Dr Patricia Prociv, Bill Tyrrell, Andrew Wilson, Lorraine Wearne and Martin Zaiter.

1. OPENING MEETING

The Deputy Lord Mayor, Councillor Michelle Garrard, opened the meeting at 6.30pm.

2. ACKNOWLEDGEMENT OF THE TRADITIONAL LAND OWNERS

The Deputy Lord Mayor, acknowledged the Burramattagal people of The Darug Nation as the traditional custodians of this land, and paid respect to their ancient culture and their elders past and present.

3. WEBCASTING ANNOUNCEMENT

The Deputy Lord Mayor, advised that this public meeting is being recorded and streamed live on the internet. The recording will also be archived and made available on Council's website.

4. OTHER RECORDING OF MEETING ANNOUNCEMENT

No other announcements were made.

5. CONFIRMATION OF MINUTES

SUBJECT: Minutes of the Council Meeting held on 30 November 2020

3018 RESOLVED (Issa/Tyrrell)

**That** the minutes be taken as read and be accepted as a true record of the Meeting.

6. APOLOGIES/REQUESTS FOR LEAVE OF ABSENCE

There were no apologies/requests for leave of absence made at this meeting.

7. DECLARATIONS OF INTEREST

There were no Declarations of Interest made at this meeting.

## 8. MINUTES OF THE LORD MAYOR

There were no Minutes of the Lord Mayor made at this meeting.

### MATTER OF URGENCY

3019 RESOLVED (Dwyer/Issa)

**That** a procedural motion be granted to allow consideration of a matter of urgency in relation to Parramatta being recognised as Australia's Leading Smart City.

The Deputy Lord Mayor ruled the matter to be urgent.

3020 RESOLVED (Dwyer/Issa)

- (a) **That** Council note the City of Parramatta was recognised as Australia's leading Smart City with our win of the 'Leadership City' award at the third annual Smart Cities Awards on Thursday, 3 December 2020.
- (b) **That** Council congratulate the members of our Smart City Advisory Committee, including Chair Councillor Steven Issa and Councillor Sameer Pandey, on this achievement and thank them for their vision and work in guiding Council's Smart City vision.
- (c) **That** Council congratulate Council's staff, including the Future City team, on this win, and thank them for the incredible work they do in developing and delivering smart cities projects for the benefit of our communities.
- (d) **Further, that** Council note this achievement would not be possible without our project and industry partners who share in our smart cities vision, and work with Council to deliver innovative new projects and solutions that transform our City.

### MATTER OF URGENCY

3021 RESOLVED (Dwyer/Issa)

**That** a procedural motion be granted to allow consideration of a matter of urgency in relation to the 2020 Mayoral Challenge Cricket Match.

The Deputy Lord Mayor ruled the matter to be urgent.

3022 RESOLVED (Dwyer/Issa)

- (a) **That** Council congratulate Mayor Cr Steve Christou and Cumberland City Council on winning the 2020 Mayoral Challenge Cricket Match between City of Parramatta and Cumberland City Council, held Saturday 5 December 2020.

- (b) **That** Council thank and congratulate the Councillors, staff and family members who played on the City of Parramatta team, led by team captain Deputy Lord Mayor Cr Michelle Garrard, for their efforts, sportsmanship and team work.
- (c) **That** Council thank the family, friends and community members who came out to the match to support and cheer on the team.
- (d) **Further, that** Council make a donation of \$2,000 to a charity of Cumberland City Council's choice, as match winners, and note this donation will be matched by Cumberland City Council.

#### MATTER OF URGENCY

MOTION (Prociv/)

**That** a procedural motion be granted to allow consideration of a matter of urgency in relation to bus services being withdrawn by Transport for NSW within the Parramatta Local Government Area effective January 2021.

The Deputy Lord Mayor ruled the matter not urgent.

#### MATTER OF URGENCY

3023 RESOLVED (Esber/Wilson)

**That** a procedural motion be granted to allow consideration of a matter of urgency in relation to the passing of former Councillor Paul Barber's mother.

The Deputy Lord Mayor ruled the matter to be urgent.

3024 RESOLVED (Esber/Wilson)

(a) **That** Council extend its condolences to the former Councillor Paul Barber on the passing of his mother and arrange for flowers to be sent to the family.

(b) **Further, that** Council observe a minutes' silence as a mark of respect.

**Note: Councillor Barrak left the Chamber at 6:54pm and returned at 6:56pm during consideration of this matter.**

#### MATTER OF URGENCY

3025 RESOLVED (Wearne/Wilson)

**That** a procedural motion be granted to allow consideration of a matter of urgency to rescind Item 16.2 – COVID-19 Update of the Council Meeting of 30 November 2020.

The Deputy Lord Mayor ruled the matter to be urgent.

3026 RESOLVED (Wearne/Wilson)

**That** the resolution of the Council held on 30 November 2020 in relation to Item 16.2 – COVID-19 Update, namely:

- (a) **That** Council note the progress of actions in Council's COVID-19 Community Resilience and Economic Relief Package adopted 7 April, 9 June 2020, 13 July 2020 and 12 October 2020 (Attachment A).
- (b) **That** Council endorse revisions to the application of 4 of the actions previously endorsed in Council's COVID-19 Community Resilience and Economic Relief Packages, to more appropriately respond to the changing impacts of COVID-19 on community and businesses, and allow for clarity and ease of implementation (see table in paragraph 28). Specifically, this recommendation endorses revisions to the following:
  - I. To continue to waive the fees for all existing and future Outdoor Dining Approvals outside of the Parramatta Light Rail Corridor (with the exception of Parramatta Square) until 30 April 2021, to further support business owners during the COVID-19 recovery phase.
  - II. To introduce a staged re-introduction of payment processing periods for local small and medium suppliers of goods. Commencing from December 2020 to January 2021, processing periods would increase from 7 days to 14 days, returning to a normal 30-day processing period in February 2021.
  - III. To continue to waive the interest on late payments for Council rates, where ratepayers satisfy the hardship criteria (as set out in the Rates Hardship Policy).
  - IV. To continue to put in place payment plans for late payments of Council rates, where ratepayers are suffering financial hardship and satisfy the hardship criteria (as set out in the Rates Hardship Policy).
- (c) **That** Council note the list of successful recipients of the COVID-19 Response Grants (Business Grants) (Attachment B).
- (d) **That** Council provide in principle support for City of Parramatta's participation in the NSW State Government's 'Outdoor Dining Trial' Program that provides support for local businesses affected by COVID-19, and for Council Officers to further progress ways to implement the trial in City of Parramatta.
- (e) **That** the Lord Mayor, on behalf of Council, makes representations to NSW State Government Ministers Dominello, Stokes and Perrottet seeking operational and financial support for the development of a 'CBD activation plan' for the City of Parramatta, to enable the delivery of NSW State Government led changes to outdoor dining.

- (f) **That** should appropriate financial support be provided from the NSW State Government to facilitate an “opt-in” by City of Parramatta to the ‘Outdoor Dining Trial’ Program, the CEO be delegated authority to formalise any funding related agreements with the NSW State Government and attend to any related administrative and implementation matters, that do not materially alter the position of Council.
- (g) **Further, that** a report be brought to Council to consider any policy related changes that would be required to support the implementation of the ‘Outdoor Dining Trial’ Program in City of Parramatta.

be and is hereby rescinded.

#### MATTER ARISING

3027 RESOLVED (Wearne/Wilson)

- (a) **That** Council note the progress of actions in Council’s COVID-19 Community Resilience and Economic Relief Package adopted 7 April, 9 June 2020, 13 July 2020 and 12 October 2020 (Attachment A).
- (b) **That** Council endorse revisions to the application of 4 of the actions previously endorsed in Council’s COVID-19 Community Resilience and Economic Relief Packages, to more appropriately respond to the changing impacts of COVID-19 on community and businesses, and allow for clarity and ease of implementation (see table in paragraph 28). Specifically, this recommendation endorses revisions to the following:
  - I. To continue to waive the fees for all existing and future Outdoor Dining Approvals outside of the Parramatta Light Rail Corridor until 30 April 2021, to further support business owners during the COVID-19 recovery phase.
  - II. To introduce a staged re-introduction of payment processing periods for local small and medium suppliers of goods. Commencing from December 2020 to January 2021, processing periods would increase from 7 days to 14 days, returning to a normal 30-day processing period in February 2021.
  - III. To continue to waive the interest on late payments for Council rates, where ratepayers satisfy the hardship criteria (as set out in the Rates Hardship Policy).
  - IV. To continue to put in place payment plans for late payments of Council rates, where ratepayers are suffering financial hardship and satisfy the hardship criteria (as set out in the Rates Hardship Policy).
- (c) **That** Council note the list of successful recipients of the COVID-19 Response Grants (Business Grants) (Attachment B).

- (d) **That** Council provide in principle support for City of Parramatta's participation in the NSW State Government's 'Outdoor Dining Trial' Program that provides support for local businesses affected by COVID-19, and for Council Officers to further progress ways to implement the trial in City of Parramatta.
- (e) **That** the Lord Mayor, on behalf of Council, makes representations to NSW State Government Ministers Dominello, Stokes and Perrottet seeking operational and financial support for the development of a 'CBD activation plan' for the City of Parramatta, to enable the delivery of NSW State Government led changes to outdoor dining.
- (f) **That** should appropriate financial support be provided from the NSW State Government to facilitate an "opt-in" by City of Parramatta to the 'Outdoor Dining Trial' Program, the CEO be delegated authority to formalise any funding related agreements with the NSW State Government and attend to any related administrative and implementation matters, that do not materially alter the position of Council.
- (g) **Further, that** a report be brought to Council to consider any policy related changes that would be required to support the implementation of the 'Outdoor Dining Trial' Program in City of Parramatta.

## 9. PUBLIC FORUM

9.1           SUBJECT           PUBLIC FORUM: Item 12.3 - Central City Advocacy & Council's WSROC Membership

REFERENCE   F2019/04433 - D07788295

FROM           Charles Casuscelli RFD

City of Parramatta Councillors,

Thank you for the opportunity to address you via Public Forum and for your interest in WSROC, I took the opportunity to send a Brief earlier today to all Councillors that summarises the value of continuing membership and the opportunities that this will provide for the people of the City of Parramatta.

I don't intend to go over the same material but will focus on those things that I believe will be of most significance as we address the challenges as well as the aspirations of the region into the future.

On the basis of just sheer economics, for every \$1 of membership fee Parramatta Council will receive \$17.69 in direct benefits, this does not include any benefit from advocacy wins or any joint procurement activities. This is more than any other WSROC Council in the Western City and it reflects the outstanding engagement of City of Parramatta Council officers with the many regional initiatives.

WSROCs priorities in the coming year include, but not limited to;

- Making our neighbourhoods more liveable to the urban heat challenge, WSROC is an acknowledged leader in this space, having won State funding to deliver tools to Councils and assist vulnerable communities.
- Developing other waste service delivery models to achieve better outcomes for Councils. WSROC has been invited by the EPA to further progress this initiative.
- Continuing the Western Sydney Energy Program to provide leadership in moving to renewables and reducing emissions.
- Increasing the financial capacity of Councils via various mechanisms.
- Securing a greater share of the waste levy and it being directed to Local Government especially in Greater Western Sydney.
- Securing funding and engagement of the State Government to facilitate the development of Council planning, operating and community engagement systems with incentives in the form of capital grants for early implementation.

There is little doubt that WSROC continues to enjoy a reputation and privileged access to information on the basis of considered advocacy and substantial success in promoting the interests of Greater Western Sydney. For example; WSROC has been intimately involved in helping to shape the soon to be released 20 Year Waste Strategy, having been granted direct access to the authors on multiple occasions.

On advocacy I am guided by a simple observation by that most famous of Roman Emperors Marcus Aurelius who said “that which is not good for the beehive, cannot be good for the bees”, WSROC’s focus has been and continues to be on Greater Western Sydney. Noting that GWS now comprises two cites.

There is good reason for this, State and Commonwealth Governments continue to engage with the region at this level simply because many of the challenges facing us are best addressed at the regional level, some examples include waste infrastructure, urban heat, energy, planning for liveability, transport, levies, and the financial capacity of Councils to address social infrastructure deficits are amongst many others.

On the question of adequate representation of Central City interests, a Central City Forum was established in early 2019 using the WSROC GM/CEO Forum that attracted the participation of all Central City Councils (Blacktown, Cumberland, The Hills and City of Parramatta).

At that forum, Chaired by the CEO of Blacktown City Council ten potential collaborative initiatives were identified and supported for further investigation, at the time City of Parramatta Council decided to not continue the initiative. I am of the understanding that is just awaiting City of Parramatta Council participation and we would welcome such an outcome.

The City of Parramatta Council is an active shareholder of WSROC, it has access to a reputable, highly credentialed and hard-working team of professional officers that have developed outstanding personal and professional relationships with key State agencies.

We do so with the interests of all of our Member Councils in mind, fairly and equitably.

### **STAFF RESPONSE**

No staff response was provided.

## 10. PETITIONS

There were no petitions tabled at this meeting.

## 11. RESCISSION MOTIONS

Nil

### PROCEDURAL MOTION

3028      RESOLVED      (Tyrrell/Esber)

**That** Item 12.1, 12.2, 13.3, 13.4 and 15.1 be resolved en bloc.

## 12. FAIR

12.1      SUBJECT      FOR NOTATION: Annual Code of Conduct Complaint Statistics Returned to the Office of Local Government

REFERENCE      F2019/04433 - D07753414

REPORT OF      Chief Financial Officer / Acting Executive Director Corporate Services

3029      RESOLVED      (Tyrrell/Esber)

**That** Council note the statistical report on Code of Conduct Complaints relating to Councillors and the Chief Executive Officer for the period 1 September 2019 to 31 August 2020.

12.2      SUBJECT      FOR APPROVAL: Provision of Joint Delegated Authority to the Lord Mayor and Chief Executive Officer over the Christmas / New Year Period

REFERENCE      F2019/04433 - D07686837

REPORT OF      Governance Manager

3030      RESOLVED      (Tyrrell/Esber)

- (a) **That**, in accordance with Section 226(d) and Section 377(1) of the Local Government Act 1993, Council delegate joint authority to the Lord Mayor and the Chief Executive Officer to exercise the powers, duties and functions of the Council during the Recess Period, being Tuesday, 8 December 2020 to Monday, 8 February 2021.
- (b) **Further, that** in the event that the Lord Mayor and Chief Executive Officer are required to deal with important or urgent business of the Council during the Recess Period, the process for calling a Delegated Authority Meeting as detailed in the report be followed.

12.3      SUBJECT      FOR APPROVAL: Central City Advocacy & Council's  
WSROC Membership

REFERENCE    F2019/04433 - D07745778

REPORT OF    Executive Officer  
MOTION       (Tyrrell/Wearne)

- (a) **That** Council approve the withdrawal of membership from the Western Sydney Regional Organisation of Councils Ltd (WSROC).
- (b) **That** Council approve the reallocation of the budget savings from the WSROC membership to a specific reserve until a decision is made on any organisation of Councils.
- (c) **That** consultation be carried out with Councillors to determine how the Chamber will move forward and a report be provided to Council for a decision within six (6) months.
- (d) **Further, that** a report be provided to Council after 18 months following consultation with Councillors and the commencement of any organisation of Councils.

AMENDMENT (Davis/Esber)

- a) **That** this matter be deferred to allow for a comprehensive report to be returned to Council that provides detailed financial analysis, advantages and disadvantages of WSROC membership, an assessment of alternative strategic relationships and consultation with stakeholders and Councillors.
- b) **Further, that** Council invite WSROC representatives to a workshop with Councillors.

The amendment moved by Councillor Davis and seconded by Councillor Esber on being put was declared LOST.

The motion moved by Councillor Tyrrell and seconded by Councillor Wearne on being put was declared CARRIED.

3031      RESOLVED      (Tyrrell/Wearne)

- (a) **That** Council approve the withdrawal of membership from the Western Sydney Regional Organisation of Councils Ltd (WSROC).
- (b) **That** Council approve the reallocation of the budget savings from the WSROC membership to a specific reserve until a decision is made on any organisation of Councils.
- (c) **That** consultation be carried out with Councillors to determine how the Chamber will move forward and a report be provided to Council for a decision within six (6) months.
- (d) **Further, that** a report be provided to Council after 18 months following consultation with Councillors and the commencement of any organisation of Councils.

**Note: A Notice of Motion of Rescission signed by Councillors Pandey, Bradley and Esber was lodged after the close of the meeting in relation to this matter.**

### 13. ACCESSIBLE

13.1      SUBJECT      FOR NOTATION: Variations to Standards under Clause 4.6 of Parramatta LEP 2011, Auburn LEP 2010, Holroyd LEP 2013, The Hills LEP 2012, Hornsby LEP 2013 and SEPP 1

REFERENCE      F2009/00431 - D07250482

REPORT OF      Group Manager - Development and Traffic Services

3032      RESOLVED      (Esber/Tyrrell)

**That** the report be received and noted.

13.2      SUBJECT      FOR NOTATION: Minutes of the Cycleways Advisory Committee held between September 2019 and October 2020

REFERENCE      F2013/00268 - D07702651

REPORT OF      Senior Project Officer Transport Planning

3033      RESOLVED      (Issa/Tyrrell)

**That** Council note the minutes of the Parramatta Cycleways Advisory Committee meetings held in 2019 on 25 September and 20 November, and in 2020 on 22 January and 12 August.

13.3      SUBJECT      FOR APPROVAL: Minutes of the Parramatta Traffic Committee Meeting held on 5 November 2020

REFERENCE      F2020/00082 - D07250443

3034 RESOLVED (Tyrrell/Esber)

- (a) **That** Council note the minutes of the Parramatta Traffic Committee meeting held on 5 November 2020, as provided at Attachment 1.
- (b) **Further, that** Council approve the recommendations of the Parramatta Traffic Committee meeting held on 5 November 2020 provided at Attachment 1 and in this report, noting the following financial implications for each item.

**i. ITEM 2011 A1 BETTINGTON ROAD, CARLINGFORD – INSTALL PEDESTRIAN REFUGE ISLAND**

*The estimated cost of the pedestrian refuge island in Bettington Road south of Felton Road, Carlingford is \$250,000. This project is 100% funded by Council from its 2020/21 Active Transport Program Funds.*

*Note that City of Parramatta Council's Operational Plan 2020-2021 has allocated \$1.5 million under Council's Active Transport Program for traffic projects. A report was considered by the Parramatta Traffic Engineering Advisory Group (TEAG) on 11 June 2020 and by Council on 13 July 2020 regarding the revised 2020/21 Projects List (Ref. TEAG 2006 B5). This project has been included in the list for construction in 2020/21.*

**ii. ITEM 2011 A2 PEMBROKE STREET BETWEEN NORFOLK ROAD AND ESSEX STREET, EPPING – PROPOSAL TO RAISE THE EXISTING PEDESTRIAN CROSSING**

*The estimated cost of upgrading the existing marked pedestrian crossing located in Pembroke Street between Norfolk Road and Essex Street, Epping to a raised pedestrian crossing is \$240,000. This project is 100% funded by Council from its 2020/21 Active Transport Program Funds.*

*Note that City of Parramatta Council's Operational Plan 2020-2021 has allocated \$1.5 million under Council's Active Transport Program for traffic projects. A report was considered by the Parramatta Traffic Engineering Advisory Group (TEAG) on 11 June 2020 and by Council on 13 July 2020 regarding the revised 2020/21 Projects List (Ref. TEAG 2006 B5). This project has been included in the list for construction in 2020/21.*

**iii. ITEM 2011 A3 EVANS ROAD AT YATES AVENUE, DUNDAS VALLEY – PROPOSED RAISED THRESHOLDS**

*The estimated cost for the installation of the raised thresholds in Evans Road on both approaches to Yates Avenue, Dundas Valley is \$200,000. This project is 100% funded by Council from its 2020/21 Active Transport Program Funds.*

*Note that City of Parramatta Council's Operational Plan 2020-2021 has allocated \$1.5 million under Council's Active Transport Program for traffic projects. A report was considered by the Parramatta Traffic Engineering Advisory Group (TEAG) on 11 June 2020 and by Council on 13 July 2020 regarding the revised 2020/21 Projects List (Ref. TEAG 2006 B5). This project has been included in the list for construction in 2020/21.*

**iv. ITEM 2011 A4 WENTWORTH AVENUE, TOONGABBIE - PROPOSED ROAD MODIFICATION WORKS**

*The modification works are to be completed by the developer at 12 Station Road and 4-10 Wentworth Avenue, Toongabbie at no cost to Council. Therefore, this proposal has no direct financial impact on Council's budget.*

**v. ITEM 2011 A5 DARCY ROAD BETWEEN DOROTHY STREET AND PIONEER STREET, WENTWORTHVILLE – RAISED PEDESTRIAN CROSSING**

*The estimated cost for the installation of a raised pedestrian crossing in Darcy Road west of Dorothy Street, Wentworthville is \$240,000. This project is 100% funded by Council from its 2020/21 Active Transport Program Funds.*

*Note that City of Parramatta Council's Operational Plan 2020-2021 has allocated \$1.5 million under Council's Active Transport Program for traffic projects. A report was considered by the Parramatta Traffic Engineering Advisory Group (TEAG) on 11 June 2020 and by Council on 13 July 2020 regarding the revised 2020/21 Projects List (Ref. TEAG 2006 B5). This project has been included in the list for construction in 2020/21.*

**vi. ITEM 2011 A6 BEACONSFIELD STREET AT MELTON STREET NORTH, SILVERWATER – PROPOSED SPEED CUSHIONS**

*The estimated cost of installing the proposed speed cushions in Beaconsfield Street at both approaches to Melton Street North, Silverwater is \$7,000. This project is 100% funded by Council from its 2020/21 Traffic Facilities Funds.*

**vii. ITEM 2011 A7 RYDE STREET BETWEEN ANGUS AVENUE AND CARLINGFORD ROAD, EPPING – INSTALLATION OF A ONE-WAY RESTRICTION**

*The estimated cost of the proposed one-way restriction (northbound) on Ryde Street between Angus Avenue and Carlingford Road, Epping is \$80,000. This project is 100% funded by Council from its 2020/21 Active Transport Program Funds.*

*Note that City of Parramatta Council's Adopted Operational Plan 2020-2021 has allocated \$1.5 million under Council's Active Transport Program for traffic projects. A report was considered by the Parramatta Traffic Engineering Advisory Group (TEAG) on 13 August 2020 and by Council on 14 September 2020 regarding the revised 2020/21 Projects List (Ref. TEAG 2008 B4). This project has been included in the list for construction in 2020/21.*

**viii. ITEM 2011 A8 WARD STREET, EPPING – INSTALLATION OF A NO RIGHT TURN RESTRICTION**

*The approximate cost for installing the part-time 'No Right Turn 8am-9:30am 2:30pm-4pm School Days' restriction is \$1000. The proposed works will be funded by Transport for NSW Block Grant Funds for installation and maintenance of traffic signs and line markings in 2020/21. Accordingly, this proposal has no direct financial impact upon Council's budget.*

**ix. ITEM 2011 A9 KLEINS ROAD AT MOSS STREET, NORTHMEAD – PROPOSED RAISED THRESHOLD**

*The estimated cost for the installation of the raised thresholds in Kleins Road at Moss Street is \$100,000. This project is 100% funded by Council from its 2020/21 Active Transport Program Funds.*

*Note that City of Parramatta Council's Adopted Operational Plan 2020-2021 has allocated \$1.5 million under Council's Active Transport Program for traffic projects. A report was considered by the Parramatta Traffic Engineering Advisory Group (TEAG) on 11 June 2020 and by Council on 13 July 2020 regarding the revised 2020/21 Projects List (Ref. TEAG 2006 B5). This project has been included in the list for construction in 2020/21.*

**x. ITEM 2011 A10 FELTON ROAD AT BAKER STREET, CARLINGFORD – PROPOSED 6-MONTH TRIAL OF AN 'ALL TRAFFIC LEFT ONLY 2:30PM – 4:00PM SCHOOL DAYS' RESTRICTION FOR EASTBOUND MOTORISTS AT THE ROUNDABOUT**

*The estimated cost of installing the proposed 'All Traffic Left Only 2:30pm-4:00pm School Days' restriction in Felton Road West (eastbound) at Baker Street is \$1,000. The proposed works would be funded by Transport for NSW Block Grant*

*funds for installation and maintenance of traffic signs and line markings in 2020/21. Accordingly, this proposal has no direct financial impact upon Council's budget.*

**xi. ITEM 2011 A11 ORCHARD ROAD SOUTH OF MURRAY FARM ROAD, BEECROFT – PROPOSED SPEED CUSHIONS**

*The cost estimate for the proposed speed cushions in Orchard Road south of Murray Farm Road is \$10,000. This project is 100% funded by Council from the Traffic Facilities Fund.*

**xii. ITEM 2011 A12 PROPOSED CAR SHARE PARKING SPACES IN HARRIS PARK, WESTMEAD AND EPPING**

*According to 2020/21 Fees and Charges schedule, initial application fee of \$397 and annual renewal application fee of \$159 will apply for the installation of each dedicated car share parking spaces in the Parramatta LGA. These fees will cover the costs of installing and removing car share spaces.*

**xiii. ITEM 2011 A13 BETTINGTON ROAD AT YORK STREET, OATLANDS – REQUEST FOR A SPEED CUSHION ON THE NORTHBOUND APPROACH TO THE APPROVED ROUNDABOUT**

*The cost estimate for the proposed speed cushion in Bettington Road on the northbound approach of the approved roundabout at York Street, Oatlands is \$3,500. This work would be funded as part of the construction of the roundabout at this intersection.*

*The cost estimate for the roundabout is \$395,000. This project is 100% funded by Council from Developer Contributions. Note that the budget allocated for this project is \$400,000.*

**xiv. ITEM 2011 A14 EPPING TO CARLINGFORD CYCLEWAY**

*Construction of the Epping to Carlingford Cycleway is fully funded by a TfNSW Active Transport grant and the estimated cost of construction is \$725,000. Accordingly, this proposal has no direct financial impact upon Council's budget.*

13.4 SUBJECT FOR APPROVAL: Minutes of the Traffic Engineering Advisory Group Meeting held on 5 November 2020

REFERENCE F2020/00077 - D07250453

REPORT OF Traffic and Transport Manager

3035 RESOLVED (Tyrrell/Esber)

(a) **That** Council note the minutes of the Traffic Engineering Advisory Group meeting held on 5 November 2020, provided at Attachment 1.

(b) **Further, that** Council approve the recommendations of the Traffic Engineering Advisory Group meeting held on 5 November 2020 provided at Attachment 1 and in this report, noting the following financial implications for each item.

i. **ITEM 2011 B1 OAKES ROAD, WINSTON HILLS – REVIEW OF TRAFFIC CONDITIONS**

*This report does not recommend any changes in Oakes Road, Winston Hills. Therefore, this matter has no financial impact upon Council's budget.*

ii. **ITEM 2011 B2 PROJECT LISTS INCLUDING AN UPDATE ON PROJECTS FOR 2019/20 & 2020/21**

*There is no financial implication to Council as a result of this recommendation.*

iii. **ITEM 2011 B3 – OUTSTANDING WORKS INSTRUCTIONS**

*RMS Block Grant funds for 2020/21 have been used for these works.*

13.5 SUBJECT FOR APPROVAL: Post-exhibition report on proposed changes to the Community Engagement Strategy for the notification of development applications

REFERENCE F2016/03461 - D07705633

REPORT OF Group Manager - Development and Traffic Services

3036 RESOLVED (Issa/Tyrrell)

(a) **That** Council notes the submissions made during the public exhibition of the draft consolidated Development Application notification requirements, a summary of which is provided at Attachment 1.

(b) **That** Council adopt the draft consolidated DA notification requirements as an appendix to Council's Community Engagement Strategy and as set out in Attachment 2, which seek to amend the notification requirements by way of:

i. implementing notification timeframes consistent with the current Parramatta Development Control Plan to apply across the Parramatta Local Government Area

- ii. notifying all Development Applications for tree removal within Heritage Conservation Areas and on heritage listed sites for 14 days
  - iii. notifying change of use applications for 14 days where there is potential impact on residential amenity or business operation
  - iv. providing on-site signage as currently set out in the Parramatta Development Control Plan, to apply across the Parramatta Local Government Area.
  - v. providing letter notification requirements, less the inclusion of attachments, as currently set out in the Parramatta Development Control Plan, to apply across the Parramatta Local Government Area.
  - vi. notifying by letter the ten (10) closest surrounding properties for applications. Where there is no impact to adjoining properties to the rear of the subject site, notification be limited to the 5 closest surrounding properties to the side and opposite the subject site.
- (c) **Further, that** Council delegate authority to the Chief Executive Officer to correct any minor inconsistencies or anomalies of an administrative nature that may arise during this process.

**Note: Councillors Barrak, Bradley, Wearne and Wilson requested that their names be recorded as having voted against the decision taken on this matter.**

13.6      SUBJECT      FOR APPROVAL: Stormwater Disposal Policy Review  
REFERENCE      F2020/03338 - D07741904  
REPORT OF      Technical Specialist Manager

3037      RESOLVED      (Esber/Wilson)

**That** Council approve the revised Stormwater Disposal Policy provided at Attachment 2.

13.7      SUBJECT      LATE REPORT FOR APPROVAL: Free Parking - Ticket Parking Machines (On-Street) and Multi Level Car Park - Christmas Festive Period  
REFERENCE      F2016/07376 - D07715974  
REPORT OF      Manager Paid Parking  
MOTION      (Barrak/Davis)

- (a) **That** Council approve the switch off of the City's parking meters between 24 December 2020 to 4 January 2021 inclusive.
- (b) **That** Council agree to provide free parking at Council owned parking stations from 24 December 2020 to 4 January 2021 inclusive.
- (c) **Further, that** Council make the necessary adjustments to Council's financial reports and working capital budget.

AMENDMENT (Issa/Zaiter)

- (a) **That** Council approve the switch off of the City's parking meters on the two (2) business days prior to the Christmas Day and Boxing Day public holidays 2020.
- (b) **Further, that** Council agree to provide free parking at Council owned parking stations for one day on 24 December 2020.

PROCEDURAL MOTION

3038 RESOLVED (Esber/Tyrrell)

**That** the meeting be adjourned for ten (10) minutes.

**Note: The meeting was adjourned at 8:19pm for a short recess.**

3039 RESOLVED (Esber/Tyrrell)

**That** the meeting resume.

The meeting resumed at 8:33pm with the following Councillors in attendance: The Lord Mayor, Councillor Bob Dwyer and Councillors Benjamin Barrak, Phil Bradley, Donna Davis, Pierre Esber, Michelle Garrard (Deputy Lord Mayor), Steven Issa, Andrew Jefferies, Sameer Pandey, Dr Patricia Prociv, Bill Tyrrell, Andrew Wilson, Lorraine Wearne (8:37pm) and Martin Zaiter.

Upon resumption of the meeting, the amendment moved by Councillor Issa and seconded by Councillor Zaiter was WITHDRAWN.

3040 RESOLVED (Barrak/Davis)

- (a) **That** Council approve the switch off of the City's parking meters between 24 December 2020 to 4 January 2021 inclusive.
- (b) **That** Council agree to provide free parking at Council owned parking stations from 24 December 2020 to 26 December 2020 inclusive.
- (c) **Further, that** Council make the necessary adjustments to Council's financial reports and working capital budget.

14. GREEN

Nil

15. WELCOMING

15.1        SUBJECT        FOR NOTATION: Minutes of the Riverside Advisory Board Meeting held on 8 October 2020

REFERENCE   F2007/00388 - D07731626

REPORT OF   Director Riverside Theatres

3041        RESOLVED        (Wearne/Wilson)

**That** Council note the Minutes of the Riverside Theatres Advisory Board Meeting held on 8 October 2020 (Attachment 1).

15.2        SUBJECT        FOR APPROVAL: Commemorating John Books

REFERENCE   F2019/03627 - D07757521

REPORT OF   Executive Officer

3042        RESOLVED        (Wearne/Wilson)

- (a) **That** the amenities building being delivered through the Max Ruddock Reserve upgrade be named in honour of former Lord Mayor John Books.
- (b) **That** Council note the delivery of this upgrade has been endorsed by Council through the adopted Operational Plan & Budget 2020-2021, adopted July 2020.
- (c) **That** upon completion of the upgraded amenities building, the family of Mr Books be invited to be part of an official naming and formal dedication of the building and reserves upgrades.
- (d) **Further, that** a briefing note be provided to Councillors by 31 March 2021 containing a list of the names of Council properties such as but not limited to, buildings, parks, playgrounds and reserves.

**Note: Councillor Esber left the Chamber at 8:41pm and returned at 8:52pm during consideration of this matter.**

16. THRIVING

Nil

17. INNOVATIVE

17.1        SUBJECT        FOR APPROVAL: Progression of Some Site-Specific Planning Proposals in the Parramatta CBD

REFERENCE F2013/01409 - D07736256

REPORT OF A/Team Leader Land Use Planning

3043 RESOLVED (Tyrrell/Barrak)

- (a) **That** Council note the correspondence at Attachment 1 from the Department of Planning, Industry and Environment (DPIE) pertaining to site-specific Planning Proposals (SSPPs) in the Parramatta CBD.
- (b) **That** Council not proceed with the following three SSPP processes for the following reasons:

Planning Proposal site	Reasons
107 George St, Parramatta	The Applicant is no longer pursuing this application and these controls will be achieved via the Parramatta CBD Planning Proposal.
2 Sorrell St, Parramatta & 286-302 Church St, Parramatta	Similar controls can be achieved via the Parramatta CBD Planning Proposal for both these sites and, based on engagement with the Applicants, it is not possible to provide DPIE with a clear timetable on when these SSPPs can be progressed.

- (c) **That** Council note further correspondence at Attachment 2 from DPIE including a Gateway alteration outlining that the SSPP for 66-68 Phillip St, Parramatta is not to proceed.
- (d) **Further, that** Council write to DPIE to advise of Council's resolution.

DIVISION A division was called, the result being:-

AYES: Councillors Barrak, Bradley, Davis, Dwyer, Esber, Garrard, Issa, Jefferies, Pandey, Tyrrell, Wearne, Wilson and Zaiter

NOES: Prociv (did not vote and was therefore recorded as having voted against the decision taken in this matter)

17.2 SUBJECT FOR APPROVAL: Public Exhibition - Draft Development Control Plan and draft Planning Agreement at 8-14 Great Western Highway, Parramatta

REFERENCE RZ/6/2019 - D07670441

REPORT OF Project Officer, Land Use Planning

3044 RESOLVED (Tyrrell/Esber)

- (a) **That** Council endorse the draft site-specific Development Control Plan for the land at 8-14 Great Western Highway Street, Parramatta, as provided at Attachment 1, for the purpose of public exhibition.
- (b) **That** Council authorise the Chief Executive Officer to commence the legal drafting of a Planning Agreement in accordance with the terms outlined in this report and to finalise the draft agreement on behalf of Council for the purpose of public exhibition.
- (c) **That** the draft site-specific Development Control Plan and draft Planning Agreement be placed on public exhibition concurrently with the Planning Proposal for land at 8-14 Great Western Highway Street, Parramatta, for a minimum period of 28 days, and the outcome of the public exhibition be reported back to Council.
- (d) **Further, that** Council delegate authority to the Chief Executive Officer to correct any minor inconsistencies or anomalies of an administrative nature relating to the draft site-specific Development Control Plan and draft Planning Agreement documentation that may arise during the drafting and exhibition processes.

DIVISION        A division was called, the result being:-

AYES:            Councillors Dwyer, Esber, Garrard, Issa, Jefferies, Pandey, Prociv, Tyrrell and Zaiter

NOES:            Councillors Barrak, Bradley, Davis, Wearne and Wilson

17.3        SUBJECT        FOR APPROVAL: Post-exhibition - Re-exhibition of Planning Agreement and Development Control Plan - 295 Church Street, Parramatta

REFERENCE    RZ/14/2014 - D07534754

REPORT OF    A/Team Leader Land Use Planning

3045        RESOLVED    (Esber/Tyrrell)

- (a) **That** Council receives and notes the six Government agency submissions responding to the re-exhibition of the amended Development Control Plan (DCP) and amended Planning Agreement for 295 Church Street, Parramatta.
- (b) **That** Council endorses the re-exhibited DCP (Attachment 1) for finalisation subject to the following two amendments, the first of which arose as a result of Transport for NSW's submission and the second of which arose from an issue identified by Council officers during the re-exhibition period in association with legal drafting for the related LEP amendment:

- i. Minor amendments/additions to the DCP controls to clarify that parking, loading and servicing (excluding set down and pick up for full size coach buses) should happen on-site.
  - ii. Removal of the DCP reference to parking controls in the current Parramatta Local Environmental Plan (LEP) 2011 Clause 7.14 (Car Parking for Certain Land in Parramatta City Centre) as the DCP should not pre-empt the drafting of the related site-specific Planning Proposal. Council also affirms its support for the parking provisions for this site being included in a site-specific clause rather than in the existing Clause 7.14.
- (c) **That** the DCP should come into effect when the Planning Proposal is finalised.
- (d) **That** subject to the Planning Agreement being updated to reflect the prospective new landowner, Council endorses the re-exhibited Planning Agreement (Attachment 2) for execution, and delegates authority to the Chief Executive Officer to sign the Planning Agreement on behalf of Council.
- (e) **That** upon signing of the Planning Agreement, the agreement be forwarded to the Department of Planning, Industry and Environment (DPIE) in accordance with Section 25G of the Environmental Planning and Assessment Regulation 2000.
- (f) **That**, noting that DPIE has requested a clear timetable for resolution of this Planning Proposal, if the prospective new landowner has not taken control of the property and signed the Planning Agreement by 28 February 2021, that Council advise DPIE that Council no longer wishes to progress the related Planning Proposal.
- (g) **That** Council responds to the communication from DPIE at Attachment 3 by advising DPIE of this resolution and noting that this resolution should facilitate finalisation of the Planning Proposal, DCP and Planning Agreement in a timely manner.
- (h) **That** Council supports the approach to drafting the LEP amendment outlined in this report as it relates to parking controls (noting that this approach confirms the limited range of parking rates included in the exhibited site-specific Planning Proposal rather than the more extensive parking range of rates exhibited in the Parramatta CBD Planning Proposal, and recognising that this is a transitional issue arising as a result of the site-specific Planning Proposal's proceeding in parallel with the Parramatta CBD Planning Proposal).
- (i) **Further, that** Council delegate authority to the Chief Executive Officer (CEO) to correct any minor policy inconsistencies or any anomalies of an administrative nature relating to the Planning Agreement and Development Control Plan.

DIVISION	A division was called, the result being:-
AYES:	Councillors Dwyer, Esber, Garrard, Issa, Jefferies, Pandey, Prociv, Tyrrell, Wearne, Wilson and Zaiter
NOES:	Councillors Barrak, Bradley and Davis

## 18. NOTICES OF MOTION

18.1 SUBJECT NOTICE OF MOTION: Sydney Olympic Park High School

REFERENCE F2019/04433 - D07766911

FROM Councillor Prociv

3046 RESOLVED (Prociv/Issa)

**That** Council write to the Minister for Education seeking assurances that any masterplan for the proposed Sydney Olympic Park High School includes the following spatial and community requirements:

- a. That school buildings and grounds be designed and built to accommodate students from the entire Olympic Peninsula, including Newington, Wentworth Point, Carter St and Olympic Park.
- b. Any covered outdoor learning areas be designed and built to accommodate the maximum number of anticipated enrolments.
- c. Library and ancillary study spaces be designed and built to serve the entire school community and be included within the school precinct.
- d. That Peninsula Park will not be considered as a de-facto school active and or passive green space for use by any NSW Department of Education facilities and/or students during school hours.
- e. That any correspondence in relation to this motion be deferred until a planned meeting between representatives of TfNSW and SINSW. And that this correspondence include any decisions/discussions that result from this meeting as they relate to the motion.
- f. That a briefing note on the results of the planned meeting with representatives of TfNSW and SINSW, including any proposed changes to the Local Environment Plan and Wentworth Point Development Control Plan, be made available to Councillors at the first opportunity.
- g. Copies of any correspondence to the Minister for Education and Minister for Transport be made available to Councillors at the first opportunity.

### **Note:**

1. **Councillor Dwyer requested that his name be recorded as having voted against the decision taken on this matter.**
2. **Councillor Zaiter left the Chamber at 9:05pm and returned at 9:07pm during consideration of this matter.**

18.2      SUBJECT      NOTICE OF MOTION: Peninsula Park

REFERENCE   F2019/04433 - D07767290

FROM            Councillor Prociv

3047      RESOLVED      (Prociv/Issa)

**That** the Lord Mayor and CEO write joint letters to the Minister for Transport, Minister for Planning and Minister for Education seeking an urgent meeting to advocate for the construction of the Peninsula Park and to secure assurances that this park will not be absorbed into the site of any future school.

**Note: Councillors Dwyer and Wilson requested that their names be recorded as having voted against the decision taken on this matter.**

# 19. QUESTIONS WITH NOTICE

19.1      SUBJECT      LATE REPORT QUESTIONS WITH NOTICE: Questions Taken On Notice from Council Meeting - 30 November 2020

REFERENCE   F2019/04433 - D07779371

FROM            Governance Manager

## **QUESTIONS TAKEN ON NOTICE FROM THE COUNCIL MEETING OF 30 NOVEMBER 2020**

Item	Subject	Councillor	Question	Response
14.1	Single Use Plastics	Issa	How many park clean up requests has been received within the LGA over the past 12 months?	A search of the customer service system for the 12 months ending 2/12/2020 has shown that 8 requests were received in the service category of <i>REQUEST FOR THE REMOVAL OF LITTER</i> relating to parks and reserves.  6 requests were also received <i>FOR ILLEGALLY DUMPED RUBBISH</i> relating to parks and reserves.
16.3	Night Time Economy Activation Grants 2020/2021	Esber	Why is only \$10,000 allocated to Outside CBD?	Due to the terms of the Economic Development Special Rate (EDSR) set by IPART, which

				<p>makes up the majority of the Economic Development budget, any grant funding from this budget can only be spent within the EDSR collection area (within the CBD).</p> <p>Only \$10,000 is currently available from the City Strategy General Budget to allocate to this program for "Outside of CBD". This amount is consistent with the allocation from the previous financial year.</p>	
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**Note:**

1. Councillor Davis left the Chamber at 9:22pm and returned at 9:23pm during consideration of this matter.
2. Councillor Wilson left the Chamber at 9:24pm during consideration of this matter.

**Note:** Prior to moving into Closed Session, the Lord Mayor invited members of the public gallery to make representations as to why any item had been included in Closed Session. No member of the gallery wished to make representations.

20. CLOSED SESSION

3048 RESOLVED (Tyrrell/Bradley)

**That** members of the press and public be excluded from the meeting of the Closed Session and access to the correspondence and reports relating to the items considered during the course of the Closed Session be withheld. This action is taken in accordance with Section 10A(s) of the Local Government Act, 1993 as the items listed come within the following provisions:-

- 1 FOR APPROVAL: Tender 9/2020 Construction of a New Sports Pavilion at Boronia Park, Epping. (D07726789) - *This report is confidential in accordance with section 10A (2) (d) of the Local Government Act 1993 as the report contains commercial information of a confidential nature that would, if disclosed (i) prejudice the commercial position of the person who supplied it; or (ii) confer a commercial advantage on a competitor of the Council; or (iii) reveal a trade secret.*
- 2 FOR APPROVAL: Proposed Sale of Part of Gardenvale Road, Oatlands. (D07752040) - *This report is confidential in accordance with section 10A (2) (d) of the Local Government Act 1993 as the report contains commercial information of a confidential nature that*

would, if disclosed (i) prejudice the commercial position of the person who supplied it; or (ii) confer a commercial advantage on a competitor of the Council; or (iii) reveal a trade secret (the report contains matters affecting Council property).

- 3 FOR APPROVAL: Parramatta Square Public Domain Public Art Project. (D07708099) - *This report is confidential in accordance with section 10A (2) (c) (d) of the Local Government Act 1993 as the report contains information that would, if disclosed, confer a commercial advantage on a person with whom the Council is conducting (or proposes to conduct) business; AND the report contains commercial information of a confidential nature that would, if disclosed (i) prejudice the commercial position of the person who supplied it; or (ii) confer a commercial advantage on a competitor of the Council; or (iii) reveal a trade secret (This final stage of the selection process included 7 applications, with 2 applicants selected to progress to Council endorsement. EOI applicants will not be informed of the selection outcome until after endorsement by Council, thus not being in confidential session would compromise this confidentiality. Further, the 2 public art commissions are of significant value and importance, thus they will be a notable media announcement opportunity, which would be undermined by not being in confidential session.).*
- 4 LATE REPORT FOR NOTATION: Legal Status Report as at 30 October 2020 (Deferred Item). (D07779160) - *This report is confidential in accordance with section 10A (2) (g) of the Local Government Act 1993 as the report contains advice concerning litigation, or advice that would otherwise be privileged from production in legal proceedings on the ground of legal professional privilege.*

#### PROCEDURAL MOTION

3049 RESOLVED (Tyrrell/Davis)

**That** Item 20.1, 20.2 and 20.3 be resolved en bloc.

20.1 SUBJECT FOR APPROVAL: Tender 9/2020 Construction of a New Sports Pavilion at Boronia Park, Epping

REFERENCE F2020/00615 - D07726789

REPORT OF Manager Capital Projects

3050 RESOLVED (Tyrrell/Davis)

(a) **That** Council approve the appointment of the preferred proponent for demolition and construction of a new sports pavilion at Boronia Park, Epping for the contract sum as outlined in paragraph 15 of this report.

(b) **That** all unsuccessful tenderers be advised of Council's decision in this matter.

	(c)	<b>Further, that</b> Council delegate authority to the Chief Executive Officer to finalise and execute all necessary documents.
20.2	SUBJECT	FOR APPROVAL: Proposed Sale of Part of Gardenvale Road, Oatlands
	REFERENCE	F2012/03069 - D07752040
	REPORT OF	Property Services Officer
3051	RESOLVED	(Tyrrell/Davis)
	(a)	<b>That</b> Council resolve to sell part of Gardenvale Road, Oatlands on the terms set out in paragraph eight of this report.
	(b)	<b>Further, that</b> Council delegate authority to the Chief Executive Officer to execute all necessary documents to give effect to the sale of that part of Gardenvale Road, Oatlands referred to in this report.
20.3	SUBJECT	FOR APPROVAL: Parramatta Square Public Domain Public Art Project
	REFERENCE	F2019/04434 - D07708099
	REPORT OF	Acting Group Manager City Experience
3052	RESOLVED	(Tyrrell/Davis)
	(a)	<b>That</b> Council approve the commissioning of the two public artworks for the Parramatta Square public domain, as recommended by the Parramatta Square Public Domain Public Art Selection Panel, detailed in paragraph 10 of this report.
	(b)	<b>Further, that</b> Council delegate authority to the Chief Executive Officer to execute the contractual agreements on behalf of Council.
20.4	SUBJECT	LATE REPORT FOR NOTATION: Legal Status Report as at 30 October 2020 (Deferred Item)
	REFERENCE	F2019/04434 - D07779160
	REPORT OF	Group Manager Legal Services
3053	RESOLVED	(Issa/Pandey)
	<b>That</b>	Council note the Legal Status Report as at 30 October 2020.

**Note: Councillor Wilson returned to the Chamber at 9:32pm during consideration of this matter.**

#### PROCEDURAL MOTION

3054 RESOLVED (Tyrrell/Esber)

**That** the meeting resume into Open Session.

21. REPORTS OF RESOLUTIONS PASSED IN CLOSED SESSION

The Chief Executive Officer read out the resolutions for Items 20.1, 20.2, 20.3 to 20.4.

22. CONCLUSION OF MEETING

The meeting terminated at 9:34pm.

THIS PAGE AND THE PRECEDING 24 PAGES ARE THE MINUTES OF THE ORDINARY COUNCIL MEETING HELD ON MONDAY, 7 DECEMBER 2020 AND CONFIRMED ON MONDAY, 8 FEBRUARY 2021.

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Chairperson



## **RESCISSION MOTIONS**

**08 FEBRUARY 2021**

11.1	RESCISSION MOTION: Item 12.3 Central City Advocacy & Council's WSROC Membership.....	36
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**RESCISSION MOTION**

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<b>ITEM NUMBER</b>	11.1
<b>SUBJECT</b>	RESCISSION MOTION: Item 12.3 Central City Advocacy & Council's WSROC Membership
<b>REFERENCE</b>	F2019/04433 - D07840620
<b>REPORT OF</b>	Councillor Pandey

To be Moved by Councillor Pandey and seconded by Councillors Bradley and Esber as per Rescission Motion form signed and submitted on 7 December 2020 after the close of the meeting.

**RECOMMENDATION**

**That** the resolution of the Council held on 7 December 2020 in relation to Item 12.3 – Central City Advocacy & Council's WSROC Membership, namely:

- (a) ***That*** Council approve the withdrawal of membership from the Western Sydney Regional Organisation of Councils Ltd (WSROC).
- (b) ***That*** Council approve the reallocation of the budget savings from the WSROC membership to a specific reserve until a decision is made on any organisation of Councils.
- (c) ***That*** consultation be carried out with Councillors to determine how the Chamber will move forward and a report be provided to Council for a decision within six (6) months.
- (d) ***Further, that*** a report be provided to Council after 18 months following consultation with Councillors and the commencement of any organisation of Councils.

be and is hereby rescinded.

**ATTACHMENTS:**

1 <a href="#">↓</a> Item 12.3 - Council Meeting 7 December 2020 - Central City Advocacy & Council's WSROC Membership	3 Pages
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Council 7 December 2020

Item 12.3

**FAIR**

<b>ITEM NUMBER</b>	12.3
<b>SUBJECT</b>	FOR APPROVAL: Central City Advocacy & Council's WSROC Membership
<b>REFERENCE</b>	F2019/04433 - D07745778
<b>REPORT OF</b>	Executive Officer

**PURPOSE:**

To seek approval to withdraw Council's membership from WSROC and note discussions with the Central River City Councils.

**RECOMMENDATION**

- (a) **That** Council approve the withdrawal of membership from the Western Sydney Regional Organisation of Councils Ltd (WSROC).
- (b) **That** Council approve the reallocation of budget savings in the 2020/21 financial year to Economic Development for advocacy and key priorities for the Central City.
- (c) **That** Council note officers have commenced discussions and will table a report on proposed joint advocacy of shared priorities and possibly an alliance of the Central River City Councils.

**BACKGROUND**

1. The Greater Sydney Region Plan, District Plans and the Western Parkland City Deal have reshaped the geographical associations across Greater Sydney, impacting affiliations such as WSROC that pre-dated these plans.
2. With several of WSROC's members forming part of the Western Parkland City and the Western City Planning Partnership, WSROC's recent activities have had greater alignment with the priorities of the Western Parkland City Councils.
3. As a result of this, the value of the WSROC membership to City of Parramatta, as the 'Central City' in the Central River City, is diminishing.
4. The realignment of Council's focus to the Central River City also more accurately reflects the geographical synergies envisaged by the Greater Sydney Region Plan and establish a more coordinated approach to achieve the priorities in the Central City District Plan.

**ISSUES/OPTIONS/CONSEQUENCES**

5. In 2017, the Greater Sydney Commission announced The Greater Sydney Region Plan, A Metropolis of Three Cities which is built on a vision of three cities (Eastern Harbour City, Central River City and Western Parkland City).
6. As Sydney's 'Central City', that is at the economic and connective centre of the Central River District, it is important City of Parramatta work collaboratively

Council 7 December 2020

Item 12.3

with the other Central River City Councils including Canterbury-Bankstown Council, Hills Council, Cumberland City Council and Georges River Council.

7. To ensure an ongoing, unified focus that unlocks 'city-wide' investment and employment opportunities, and delivers on shared liveability objectives, Central River City Councils have identified the need to collaborate on joint advocacy and give consideration to the merits of a Central River City Deal.
8. Council Officers have participated in workshops with other Central River City Councils to identify shared priorities and options to develop joint advocacy for the Central River City, including reviewing the merits of a 'Central City Deal'.
9. A further report will be tabled in early 2021 seeking Council support on identified shared priorities and an advocacy program and possibly an alliance of the Central River City Councils.

## CONSULTATION & TIMING

### Stakeholder Consultation

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

Date	Stakeholder	Stakeholder Comment	Council Officer Response	Responsibility
NA				

### Councillor Consultation

11. The following Councillor consultation has been undertaken in relation to this matter:

Date	Councillor	Councillor Comment	Council Officer Response	Responsibility
NA				

## FINANCIAL IMPLICATION FOR COUNCIL

12. There is currently a budget of \$90,000 in the 2020/21 budget and beyond for WSROC membership.
13. A reallocation of the budget savings to Economic Development for a Central City Advocacy Program would increase the resources to shape shared priorities and advocacy efforts that benefit the Central River City, with the City of Parramatta at its economic and connective centre.

Katherine Littlewood  
**Executive Officer**

Nicole Carnegie  
**Economic Development Manager**

Paul Perrett  
**Chief Financial Officer / Acting Executive Director Corporate Services**

Council 7 December 2020

Item 12.3

Brett Newman  
**Chief Executive Officer**

**ATTACHMENTS:**

There are no attachments for this report.

**REFERENCE MATERIAL**



## **FAIR**

### **08 FEBRUARY 2021**

12.1	FOR NOTATION: Investment Report for November 2020 .....	42
12.2	FOR NOTATION: Investment Report for December 2020 .....	77
12.3	FOR NOTATION: Minutes of Audit Risk and Improvement Committee Meetings .....	112
12.4	FOR NOTATION: Minutes of the Aboriginal and Torres Strait Islander Advisory Committee Meetings .....	126
12.5	FOR APPROVAL: Rates Harmonisation Community Feedback and Recommendation .....	143

**FAIR**


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<b>ITEM NUMBER</b>	12.1
<b>SUBJECT</b>	FOR NOTATION: Investment Report for November 2020
<b>REFERENCE</b>	F2009/00971 - D07787761
<b>REPORT OF</b>	Tax and Treasury Accountant

**PURPOSE:**

The purpose of this report is to inform Council of the investment portfolio performance for the month of November 2020.

**RECOMMENDATION**

**That** Council receive the Investment Report for November 2020.

**BACKGROUND**

1. In accordance with clause 212 of the Local Government (General) Regulation 2005 (the Regulation), a report setting out details of all money invested must be presented to Council on a monthly basis.
2. The report must include a certificate as to whether or not the investments have been made in accordance with the Local Government Act 1993 (the Act), the Regulation and Council's Investment Policy.

**ISSUES/OPTIONS/CONSEQUENCES**

3. The investment portfolio closing balance as at 30 November 2020 was \$549m. The average portfolio holdings held throughout the month was \$542m.
4. The majority of Council's investment portfolio is in term deposits (61%). The portfolio also includes liquid Floating Rate Notes (FRN), cash, as well as TCorp Long Term Growth Fund (LTGF).

Approximately 7.5% of the portfolio are less conservative long-term investments. The investment portfolio is well diversified and increasingly invested in higher rated institutions.

5. Council holds a diversified range of investment products which as at 30 November 2020 included:

Investment Product	000's	% Held	Monthly Return	Annualised Return
Term Deposits	331,605	0.60	0.13	1.58
Floating Rate Notes / Bonds	126,155	0.23	0.24	2.86
Cash at Call	30,701	0.06	0.06	0.68
31 Day Notice Funds	20,000	0.04	0.08	0.90
CFS Global Managed Funds (CFS)	14,058	0.03	0.01	13.20
TCorp Long Term Growth Fund (LTGF)	27,032	0.05	5.15	61.80
<b>Total Investment Funds</b>	<b>549,551</b>	<b>1.00</b>	<b>0.43</b>	<b>5.12</b>
<b>Ausbond Bank Bill Index Benchmark</b>				<b>0.09</b>
<b>(Underperformance) / Outperformance</b>				<b>5.03</b>

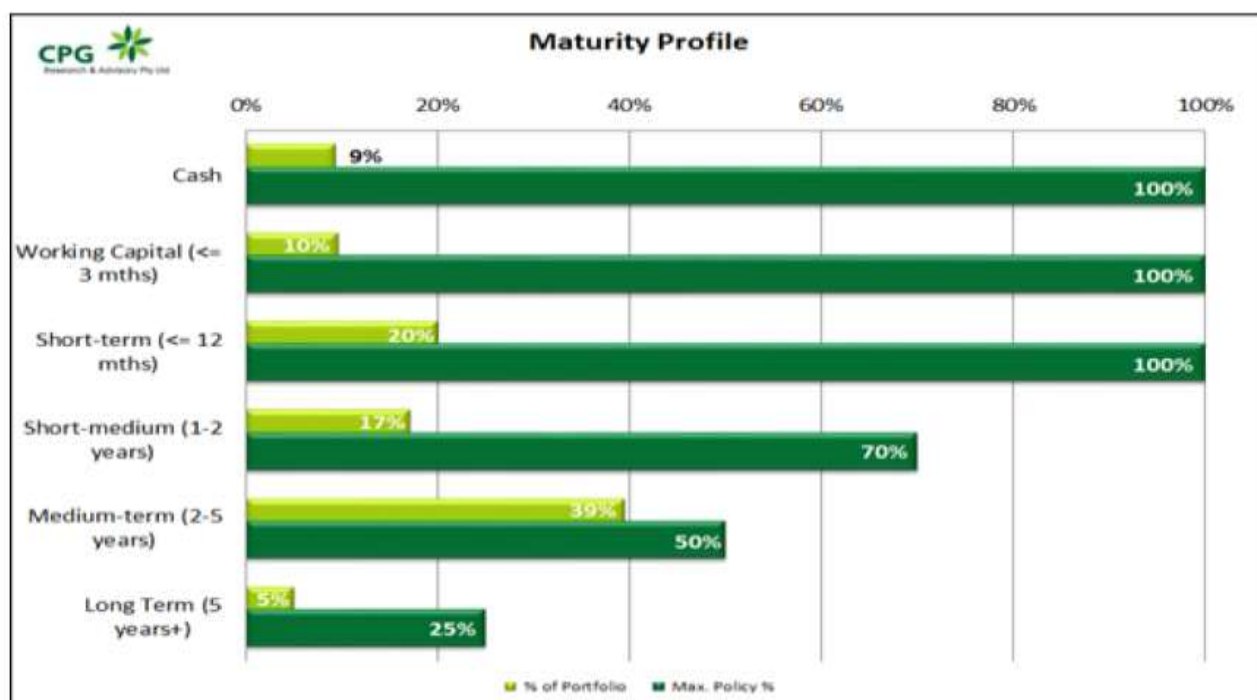
6. **Council's investment portfolio returns** are measured against the Ausbond Bank Bill Index Benchmark. The investment portfolio reported an annualised return of 5.12% in November, outperforming the AusBond Bank Bill Index Benchmark of 0.09%. The Colonial First State (CFS) Managed Fund (1.02% return for the month) and LTGF (5.15% return for the month) were the main contributors towards the strong performance this month.
7. **Current and historical outperformance/(underperformance)**

Past and Present Performance	FYTD	1 Year	2 Year	3 Year	4 Year	5 Year
Total Portfolio	2.56	1.92	2.63	2.72	2.86	2.97
Ausbond Bank Bill Index Benchmark	0.10	0.44	1.01	1.31	1.42	1.56
<b>Outperformance</b>	<b>2.46</b>	<b>1.48</b>	<b>1.62</b>	<b>1.41</b>	<b>1.44</b>	<b>1.41</b>

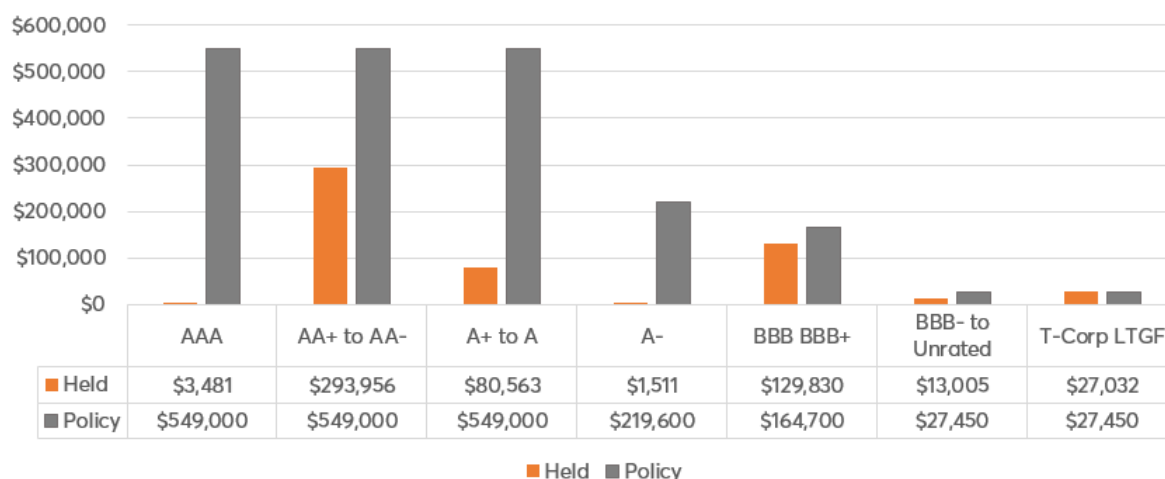
8. Council has a substantial allocation to securities and bonds, as well as the CFS Global Credit Managed Fund, for additional liquidity requirements. The portfolio is well-spread across maturities, opportunistically utilising capacity available in short- to medium-term maturities.

#### The maturity profile as at 30 November 2020

The maturity profile table (below) illustrates that the maturity duration is well-spread with approximately 20% available in working capital, 17% maturing within 12 months, 17% 1-2 years, and a further 39% in 2-5 years, opportunistically maximising councils returns in longer term rates.



All investments comply with Council's Investment Policy limits, with ample investment opportunity still available in A-rated institutions, and approximately \$49m capacity in BBB+/unrated institutions.

**Available rating capacity \$549m**

\*BBB+/BBB limits combined under Council's investment policy.

9. **Investment income budget** - As at 30 November 2020, the FYTD investment income was \$6.47m, approximately \$573k above the forecast budget.

The outperformance can be attributed to the LTGF, as both international and domestic shares continued to rally on the back of positive COVID-19 vaccine news. The fund is volatile and advisors have told Council to expect regular months of negative returns.

**Year-to-date cumulative interest table**

Month-End	Cumulative Budget	Cumulative Interest	Difference (\$)
Jul 2020	\$1,700,000	\$1,656,288	-\$43,712
Aug 2020	\$2,575,000	\$2,744,402	\$169,402
Sep 2020	\$3,450,000	\$3,101,249	-\$348,751
Oct 2020	\$3,898,485	\$4,278,072	\$379,587
Nov 2020	\$5,898,485	\$6,471,455	\$572,970
Dec 2020	\$6,267,409		
Jan 2021	\$6,636,334		
Feb 2021	\$7,005,258		
Mar 2021	\$7,374,183		
Apr 2021	\$7,743,107		
May 2021	\$8,112,032		
Jun 2021	\$8,480,956		

10. Council engages CPG Research & Advisory (CPG) and Imperium Markets for assistance in all investment matters relating to advice, risk and portfolio weighting. CPG monitor the portfolio daily and conduct a monthly health check review. This confirms that Council's portfolio is conducted within the Act, the Regulation and the Investment Policy of Council.
11. **City of Parramatta investment portfolio – performance by investment type**

The following summarises the performance, including COVID-19 impacts, on

Council's various investments types.

Council's senior **floating rate notes (FRNs)** made up around 22% of the total investment portfolio at month-end.

During November, \$14.5m of **A- to AAA-rated FRNs** were sold on the market realizing a capital gain of \$182k. The market valuation of Council's remaining A- to AAA-rated FRNs increased by \$25.4k (total unrealised capital gain of \$1,884k).

Summary	31 Oct 2020	30 Nov 2020	Net Flow (\$)	Net Difference (%)
Face Value	\$133,640,000	\$119,140,000	-\$14,500,00	-10.85%
Market Value	\$135,456,570	\$120,981,942	\$25,372	+0.02%

Council's A- to AAA-rated FRNs are senior (high) ranked assets in the bank capital structure. It is expected that, if held to maturity, the FRNs will pay back its original face value, along with its quarterly coupons, throughout the life of the FRN.

Council's advisors do not anticipate Council to lose any capital or interest payments from its current holding of these senior FRNs as all banks continue to maintain high capital buffers as required by the Australian Prudential Rating Agency (APRA).

Advisors have no concerns with Council's investments in **BBB-rated senior FRNs** given all counterparties continue to maintain robust balance sheets with high levels of capital. During November, \$3.3m of BBB-rated FRNs reached maturity. The market valuation of Council's remaining BBB-rated FRNs increased by \$50k (total unrealised capital gain of \$284k).

Summary	31 Oct 2020	30 Nov 2020	Net Flow (\$)	Net Difference (%)
Face Value	\$46,550,000	\$43,300,000	-\$3,250,000	-6.98%
Market Value	\$46,784,255	\$43,583,991	+\$49,735	+0.11%

12. The **Senior Bonds** held by Council are currently earning between 0.90% and 1.00% (0.40% p.a. above current market offers). During September 2020, Council placed two parcels of \$2m with the Northern Territory Treasury Corporation (NTTC), locking in yields of 0.90% p.a. and 1.00% p.a. for a 2- and 3-year term respectively.

Council placed an additional parcel of \$1m in November 2020, locking in a 4-year deal at 0.90% p.a. These retail bond offerings have now since closed at the end of November.

13. **Term Deposits** account for around 61% of the total investment portfolio at month-end.

Council's term deposit portfolio was yielding 1.51% p.a. at month-end, with a weighted-average duration of around 549 days or 1.5 years. The longer average duration will provide some income protection against the low interest

rate environment for the next 12 months. However, as existing deposits mature, they will inevitably be reinvested at much lower prevailing rates.

Given interest rates have fallen to all-time lows, Council is likely to see a rapid decline in interest income over the next few financial years, with reinvestment offers likely to range between 0.40% and 0.60%.

14. The **TCorp Long Term Growth Fund** accounts for around 4.9% of Council's total investment portfolio. The Fund returned 5.15% (61.8% annualised) during November as international and domestic shares rose significantly on the back of positive vaccine news.

Summary	31 Oct 2020	30 Nov 2020	Investment (\$)	Net Return (\$)	Net Return (%)
Market Value	\$25,707,049	\$27,031,706	\$0	+\$1,324,656	+5.15%

According to Council's advisors, it is anticipated that there will be a sustained level of volatility in equity markets, particularly as downside risks to global growth remain. Unemployment globally has risen considerably over recent months, with the collective economic impact likely to be more severe than the global financial crisis (GFC).

This Fund has a long-term view (7+ years). Given the exposure to volatile equity markets, Council should expect in some months to report negative returns, but over the long-term it is expected to outperform term deposits and FRNs.

15. **CFS Global Credit Managed Fund** accounts for around 2.5% of Council's total investment portfolio. The Fund returned 1.02% in November, as the market valuation of the fund's assets in global credit securities (FRNs and bonds) rose as spreads tightened

Summary	31 Oct 2020	30 Nov 2020	Difference (\$)	Difference (%)
Market Value	\$13,915,720	\$14,057,908	+\$142,188	+1.02%

The Fund holds a diverse range of securities across the global credit market. It remains very well diversified by issuer in order to mitigate default risk. It invests in nearly 600 corporate bonds from issuers in various countries and industry sectors. This grandfathered fund has a current running yield of 1.8%.

16. The following details are provided on the attachments for information:
- Comparison of average funds invested with loans balance (**Attachment 1**)
  - Average interest rate comparison to Ausbond Bank Bill Index (**Attachment 1**)
  - Investments and loans interest compared to budget (**Attachment 1**)
  - List of all Council investments (**Attachment 2**)
  - CPG Comprehensive Investment report (**Attachment 3**).
17. The Certificate of Investments for November 2020 is provided below:

### **Certificate of Investments**

I hereby certify that the investments for the month of November 2020 have been made in accordance with the Act, the Regulations and Council's Investment Policy – Paul Perrett, Chief Financial Officer.

## CONSULTATION & TIMING

### Stakeholder Consultation

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

Date	Stakeholder	Stakeholder Comment	Council Officer Response	Responsibility
30 Nov 2020	CPG Research & Advisory  Imperium Markets	All Investments are within Policy guidelines and supported by Councils independent advisor.  Refer CPG comprehensive Report	All Investment are within Policy limits and reconcile to the General Ledger as at 30 Nov 20	Finance Team Paul Perrett CFO  Bruce MacFarlane Treasury & Tax Accountant

### Councillor Consultation

19. The following Councillor consultation has been undertaken in relation to this matter:

Date	Councillor	Councillor Comment	Council Officer Response	Responsibility
N/A	N/A	N/A	N/A	N/A

## FINANCIAL IMPLICATION FOR COUNCIL

20. Council's interest income as at 30 November 2020 exceeds the FYTD budget forecast by approximately \$573k.

The annual interest budget will be reassessed at the December 2020 quarterly review.

Bruce MacFarlane  
**Tax and Treasury Accountant**

Paul Perrett  
**Chief Financial Officer**

Michael Tzimoulas  
**Executive Director Corporate Services**

Brett Newman  
**Chief Executive Officer**

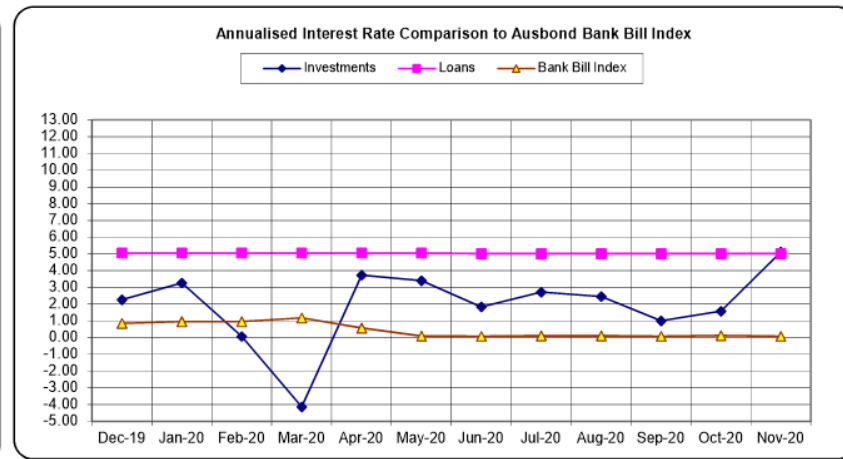
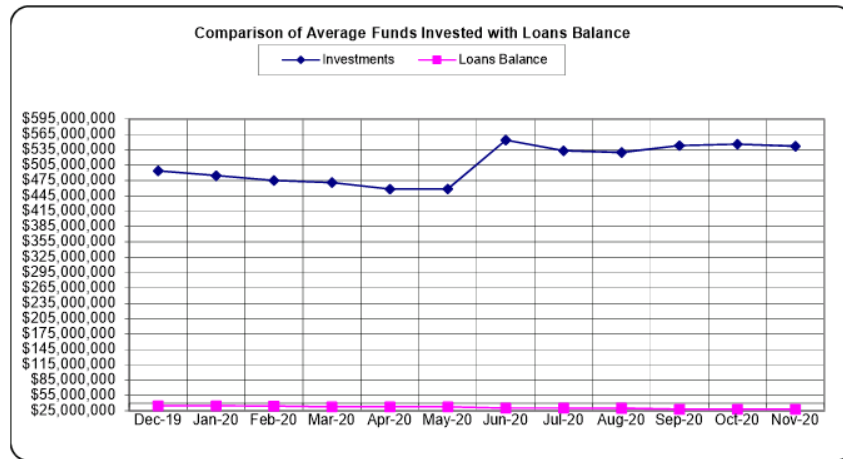
### **ATTACHMENTS:**

- |          |   |          |
|----------|---|----------|
| <b>1</b> | Investment and Loans Performance Graph November 2020  | 1 Page   |
| <b>2</b> | List of Council Investments by maturity November 2020 | 9 Pages  |
| <b>3</b> | CPG Comprehensive Report - November 2020              | 18 Pages |

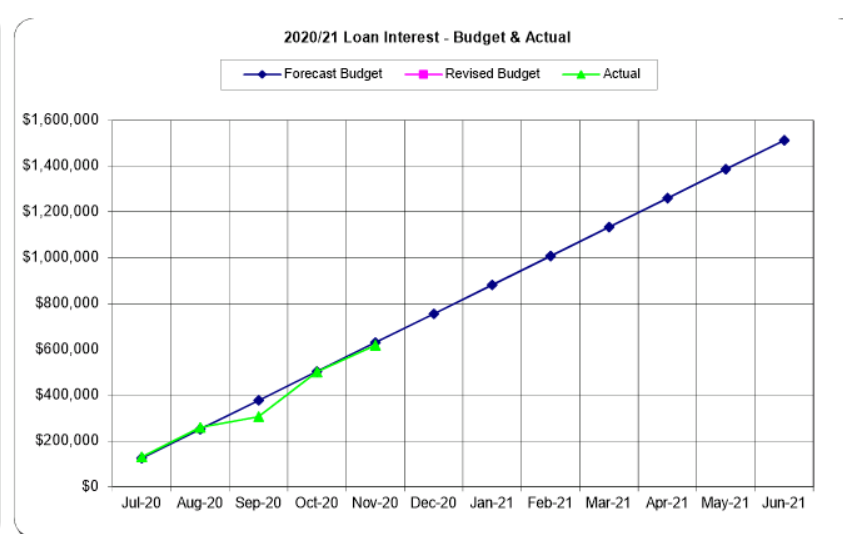
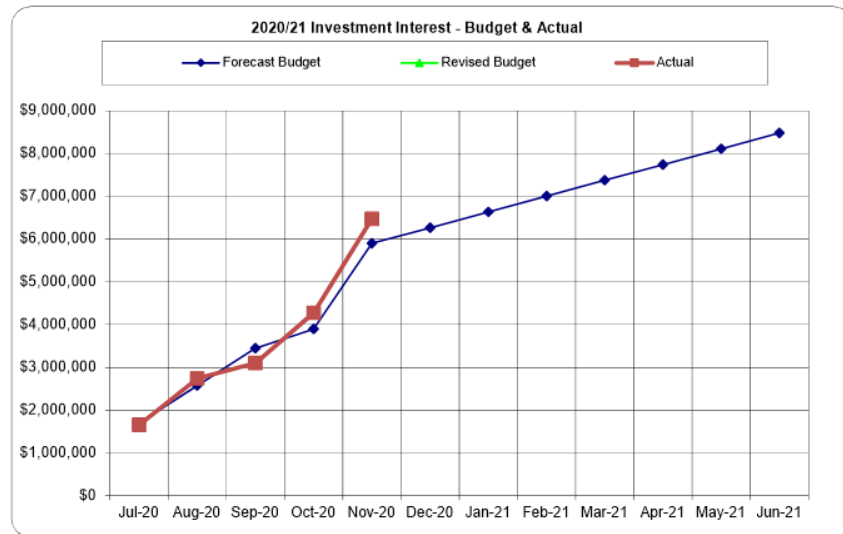
**REFERENCE MATERIAL**

## ATTACHMENT 1

CL..... Governance &amp; Corporate



## Investments and Loans Interest - Year to Date Budget Performance





## **Investment Report**

01/11/2020 to 30/11/2020



## Portfolio Valuation as at 30/11/2020

Issuer	Rating	Type	Alloc	Interest	Purchase	Maturity	Rate	Value	Accrued	Accrued MTD
ING Direct	A	TD	GENERAL	Annual	03/12/2018	03/12/2020	2.8900	3,500,000.00	100,872.88	8,313.70
QBank	BBB-	FRN	GENERAL	Quarterly	05/12/2017	07/12/2020	1.5900	5,000,395.00	18,513.70	6,534.25
Police Credit Union SA	Unrated	TD	GENERAL	Annual	30/11/2016	08/12/2020	3.5500	2,000,000.00	194.52	194.52
Auswide Bank	BBB	TD	GENERAL	At Maturity	10/12/2019	10/12/2020	1.7100	3,000,000.00	50,175.62	4,216.44
Macquarie Bank	A+	TD	GENERAL	At Maturity	15/05/2020	17/12/2020	1.1000	4,000,000.00	24,109.59	3,616.44
NAB	AA-	TD	GENERAL	At Maturity	21/02/2020	17/12/2020	1.5500	1,400,000.00	16,884.38	1,783.56
Westpac	AA-	TD	GENERAL	Quarterly	19/12/2017	21/12/2020	2.9700	3,000,000.00	17,331.78	7,323.29
NAB	AA-	TD	GENERAL	At Maturity	17/07/2020	07/01/2021	0.9000	4,000,000.00	13,512.33	2,958.90
ING Direct	A	TD	GENERAL	At Maturity	10/01/2020	14/01/2021	1.6500	1,000,000.00	14,736.99	1,356.16
NAB	AA-	TD	GENERAL	At Maturity	28/08/2020	14/01/2021	0.7700	3,000,000.00	6,012.33	1,898.63
Bank of Sydney	Unrated	TD	GENERAL	At Maturity	28/08/2020	21/01/2021	0.9500	250,000.00	618.15	195.21
NAB	AA-	TD	GENERAL	At Maturity	28/08/2020	21/01/2021	0.7700	3,500,000.00	7,014.38	2,215.07
NAB	AA-	TD	GENERAL	At Maturity	31/08/2020	28/01/2021	0.7700	1,500,000.00	2,911.23	949.32
Suncorp	A+	TD	GENERAL	At Maturity	31/08/2020	28/01/2021	0.7000	1,500,000.00	2,646.58	863.01
Suncorp	A+	TD	GENERAL	At Maturity	02/09/2020	04/02/2021	0.7000	2,500,000.00	4,315.07	1,438.36
NAB	AA-	TD	GENERAL	At Maturity	07/09/2020	11/02/2021	0.7500	3,000,000.00	5,239.73	1,849.32
AMP Bank	BBB	TD	GENERAL	At Maturity	14/02/2020	18/02/2021	1.7000	2,000,000.00	27,106.85	2,794.52
AMP Bank	BBB	TD	GENERAL	Annual	22/08/2019	18/02/2021	1.8000	2,000,000.00	9,764.38	2,958.90



Issuer	Rating	Type	Alloc	Interest	Purchase	Maturity	Rate	Value	Accrued	Accrued MTD
ING Direct	A	TD	GENERAL	Annual	20/02/2020	25/02/2021	1.6000	3,000,000.00	37,479.45	3,945.21
Nexus Mutual	BBB	TD	GENERAL	Annual	25/02/2019	25/02/2021	2.9000	3,000,000.00	66,739.73	7,150.68
Newcastle Permanent	BBB	FRN	GENERAL	Quarterly	26/02/2019	26/02/2021	1.1200	501,025.00	76.71	76.71
NAB	AA-	TD	GENERAL	At Maturity	07/09/2020	04/03/2021	0.7500	3,000,000.00	5,239.73	1,849.32
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	11/09/2020	11/03/2021	0.7000	4,000,000.00	6,213.70	2,301.37
NAB	AA-	TD	GENERAL	At Maturity	17/09/2020	18/03/2021	0.7000	4,500,000.00	6,472.60	2,589.04
QBank	BBB-	FRN	GENERAL	Quarterly	20/03/2018	22/03/2021	1.4900	1,001,080.00	2,857.53	1,224.66
Heritage Bank	BBB+	FRN	GENERAL	Quarterly	29/03/2018	29/03/2021	1.3200	3,009,963.00	6,835.07	3,254.79
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	28/09/2020	08/04/2021	0.6400	3,000,000.00	3,366.58	1,578.08
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	28/09/2020	15/04/2021	0.6400	3,000,000.00	3,366.58	1,578.08
Bank of China, Sydney Branch	A	FRN	GENERAL	Quarterly	17/04/2018	19/04/2021	1.1100	2,006,394.00	2,615.34	1,824.66
BOQ	BBB+	TD	GENERAL	At Maturity	28/09/2020	29/04/2021	0.7000	3,000,000.00	3,682.19	1,726.03
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	30/09/2020	06/05/2021	0.6500	2,500,000.00	2,760.27	1,335.62
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	30/09/2020	13/05/2021	0.6600	2,500,000.00	2,802.74	1,356.16
JUDO BANK	Unrated	TD	GENERAL	Annual	28/05/2019	27/05/2021	2.6500	2,500,000.00	33,941.78	5,445.21
Australian Military Bank	BBB+	TD	GENERAL	Annual	28/05/2018	28/05/2021	3.1500	5,000,000.00	80,691.78	12,945.21
Westpac	AA-	TD	GENERAL	Quarterly	30/05/2018	03/06/2021	3.0100	6,000,000.00	494.79	494.79
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	06/10/2020	10/06/2021	0.6400	3,500,000.00	3,436.71	1,841.10
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	06/10/2020	17/06/2021	0.6400	3,500,000.00	3,436.71	1,841.10
Westpac	AA-	TD	MAAS	Quarterly	25/06/2020	24/06/2021	0.9200	15,000,000.00	25,331.51	11,342.47



Issuer	Rating	Type	Alloc	Interest	Purchase	Maturity	Rate	Value	Accrued	Accrued MTD
Teachers Mutual Bank	BBB	FRN	GENERAL	Quarterly	02/07/2018	02/07/2021	1.4600	1,409,415.00	3,360.00	1,680.00
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	23/11/2020	08/07/2021	0.5000	4,000,000.00	438.36	438.36
Australian Military Bank	BBB+	TD	GENERAL	Annual	15/07/2019	12/07/2021	2.1000	2,000,000.00	15,994.52	3,452.05
Westpac	AA-	TD	GENERAL	Quarterly	15/07/2019	15/07/2021	1.8200	5,000,000.00	11,717.81	7,479.45
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	27/11/2020	22/07/2021	0.4900	2,500,000.00	134.25	134.25
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	27/11/2020	29/07/2021	0.4900	2,500,000.00	134.25	134.25
Bank Australia	BBB	FRN	GENERAL	Quarterly	30/08/2018	30/08/2021	1.3200	1,005,319.00	36.16	36.16
Australian Military Bank	BBB+	TD	GENERAL	Annual	07/09/2018	09/09/2021	3.1600	1,500,000.00	11,038.36	3,895.89
AMP Bank	BBB	FRN	GENERAL	Quarterly	18/09/2018	10/09/2021	1.1711	3,005,559.00	7,892.89	2,887.64
AMP Bank	BBB	FRN	GENERAL	Quarterly	01/11/2018	10/09/2021	1.1711	500,926.50	1,315.48	481.27
AMP Bank	BBB	FRN	GENERAL	Quarterly	01/11/2018	10/09/2021	1.1711	2,504,632.50	6,577.41	2,406.37
AMP Bank	BBB	FRN	GENERAL	Quarterly	10/09/2018	10/09/2021	1.1711	3,005,559.00	7,892.89	2,887.64
ICBC Sydney Branch	A	TD	GENERAL	Annual	18/10/2019	21/10/2021	1.6700	4,000,000.00	7,869.59	5,490.41
Bank of China, Sydney Branch	A	FRN	GENERAL	Quarterly	15/11/2018	15/11/2021	1.0500	1,710,693.00	733.56	733.56
BOQ	BBB+	TD	GENERAL	Annual	16/11/2017	16/11/2021	3.3700	4,000,000.00	5,539.73	5,539.73
BOQ	BBB+	TD	GENERAL	Annual	23/11/2017	23/11/2021	3.3700	3,000,000.00	2,215.89	2,215.89
Community First	Unrated	TD	GENERAL	At Maturity	25/11/2020	25/11/2021	0.6500	250,000.00	26.71	26.71
NAB	AA-	TD	GENERAL	Annual	30/11/2018	02/12/2021	3.0100	3,000,000.00	247.40	247.40
BOQ	BBB+	TD	GENERAL	Annual	08/12/2017	08/12/2021	3.3700	1,000,000.00	33,053.70	2,769.86
ING Direct	A	TD	GENERAL	Annual	10/12/2019	09/12/2021	1.5500	2,000,000.00	30,320.55	2,547.95



Issuer	Rating	Type	Alloc	Interest	Purchase	Maturity	Rate	Value	Accrued	Accrued MTD
Rural Bank (Bendigo and Adelaide Bank)	BBB+	TD	GENERAL	Annual	03/12/2018	09/12/2021	3.0500	2,500,000.00	76,041.10	6,267.12
QBANK	BBB-	FRN	GENERAL	Quarterly	14/12/2018	14/12/2021	1.5900	502,006.50	1,698.90	653.42
Westpac	AA-	FRTD	GENERAL	Quarterly	23/12/2016	23/12/2021	1.4700	2,500,000.00	6,947.26	3,020.55
Bendigo and Adelaide	BBB+	FRN	GENERAL	Quarterly	19/10/2018	19/01/2022	1.0900	1,009,340.00	1,284.11	895.89
Newcastle Permanent	BBB	FRN	GENERAL	Quarterly	24/01/2017	24/01/2022	1.7100	1,015,171.00	1,686.58	1,405.48
Newcastle Permanent	BBB	TD	GENERAL	Annual	24/01/2019	27/01/2022	3.0500	2,000,000.00	52,142.47	5,013.70
BOQ	BBB+	TD	GENERAL	Annual	02/02/2018	03/02/2022	3.4500	3,000,000.00	85,635.62	8,506.85
BOQ	BBB+	TD	GENERAL	Annual	05/02/2018	04/02/2022	3.4500	4,205,435.62	119,250.02	11,925.00
ING Direct	A	TD	GENERAL	Annual	06/02/2020	10/02/2022	1.6500	2,000,000.00	27,032.88	2,712.33
Newcastle Permanent	BBB	TD	GENERAL	Quarterly	13/02/2019	14/02/2022	3.0500	1,000,000.00	1,504.11	1,504.11
BOQ	BBB+	TD	GENERAL	Annual	26/02/2018	28/02/2022	3.4500	2,000,000.00	52,742.47	5,671.23
Credit Union Australia	BBB	FRN	GENERAL	Quarterly	04/03/2019	04/03/2022	1.3200	1,011,772.00	3,182.47	1,084.93
QBANK	BBB-	FRN	GENERAL	Quarterly	25/03/2019	25/03/2022	1.4800	501,657.50	1,358.36	608.22
AMP Bank	BBB	FRN	GENERAL	Quarterly	30/05/2019	30/03/2022	1.1400	3,000,930.00	5,809.32	2,810.96
AMP Bank	BBB	FRN	GENERAL	Quarterly	01/11/2018	30/03/2022	1.1400	2,000,620.00	3,872.88	1,873.97
RACQ Bank	BBB+	FRN	GENERAL	Quarterly	23/05/2019	23/05/2022	1.0682	1,008,454.00	234.13	234.13
BOQ	BBB+	TD	GENERAL	Annual	30/05/2018	02/06/2022	3.5000	3,000,000.00	53,506.85	8,630.14
Westpac	AA-	FRTD	GENERAL	Quarterly	02/06/2017	02/06/2022	1.1900	2,000,000.00	5,868.49	1,956.16
BOQ	BBB+	TD	GENERAL	Annual	29/05/2019	02/06/2022	2.4000	5,000,000.00	61,150.68	9,863.01
Westpac	AA-	FRTD	GENERAL	Quarterly	16/06/2017	16/06/2022	1.1400	2,000,000.00	4,747.40	1,873.97



Issuer	Rating	Type	Alloc	Interest	Purchase	Maturity	Rate	Value	Accrued	Accrued MTD
Westpac	AA-	TD	MAAS	Quarterly	25/06/2020	30/06/2022	0.9700	25,000,000.00	44,513.70	19,931.51
Westpac	AA-	FRTD	GENERAL	Quarterly	14/07/2017	14/07/2022	1.1300	1,000,000.00	1,486.03	928.77
Members Equity Bank	BBB	FRN	GENERAL	Quarterly	18/07/2019	18/07/2022	1.0600	2,018,744.00	2,497.53	1,742.47
Westpac	AA-	FRTD	GENERAL	Quarterly	17/08/2017	17/08/2022	1.0690	3,000,000.00	1,230.08	1,230.08
Westpac	AA-	FRTD	GENERAL	Quarterly	07/09/2017	07/09/2022	1.0900	6,000,000.00	15,230.14	5,375.34
JUDO BANK	Unrated	TD	GENERAL	Annual	25/09/2019	26/09/2022	2.1000	1,000,000.00	3,854.79	1,726.03
Bank of China, Sydney Branch	A	FRN	GENERAL	Quarterly	17/04/2019	17/10/2022	1.0800	1,008,974.00	1,272.33	887.67
Teachers Mutual Bank	BBB	FRN	GENERAL	Quarterly	28/10/2019	28/10/2022	0.9556	1,006,395.00	890.15	785.42
Bank of Communications	A-	FRN	GENERAL	Quarterly	28/10/2019	28/10/2022	0.9456	1,510,591.50	1,321.25	1,165.81
UBS AG	A+	FRN	GENERAL	Quarterly	21/05/2020	21/11/2022	1.0682	954,639.56	220.08	220.08
Bank Australia	BBB	FRN	GENERAL	Quarterly	02/12/2019	02/12/2022	0.9900	999,048.00	2,441.10	813.70
P&N Bank	BBB	TD	GENERAL	Annual	03/12/2018	02/12/2022	3.2500	2,500,000.00	81,027.40	6,678.08
Westpac	AA-	FRTD	GENERAL	Quarterly	05/12/2017	05/12/2022	1.0400	3,000,000.00	7,265.75	2,564.38
ICBC Sydney Branch	A	TD	GENERAL	Annual	09/12/2019	08/12/2022	1.6000	4,000,000.00	62,772.60	5,260.27
Northern Territory Treasury	AA-	BOND	GENERAL	Annual	10/09/2020	15/12/2022	0.9000	2,000,000.00	4,043.84	1,479.45
Newcastle Permanent	BBB	FRN	GENERAL	Quarterly	24/09/2018	06/02/2023	1.4212	407,202.00	389.37	389.37
Newcastle Permanent	BBB	FRN	GENERAL	Quarterly	04/06/2018	06/02/2023	1.4212	1,018,005.00	973.42	973.42
Newcastle Permanent	BBB	FRN	GENERAL	Quarterly	06/02/2018	06/02/2023	1.4212	2,545,012.50	2,433.56	2,433.56
UBS AG	A+	FRN	GENERAL	Quarterly	07/03/2018	08/03/2023	0.9905	3,040,617.00	6,838.52	2,442.33
AMP Bank	BBB	TD	GENERAL	Annual	05/04/2019	05/04/2023	2.8000	3,000,000.00	55,002.74	6,904.11



Issuer	Rating	Type	Alloc	Interest	Purchase	Maturity	Rate	Value	Accrued	Accrued MTD
BOQ	BBB+	TD	GENERAL	Annual	03/05/2019	03/05/2023	2.7000	3,500,000.00	54,628.77	7,767.12
Credit Suisse AG	A+	FRN	GENERAL	Quarterly	26/05/2020	26/05/2023	1.1700	6,630,390.00	1,041.78	1,041.78
Westpac	AA-	FRTD	GENERAL	Quarterly	30/05/2018	30/05/2023	1.0200	2,000,000.00	55.89	55.89
ICBC Sydney Branch	A	TD	GENERAL	Annual	02/06/2020	01/06/2023	1.4600	4,000,000.00	29,120.00	4,800.00
ICBC Sydney Branch	A	TD	GENERAL	Annual	01/06/2020	01/06/2023	1.4500	5,000,000.00	36,349.32	5,958.90
ING Direct	A	TD	MAAS	Annual	25/06/2020	29/06/2023	1.1000	5,000,000.00	23,958.90	4,520.55
NAB	AA-	TD	MAAS	Annual	25/06/2020	29/06/2023	1.1500	18,600,000.00	93,178.36	17,580.82
Westpac	AA-	TD	MAAS	Quarterly	25/06/2020	29/06/2023	1.0400	11,400,000.00	21,763.07	9,744.66
NAB	AA-	TD	GENERAL	Annual	25/06/2020	29/06/2023	1.1500	7,000,000.00	35,067.12	6,616.44
Societe Generale	A	FRN	MAAS	Quarterly	15/07/2020	17/07/2023	1.0150	2,785,728.00	3,594.21	2,294.18
Commonwealth Bank	AA-	FRN	GENERAL	Quarterly	16/08/2018	16/08/2023	0.9500	9,191,052.00	3,513.70	3,513.70
BOQ	BBB+	TD	GENERAL	Annual	03/09/2020	07/09/2023	1.0500	3,000,000.00	7,680.82	2,589.04
NAB	AA-	FRN	GENERAL	Quarterly	26/09/2018	26/09/2023	1.0100	3,065,646.00	5,312.88	2,490.41
NAB	AA-	FRN	GENERAL	Quarterly	09/11/2018	26/09/2023	1.0100	3,780,963.40	6,552.55	3,071.51
P&N Bank	BBB	TD	GENERAL	Annual	05/10/2018	05/10/2023	3.4500	1,500,000.00	7,939.73	4,253.42
Australian Military Bank	BBB+	TD	GENERAL	Annual	11/10/2019	10/10/2023	1.8200	3,000,000.00	7,479.45	4,487.67
P&N Bank	BBB	TD	GENERAL	Annual	19/10/2018	18/10/2023	3.4800	1,000,000.00	4,099.73	2,860.27
Westpac	AA-	FRN	GENERAL	Quarterly	16/11/2018	16/11/2023	0.9700	2,558,540.00	996.58	996.58
Westpac	AA-	FRN	GENERAL	Quarterly	05/12/2018	16/11/2023	0.9700	4,093,664.00	1,594.52	1,594.52
Westpac	AA-	FRN	GENERAL	Quarterly	10/12/2018	16/11/2023	0.9700	3,070,248.00	1,195.89	1,195.89



Issuer	Rating	Type	Alloc	Interest	Purchase	Maturity	Rate	Value	Accrued	Accrued MTD
NAB	AA-	TD	GENERAL	Annual	30/11/2020	30/11/2023	0.6800	12,000,000.00	223.56	223.56
NAB	AA-	TD	GENERAL	Annual	26/11/2020	30/11/2023	0.7000	4,000,000.00	383.56	383.56
ANZ Bank	AA-	FRN	GENERAL	Quarterly	06/12/2018	06/12/2023	1.1200	5,131,515.00	13,041.10	4,602.74
Northern Territory Treasury	AA-	BOND	GENERAL	Annual	30/09/2020	15/12/2023	1.0000	2,000,000.00	3,397.26	1,643.84
Commonwealth Bank	AA-	FRN	GENERAL	Quarterly	11/01/2019	11/01/2024	1.2100	3,089,451.00	4,972.60	2,983.56
NAB	AA-	FRN	GENERAL	Quarterly	26/02/2019	26/02/2024	1.0600	2,568,782.50	363.01	363.01
Westpac	AA-	FRTD	GENERAL	Quarterly	05/04/2019	05/04/2024	1.0904	12,000,000.00	20,075.31	10,754.63
Westpac	AA-	FRTD	GENERAL	Quarterly	08/04/2019	08/04/2024	1.0800	3,000,000.00	4,793.42	2,663.01
Westpac	AA-	FRN	GENERAL	Quarterly	24/01/2019	24/04/2024	1.2000	4,127,172.00	4,734.25	3,945.21
BOQ	BBB+	TD	GENERAL	Annual	03/05/2019	03/05/2024	2.8000	3,500,000.00	56,652.05	8,054.79
Westpac	AA-	FRTD	GENERAL	Quarterly	30/05/2019	30/05/2024	0.9800	6,000,000.00	161.10	161.10
Westpac	AA-	FRTD	GENERAL	Quarterly	06/06/2019	06/06/2024	1.0800	3,500,000.00	8,802.74	3,106.85
NAB	AA-	FRN	GENERAL	Quarterly	19/06/2019	19/06/2024	1.0100	1,332,584.50	2,554.05	1,079.18
Suncorp	A+	FRN	GENERAL	Quarterly	15/08/2019	30/07/2024	0.8368	2,536,945.00	1,834.08	1,719.45
Westpac	AA-	FRN	GENERAL	Quarterly	21/06/2019	16/08/2024	0.9000	1,638,856.00	591.78	591.78
ANZ Bank	AA-	FRN	GENERAL	Quarterly	29/08/2019	29/08/2024	0.7900	1,530,675.00	32.47	32.47
Bendigo and Adelaide	BBB+	FRN	GENERAL	Quarterly	06/09/2019	06/09/2024	1.0600	1,786,778.00	4,319.86	1,524.66
HSBC	AA-	FRN	GENERAL	Quarterly	27/09/2019	27/09/2024	0.9100	2,019,402.00	3,191.23	1,495.89
NSWTC IM LTGF	Unrated	FUND	GENERAL	Annual	31/10/2017	07/12/2025	0.0000	27,031,705.63	-	-
Credit Union Australia	BBB	FRN	GENERAL	Quarterly	24/10/2019	24/10/2024	1.1800	1,782,168.50	2,036.71	1,697.26



Issuer	Rating	Type	Alloc	Interest	Purchase	Maturity	Rate	Value	Accrued	Accrued MTD
BOQ	BBB+	FRN	GENERAL	Quarterly	30/10/2019	30/10/2024	1.1568	1,026,813.00	1,014.18	950.79
Citibank, N.A.	A+	FRN	GENERAL	Quarterly	15/11/2019	14/11/2024	0.9000	1,014,075.00	369.86	369.86
Northern Territory Treasury	AA-	BOND	GENERAL	Annual	24/11/2020	16/12/2024	0.9000	1,000,000.00	172.60	172.60
NAB	AA-	FRN	GENERAL	Quarterly	21/01/2020	21/01/2025	0.8300	2,043,246.00	1,864.66	1,364.38
Suncorp	A+	FRN	GENERAL	Quarterly	27/04/2020	24/04/2025	1.1800	717,408.30	814.68	678.90
BOQ	BBB+	FRN	GENERAL	Quarterly	14/05/2020	14/05/2025	1.0900	922,998.60	403.15	403.15
UBS AG	A+	FRN	MAAS	Quarterly	30/07/2020	30/07/2025	0.9268	3,316,699.75	2,640.75	2,475.70
NSW Treasury Corp	AAA	CASH	GENERAL	Monthly	30/11/2020	30/11/2020	0.6200	1,840,336.22	1,244.26	1,244.26
NAB	AA-	CASH	GENERAL	Monthly	30/11/2020	30/11/2020	0.4500	28,697,870.72	5,323.18	5,323.18
Commonwealth Bank	AA-	CASH	GENERAL	Monthly	30/11/2020	30/11/2020	0.3500	116,758.98	38.50	38.50
AMP Bank	BBB	CASH	GENERAL	Monthly	30/11/2020	30/11/2020	0.9000	20,045,618.88	17,205.25	17,205.25
CFS WGCI F	A	FUND	GENERAL	Monthly	30/06/2016	07/12/2023	0.0000	14,057,908.05	-	-
<b>TOTALS</b>								<b>549,377,576.20</b>	<b>2,136,116.41</b>	<b>467,774.23</b>



# Monthly Investment Report

## City of Parramatta

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November 2020



## Market and Economic Background

### Leading Economies

The US S&P500 soared +10.95%. Traders considered the apparent US election result optimal – a Biden win, with a moderating Senate (which could yet be lost to runoff Senate elections). The result is disputed by incumbent President Trump, alleging mail-in and other ballot fraud.

MSCI World ex-AUS jumped +12.00% in local terms. Emerging Markets gained +9.25% in \$US. US 10-year bonds were firmer at 0.84% (-4bp) despite stronger risk markets. High yield rallied to +433bp (-99bp). The VIX “fear index” retreated from 40 to 21 on positive COVID-19 developments.

COVID-19 vaccine trials showed surprising effectiveness. COVID-19 deaths approached 1.5m, with deaths far above April’s peak. Markets looked through near-term data, as Europe entered another lockdown. Vaccines were surprisingly effective, but population rollouts will be slow and difficult.

GDPNow forecasts another double-digit annualised GDP rebound for Q4. The Fed extended stimulus programmes to March 2021, from December. There are efforts to privatise the mortgage insurers Fannie and Freddie before inauguration. US unemployment fell to 6.9% (-1%) after +638k jobs in Oct. CPI eased to +1.2% YoY (-0.2%) after a flat month. Retail sales grew +0.3%.

Eurozone unemployment was steady at 8.3%. YoY inflation remained negative (-0.3%). The ECB downgraded Q4 GDP forecasts into negative territory, with national debts ultimately rising 15-20% of GDP. A December “recalibration” may see expansion of QE and bank lending.

China’s yuan has rallied strongly, approaching 6.5 to the \$US.

### Domestic News

The ASX200 and Small Ords gained +10.2%. The 10-year bond lost ground to 0.92% (+9bp). Property prices rose +0.8% in November, rising in all capitals with even stronger gains in regions. Australia is effectively free of new COVID-19 transmission, with state borders reopening. Other than March, mortality was either average or lower.

The RBA extended monetary stimulus, cutting all policy rates: Cash rate, TFF and 3-year bond target rate to 10bp (from 25bp); RBA deposit rate to nil. It also launched a \$100bn quantitative easing package, buying long bonds.

China escalated trade retaliation against Australia, levying tariffs on sectors including wines. Retail sales jumped +1.6% in Oct (reversing September’s -1.5%). But consumer confidence jumped +11.9% in October. Unemployment rose to 7% (+0.1%) despite +179k jobs in Sept as participation rose to 65.8% (+0.9%). Hours worked rose +1.2. Underemployment fell -1pt to 10.4%. Wages were +1.4% higher YoY. Building approvals jumped +15.4% (+23.4% for apartments). Australia’s trade surplus rebounded to +\$5.6n from +\$2.6bn as exports fell -4% while imports rose +2%.

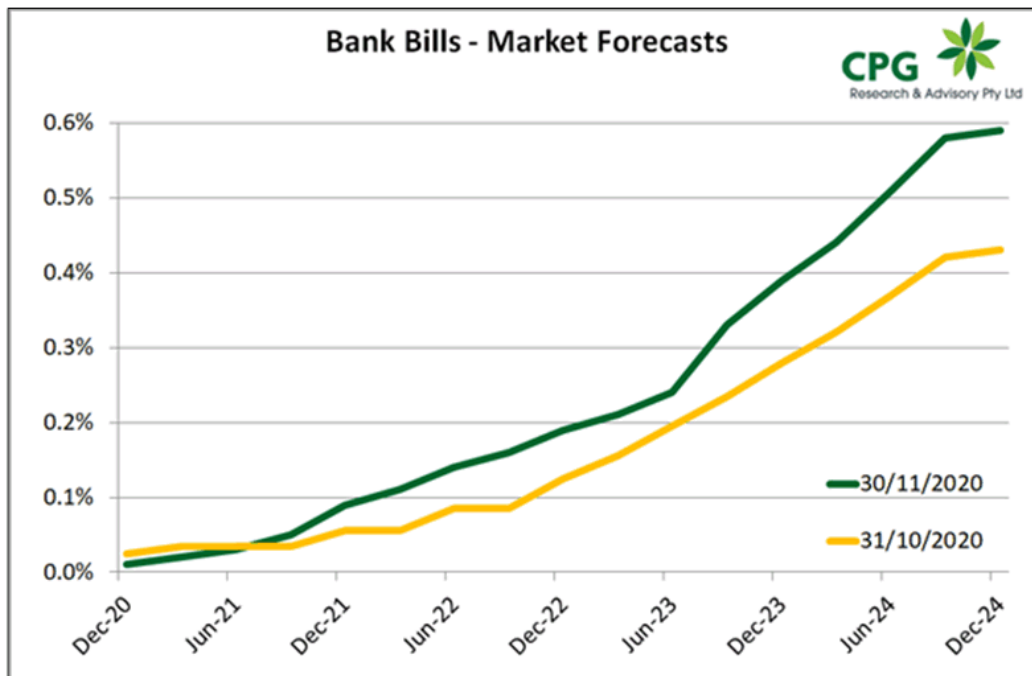
2017-19 life tables show life expectancies for males of 80.9 years (+1.6) and females of 85 years (+1.1).

Delayed state budgets are also showing record deficits and projected debt.

### Other Markets

WTI oil jumped to \$US44.94/bbl (+25.6%) on optimism about 2021. Gold plunged to \$1785/oz (-5.0%). Iron ore closed +3.69% higher at \$124.62. Base metals rose: Nickel (+7.13%), Zinc (+11.29%), Tin (+7.54%), Copper (+14.64%) and Aluminium (+10.66%). The \$A closed at US73.93c (+4.96%).

The RBA would be entitled to feel disappointment at the market disrespecting its aggressive policy measures – **forward yields actually rose in the month:**



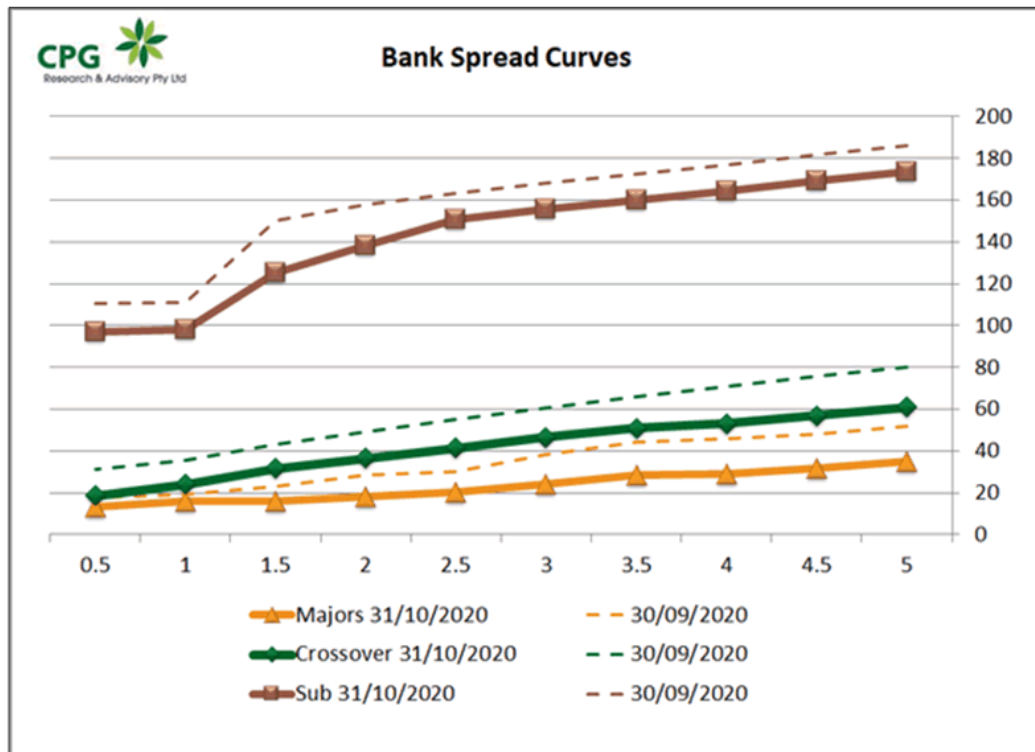
#### Credit Market

**Credit (again led by banks) had another exceptional month, following stockmarket leads. Global credit regained post-COVID levels; Australia is only marginally wider than in January:**

Credit Indices	30 Nov 20	31 Oct 20	31 Jan 20
iTraxx Australia 5 Yr CDS	59bp	71bp	52bp
iTraxx European 5 Yr CDS	49bp	65bp	46bp
CDX IG North American 5 Yr CDS	50bp	66bp	50bp
CDX HY North American 5 Yr CDS	303bp	421bp	305bp

Governments and central banks have become the marginal provider of credit – issuers do not even need to pay a “market” price, producing the latest in a string of distortions.

**Bank credit was dramatically stronger again, setting new post-GFC record pricing in both majors and second-tier banks.** Sub debt also drifted tighter:



Physical high yield was also **far stronger**, closing at +433bp vs +532bp in October (*BoAMLHY Index, option-adjusted*). **We again downgrade to an Underweight view after rapid gains.**

**10-year bond yields were +7bp higher at 90bp**, ignoring apparent attempts by the RBA to massage borrowing costs lower – markets looked to the effect of stimulus, rather than the distortion of RBA purchases. 3-year bonds closed at 0.12%, near the RBA's 10bp target. **BBSW was +2bp**, so any further move in interest rates will likely see a negative rate environment.

**The RBA eased all policy rates, and launched the first quantitative easing programme.** They will now buy long bonds, and this has been particularly helpful for semi-government rates.

**There remains some further downside risk to the middle of the yield curve, but credit is now very expensive.**

**Eligible sustainable investments are rare.** TCorpIM does not screen its portfolios for anything but traditional tobacco / armament style blacklists. Bonds are issued once a year by NSWTC and pay very nearly 0%; perhaps once a decade by major banks. Certified deposits are heavily rationed, with preference to the seeders of the programmes. And ADIs with no corporate debt are overwhelmingly outside A and AA rating ranges, which would need a radical reversal of Policy direction.

TCorpIM has ruled out access to “non-core” sector funds, leaving only the Diversified Growth in which the City is already fully invested.

## Council's Portfolio and Term Deposits

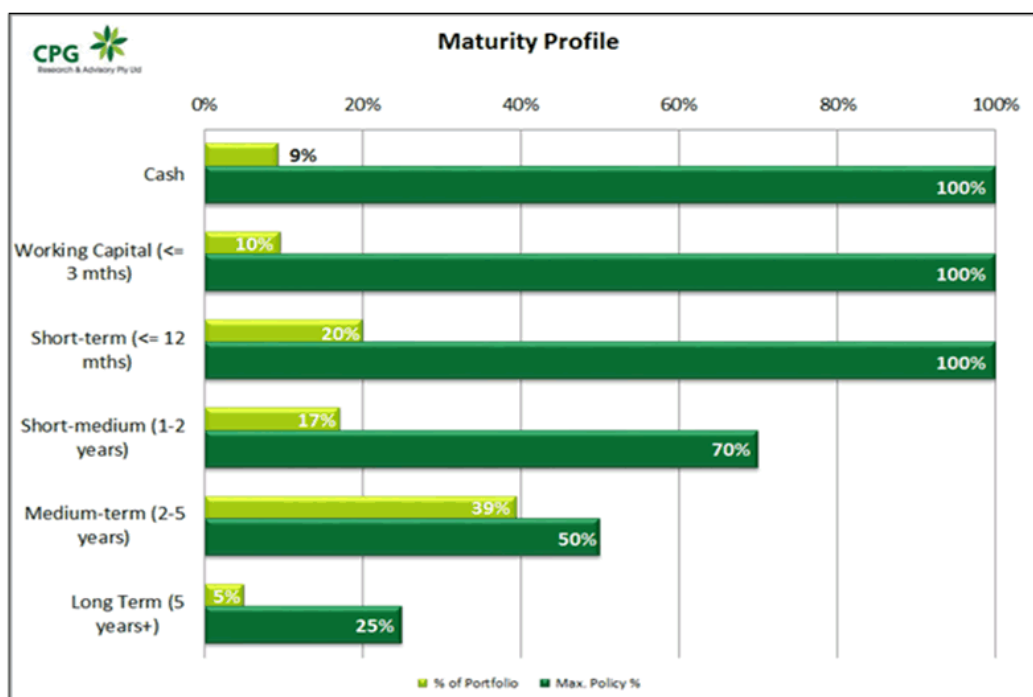
**The portfolio has an unusually large 9% at-call, and a further 10% of assets maturing within 3 months providing additional flexibility.** We anticipate sale of much of the bank credit investments.

Excess funds were added to TCorpIM LTGF ahead of the new FY, taking it to the 5% target and in a period when exceptional returns followed.

The RBA extended monetary stimulus, cutting all policy rates: Cash rate, TFF and 3-year bond target rate to 10bp (from 25bp) in November.

**Deposit rates were lower, especially the major banks;** recent investments have diversified away from banks.

Council has a substantial allocation to liquid strategies such as securities and bonds, as well as a CFS credit managed fund. The portfolio is well spread across maturities, opportunistically utilising capacity available in short – medium terms.

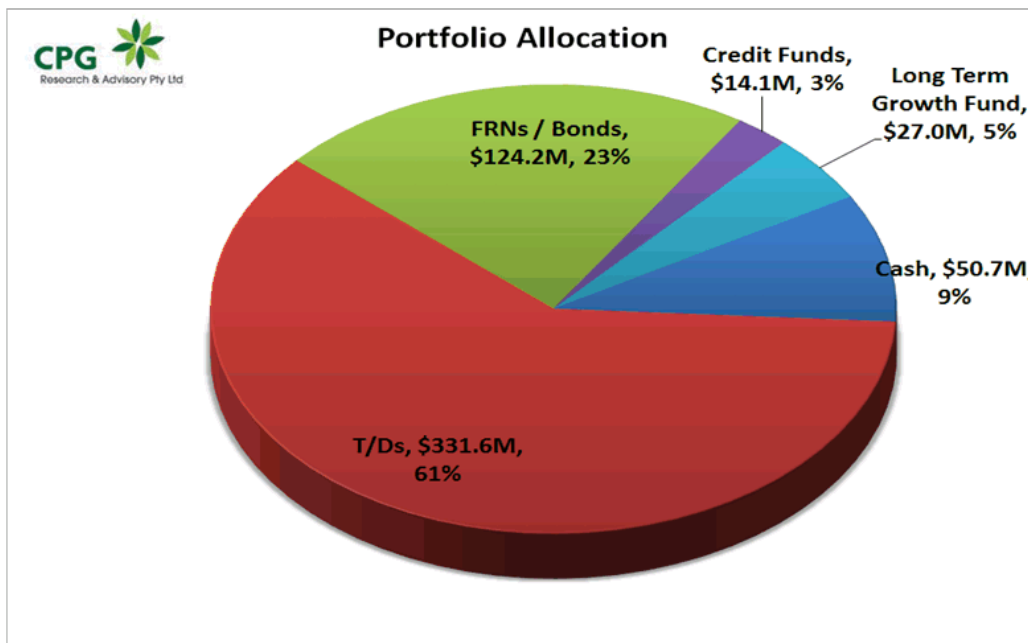


**The majority of Council's portfolio is deposits, at 61% of the total assets (1% up from last month).** The portfolio also includes liquid credit securities (including indirectly, *via* funds) and cash, as well as TCorpIM Long Term Growth Fund.

**Around 7.5% of the portfolio is less defensive and should be regarded as long-term. Council invested \$23M of Reserve funds in multiple tranches in TCorpIM Long Term Growth.** The Growth allocation is



in line with the long-term target. The 5% is calibrated to offset other interest income in a severe crash, although in a sufficiently extreme event investment earnings could still be negative.



The investment portfolio is well diversified in complying assets (plus a small amount of legacy credit), and is increasingly invested in higher grade names. No one credit dominates, although at the lower end AMP Bank needs to be further run off after further downgrades left it overweight. (*Our base case has AMP Bank purchased by a larger institution and upgraded, with the holding company unwound.*)

Credit gained in November, as did other Australian risk assets. FY21 is likely to be another high volatility environment for risk assets (up and down), while impacts from COVID-19 remain unclear and the economic outlook deteriorates globally.

**Council has now moved from a "Minister's Order" approach consistently employed since the 2008 Cole Review, to a much narrower TCorp policy (with minor negotiated deviations).**

This involves greater concentration in few ADI names, highly rated securities and less term deposits – as well as more aggressive TCorpIM funds. Council's returns inevitably become far more volatile month-to-month. **March had 3.1% Growth allocation, which had a major impact on the annual budgeted returns. FY21 is opening with outlier returns to the upside.** Credit generated strong outperformance across the portfolio, and growth assets had outstanding returns during the month.

Council's investment returns are suffering from migration to higher ratings, but that rating cost is starting to decline as margins contract even from lower-rated ADIs. Banks' expanded TFF funding reduces their need for other funding methods, and there has been minimal domestic FRN issuance.

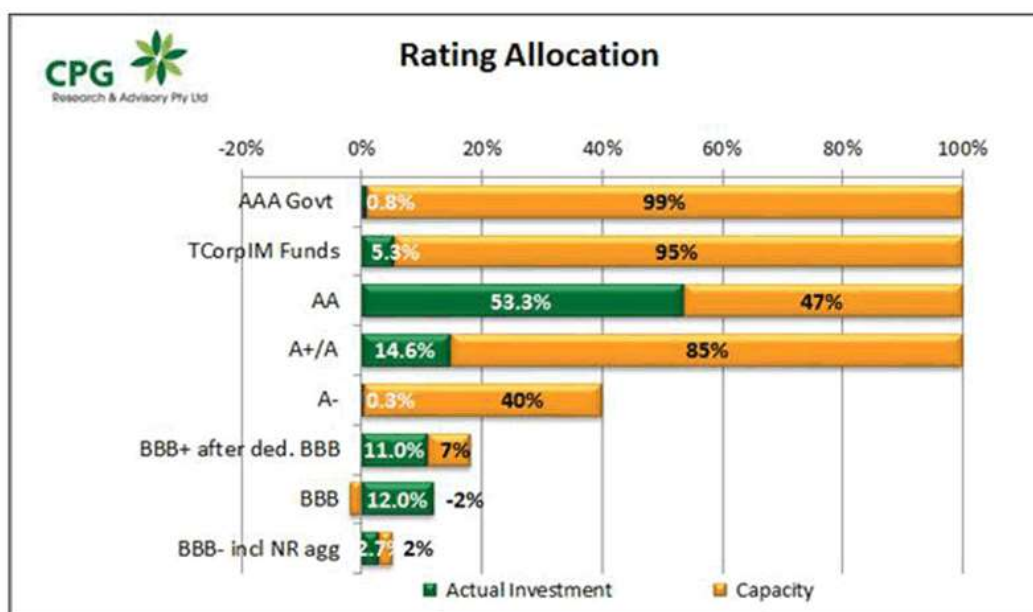
With credit spreads now very tight in bank paper, **asset sales of lower-rated FRNs may be possible well before the end of the year previously expected. Major bank credit set new post-GFC records.**

## Credit Quality - Aggregate

Council's current position is as follows:

**Band limits, including group totals, comply except for an immaterial excess in BBB ADIs after AMP's downgrade:**

Rating Category	Actual	Per C/Party	Aggregate	Actual Investment	Capacity
AAA Govt	1%	100%	100%	0.8%	99%
TCorpIM Funds	5%	100%	100%	5.3%	95%
AA	53%	100%	100%	53.3%	47%
A+/A	15%	30%	100%	14.6%	85%
A-	0%	20%	40%	0.3%	40%
BBB+ after ded. BBB	11%	10%	18%	11.0%	7%
BBB	12%	5%	10%	12.0%	-2%
BBB- incl NR agg	3%	\$1,000,000	5%	2.7%	2%
NR		\$250,000	incl in BBB-		



BBB rated ADIs will be reduced by running down the AMP Notice Account – other categories comfortably comply. **A more complex (and generally lower) set of limits applies.** Existing positions are grandfathered. The overlay of other rating limits is only calculable at security level; the primary constraint has always been the rating aggregates which are now very near targets.

**Council sold multiple FRNs during the month, mostly from major banks. Liquidity has returned for BBB FRNs, as the larger ADIs trade at post-GFC record levels. The portfolio is now almost at targets.**

## Other Compliance

We have tested the portfolio provided against Council's current investment policy and report the following:

**Under the new Policy, a number of legacy positions are identified below, but have further declined from last month through a maturity. AMP Bank's excess position is being run down by staged redemption of the Notice Account.**

Counterparties	Exposure \$M	FCS	Net	Rating	Policy Limit	Actual	Capacity
TCorpIM Cash	\$1.8M	\$0.00M	\$1.8M	AAA	100%	0.34%	\$545.7M
ANZ	\$6.5M	\$0.00M	\$6.5M	AA-	100%	1.19%	\$541.0M
CBA	\$43.1M	\$0.25M	\$42.9M	AA-	100%	7.83%	\$504.7M
NAB	\$109.7M	\$0.25M	\$109.5M	AA-	100%	19.99%	\$438.1M
Westpac	\$126.5M	\$0.25M	\$126.3M	AA-	100%	23.06%	\$421.3M
HSBC	\$2.0M	\$0.00M	\$2.0M	AA-	100%	0.37%	\$545.5M
Northern Territory Treas	\$5.0M	\$0.00M	\$5.0M	AA-	100%	0.91%	\$542.5M
Suncorp	\$7.2M	\$0.25M	\$6.9M	A+	30%	1.27%	\$157.3M
UBS	\$7.2M	\$0.00M	\$7.2M	A+	30%	1.31%	\$157.1M
Citibank	\$1.0M	\$0.00M	\$1.0M	A+	30%	0.18%	\$163.3M
Credit Suisse	\$6.5M	\$0.00M	\$6.5M	A+	30%	1.19%	\$157.8M
Macquarie	\$4.0M	\$0.25M	\$3.8M	A+	30%	0.68%	\$160.5M
Bank of China	\$4.7M	\$0.00M	\$4.7M	A	30%	0.86%	\$159.6M
CFS GCI	\$14.1M	\$0.00M	\$14.1M	A	30%	2.57%	\$150.2M
ING	\$16.5M	\$0.25M	\$16.3M	A	30%	2.97%	\$148.0M
ICBC	\$17.0M	\$0.00M	\$17.0M	A	30%	3.10%	\$147.3M
Societe Generale	\$2.8M	\$0.00M	\$2.8M	A	30%	0.50%	\$161.5M
Bank of Communications	\$1.5M	\$0.00M	\$1.5M	A-	20%	0.27%	\$108.0M
BoQ	\$40.1M	\$0.25M	\$39.9M	BBB+	10%	7.28%	\$14.9M
Bendigo-Adelaide	\$5.3M	\$0.25M	\$5.0M	BBB+	10%	0.91%	\$49.8M
Heritage	\$3.0M	\$0.00M	\$3.0M	BBB+	10%	0.55%	\$51.8M
RACQ QLD Mutual	\$1.0M	\$0.00M	\$1.0M	BBB+	10%	0.18%	\$53.8M
Australian Military Bank	\$11.5M	\$0.25M	\$11.3M	BBB+	10%	2.05%	\$43.5M
AMP	\$41.1M	\$0.25M	\$40.8M	BBB	5%	7.45%	-\$13.4M
Newcastle Permanent	\$8.4M	\$0.25M	\$8.2M	BBB	5%	1.49%	\$19.2M
P&N Bank	\$5.0M	\$0.25M	\$4.8M	BBB	5%	0.87%	\$22.6M
Teachers Mutual	\$2.4M	\$0.00M	\$2.4M	BBB	5%	0.44%	\$25.0M
Bank Australia	\$2.0M	\$0.00M	\$2.0M	BBB	5%	0.37%	\$25.4M
CUA	\$2.8M	\$0.00M	\$2.8M	BBB	5%	0.50%	\$24.6M
Auswide	\$3.0M	\$0.25M	\$2.8M	BBB	5%	0.50%	\$24.6M
Q BANK	\$7.0M	\$0.00M	\$7.0M	BBB-	\$1M	1.28%	-\$6.0M
Judo Bank	\$3.5M	\$0.25M	\$3.3M	NR	\$250k	0.59%	-\$3.0M
Bank of Sydney	\$0.3M	\$0.25M	\$0.0M	NR	\$250k	0.00%	\$0.3M
Community First	\$0.3M	\$0.25M	\$0.0M	NR	\$250k	0.00%	\$0.3M
Nexus Mutual	\$3.0M	\$0.25M	\$2.8M	NR	\$250k	0.50%	-\$2.5M
Police CU	\$2.0M	\$0.25M	\$1.8M	NR	\$250k	0.32%	-\$1.5M
TCorpIM LTGF	\$27.0M	\$0.00M	\$27.0M	NR	100%	4.94%	\$520.5M
	\$547.5M		\$543.0M			99%	
CWealth Govt		\$4.50M	\$4.5M	AAA	100%	1%	
<b>Total</b>	<b>\$547.55M</b>		<b>\$547.5M</b>			<b>100%</b>	

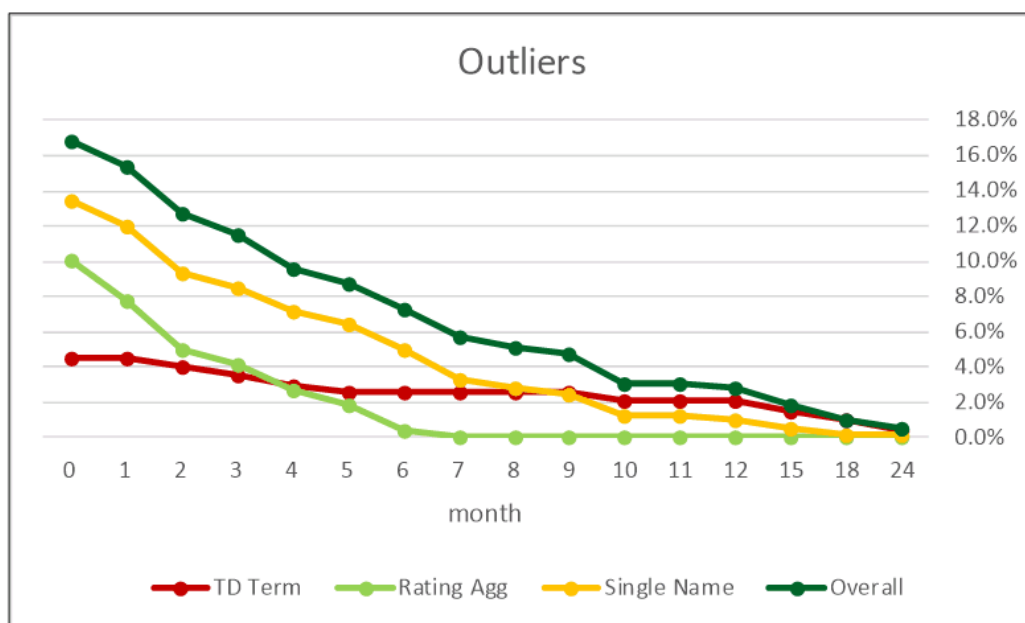
More than half of lower rated entities has been run off (in anticipation of the Policy review, and since) although AMP's downgrade to BBB created a new legacy position. **Other overweights are now very small.**

## TCorp Transition

We include earlier transition analysis conducted prior to ratification of the 2020 Policy.

In moving away from the Minister's Order towards a restricted universe, we have used the standard TCorp guidelines to project future convergence, on the assumptions of:

- ▶▶ Projected inflows
- ▶▶ Sales of liquid securities
- ▶▶ Scheduled T/D maturities



The final Policy form was somewhat modified by negotiation with TCorp from their standard form, reflecting Council's circumstances.

**Due to market conditions, few of the BBB sales anticipated in modelling have occurred to date.**

Liquidity improved significantly in major banks after the RBA's mid-March interventions. Major bank pricing has returned to pre-COVID levels. However, an expanded portfolio has also helped.

Liquidity is returning to other banks, with BBB spreads rallying strongly almost every month in FY21 – many would now be increasingly saleable (albeit with few great investment ideas to replace them).

The aggregate BBB is currently 2% above 2020 limits, solely from AMP's downgrade. **To approach the single name Policy targets, securities sales will need to be examined late in the year of most of the \$6m of QBank FRNs** (all private placements) as the last QBank T/D has now matured.

**Other names are represented in deposits, or other 2020 maturities.**

## Term Deposits

**At month-end, deposits accounted for approximately 61% of the total investment portfolio – this could decline in CY21, as high grade FRNs are a better (but more volatile) fit to a more restrictive policy.** The weighted average duration of the deposit portfolio is approximately **549 days (~1.5 years)**, which is exceptionally long. Rates are now **extremely high in retrospect, and multiples of the current market**. Unlike tradeable bonds, this excess return is delivered over the full life of the investments and not fluctuating wildly with interest rate expectations and bond yields, and the portfolio avoided recent bond sell-offs (which would have resulted in negative reported returns).

**Deposit rates were lower, especially the major banks. The gap between A-rated and lower deposits is now small. The RBA expanding TFF funding to banks continues to pressure rates from other sources,** and all domestic ADIs have pulled back wholesale funding rates.

As at the end of November, the weighted average deposit yield stood at **1.51% (-14bp from the previous month)**, an excellent **+146bp over bank bills**. This is still far above any deposit rate at any term and more than competitive with the peer group; the duration is also much longer than the peer group. Therefore, **these rates will persist far beyond when others are reinvesting well below these levels.**

Council's relative performance in term deposits fell sharply on placement of new inflows at around 0.7%. Certain highly rated ADIs are either at capacity, or voluntarily excluded based on foreign ownership and **this exclusion due to ownership represents an ongoing burden.**

**Short term margins showed major discontinuities; there are wildly excessive yields paid.** Long rates flat out to 4 years, with modest uplift for the 5<sup>th</sup> year.

### Term Deposit Statistics

Percentage of total portfolio	61%
Weighted Average Yield	1.51%
Weighted Average Duration	549 days

### Credit Quality of Deposits

AAA^	0%
AA	64%
A	13%
BBB	18%
Unrated ADI	6%
<b>Total</b>	<b>100%</b>

^ Calculation excludes the Financial Claims Scheme (FCS)

We refer to the detailed analysis in our November **Fixed Interest Analytics**.

## FRNs & Fixed Bonds

*Senior major FRN spreads were tighter again, after another cut in the TFF rate.*

Australian 10-year bond yields were +7bp higher at 90bp. 3-year bonds closed at 0.12%, near the RBA's 10bp target. **BBSW was +2bp**, so any further move in interest rates will likely see a negative rate environment. **US bonds were firmer, trading to 84bp (-4bp)**

**Domestic bonds outperformed as the RBA spoke openly of very "dovish" debate inside the institution.** Speeches admitted consideration of all of the policy rates (Official Cash, excess deposit rate, TFF bank funding rate, and 3-year bond target) and/or amending the bond purchases to also buy long bonds. The market expected further policy action at the November meeting.

**The RBA extended monetary stimulus, cutting all policy rates: Cash rate, TFF and 3-year bond target rate to 10bp (from 25bp);** RBA deposit rate to nil. It also launched a \$100bn quantitative easing package, buying long bonds.

We refer to the detailed analysis in our November *Fixed Interest Analytics* as well as other commentaries following the US election.

*Council had no new investment during the month, and made some security sales.*

With AMP Bank in run-off, we recommend bidding FRNs in large parcels where possible, but now exclude the major banks. **Foreign institutions unable to access the TFF are by far the better value.**

**Further funds have been set aside for new FRN investments as they emerge.**

Council sold \$2.25m Suncorp, \$5m Westpac, \$3m ANZ and \$1m NAB during the month, achieving realised outstanding capital gain around \$182k.

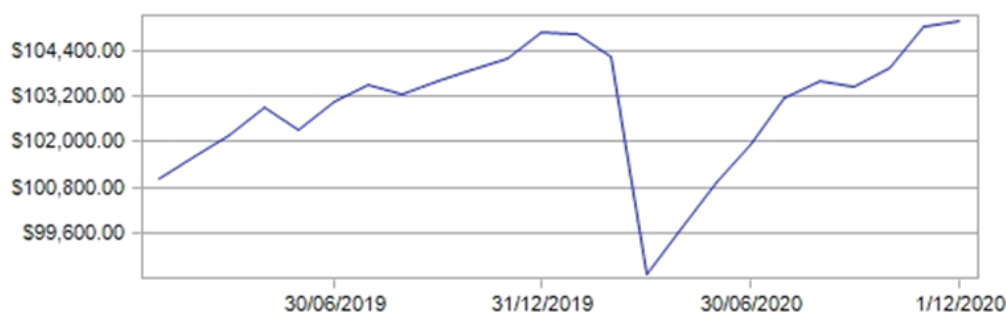
Given relative pricing, preferred exposures are likely to include major money-centre banks that also have branches (and are therefore eligible under the Minister's Order). **The pricing differential in the Australian market can be substantial**, with even larger and more systemically important banks paying a large premium.

This could reflect technical aspects of the RBA's funding and stimulus programme, with banks raising \$200bn from the RBA – **funding which is no longer required from wholesale investors**. Already, banks have been running down overseas funding. During the month, **the TFF rate was further reduced – this has already had a further impact on deposit rates.**

## Credit Fund - CFS

The First Sentier Wholesale Global Credit Income Fund (previously CFS) returned an excellent +1.02% (net actual) in November, achieving a new highwater mark.

First Sentier Wholesale Global Credit Income



The manager **has been reducing high yield allocation into strength**, as spreads reached mid-cycle levels and then beyond. High yield is again fully priced after a jump of almost 5% in the month.

As we rate the Financials sector “Reduce,” legacy credit becomes more attractive as a diversifier away from the very expensive sector (which is the only sector accessible for new complying investments).

**Notably, the cumulative value is within sight of the February peak, vs over -7% at the lows. The Fund is now better than break-even over the past 12 months.**

**We recommend retention** of the fund. Credit has shown very satisfactory participation relative to the ASX200 (on a risk-adjusted basis). The **2020 crash was larger than any previous post-GFC event - but was almost fully recouped within 4 months**. Future months now start from a fully valued position.

**Over the long term the fund has significantly exceeded the risk-free benchmark** – with returns of 2.9% (~146bp p.a. over benchmark) through 4 years, 3.3% over 7 years and mid-100’s excess return since investment pre-GFC. This has been sound investment compared to eligible alternatives, over a sufficiently long timeframe – even when measured after large falls.

**We consider credit a core asset, and note that there are no complying credit alternatives that offer anything like the yield. Financial credit is at levels unthinkable since the GFC.**

*We recommend Council retain this investment which we regard as a core access to investment-grade, non-financial credit (a sector which systemically overpays for risk). We continually monitor for overvaluation in the sector.*

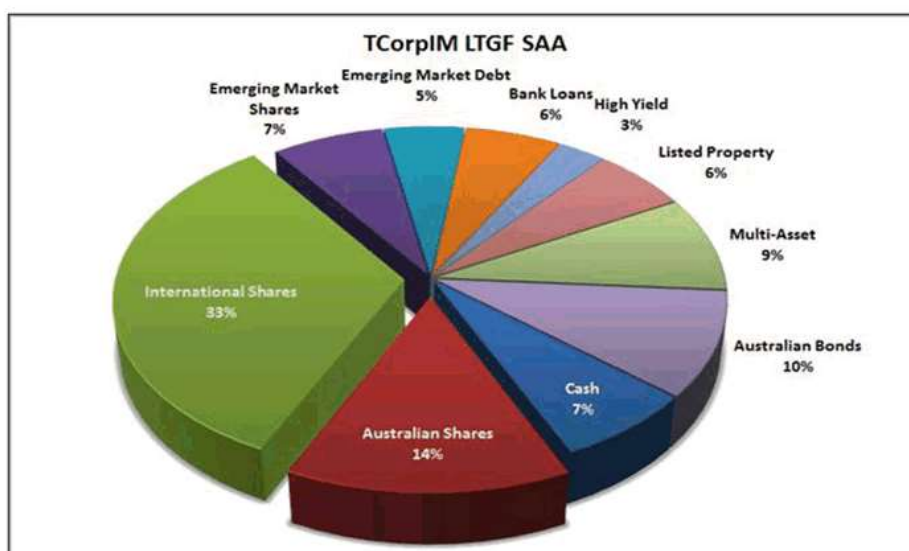
**We maintain our view of Fair Value on non-bank physical credit, as spreads tighten back through mid-cycle, and have Financials on a SELL view.**

## TCorpIM L/T Growth Fund

The TCorpIM Long-Term Growth Fund had a gain of +5.15% (net actual) in November. They tend to outperform balanced fund peers in falling currency periods, so a higher \$A is not helpful. The result **underperformed the peer group median**, initially estimated at +6.8% on early numbers. The return is around half of the ASX200 return of +10.21%; this has been typical of post-COVID rallies.

The major threat to asset prices is that COVID-19 outbreaks experience outbreaks. As Victoria also achieves COVID-19 eradication, Q4 is likely to have a very strong tailwind from a quarter of the national GDP recovering rapidly. Other countries, notably in Europe, face extreme lockdowns.

The strategic asset allocation is as follows:



Major stockmarkets rallied in one of the strongest months. The US S&P500, Dow Jones and NASDAQ soared +10.95%, +12.14% and +11.91% respectively. The US set the global tone, as *GDPNow* forecasts another double-digit annualised GDP rebound for Q4.

The ECB downgraded Q4 GDP forecasts into negative territory, with national debts ultimately rising 15-20% of GDP, but this did not prevent exceptional gains there too.

The ASX200 and Small Ords gained +10.2% and +10.3% respectively.

The *GDPNow* model estimate for seasonally adjusted annual real GDP growth in Q4 2020 is 11.1%. Markets had been pricing in a very rapid US recovery, returning markets to records faster than other countries. But COVID-19 infections and deaths now are still accelerating in some countries. The poor current data was ignored by markets concentrating on excellent vaccine trials.

However, lockdowns are a substantial threat to Q4's recovery, and 2021 could yet see a series of rolling shutdowns in many areas – with USA expected to follow Europe into lockdowns.

## Fixed Interest Outlook

The RBA launched its first true quantitative easing package, and will purchase \$100bn of long bonds (including \$20bn of semi-govts).

They also further cut their policy rates:

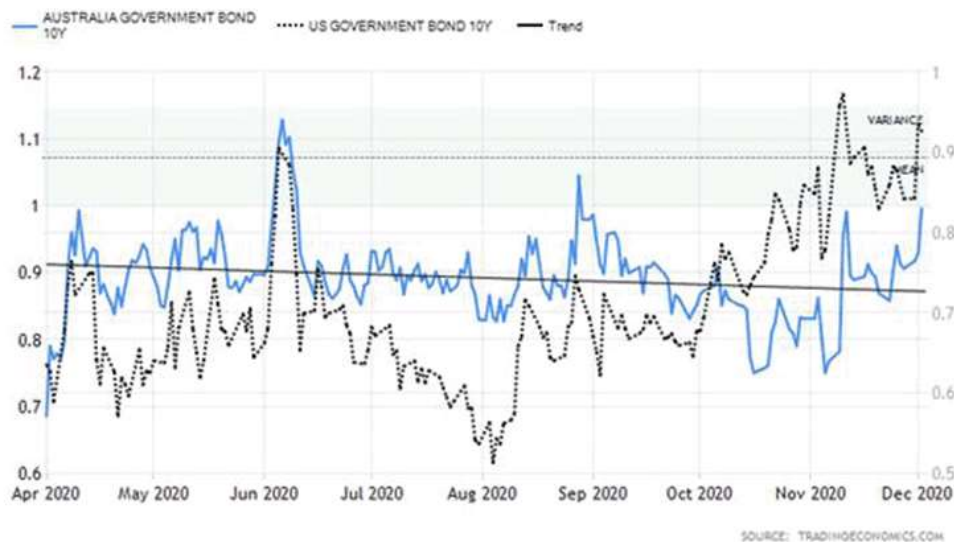
- ▶ Deposits at the RBA, to zero (from +10bp)
- ▶ Official Cash Rate to +10bp (from +25bp), with implied 3-year forward guidance
- ▶ 3-year bond target to +10bp (from +25bp), rolled to April 2024
- ▶ Term Funding Facility rate to +10bp for 3 years (from +25bp)

While the RBA has bought bonds previously as part of 3YB targeting, this programme defines a quantity to be purchased for monetary easing – in addition to any yield curve management.

Unused tools remaining include negative rates and 10-year bond yield targeting.

10-year bond yields were +7bp higher at 90bp, ignoring apparent attempts by the RBA to massage borrowing costs lower – markets looked to the effect of stimulus, rather than the distortion of RBA purchases. Perhaps the reality of market intervention will help, but they have begun December with further weakness. However, US bonds were firmer, trading to 84bp (-4bp).

Since April:



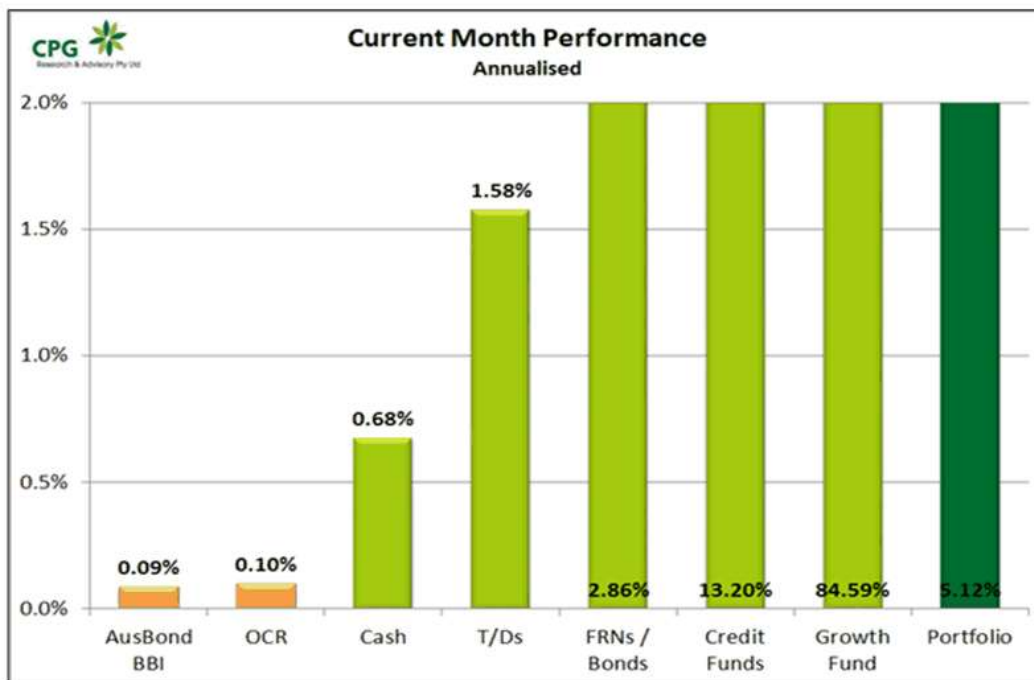
Semi-government bonds have rallied strongly bond purchases. 3-year bonds closed at 0.12%, near the RBA's 10bp target. BBSW was +2bp, so any further move in interest rates will likely see a negative rate environment. Since month end, a strong GDP reading has weighed on bonds.

Despite contraction from Victoria, GDP clawed back around half of the COVID crash with +3.3% in Q3. This is likely to turn into a major tailwind for Q4 GDP.

## Conclusions and Returns - Accrual

Actual	1 month	3 months	6 months	FYTD	CYTD	1 year	2 years	3 years	4 years	5 years	6 years	7 years	8 years
Official Cash Rate	0.01%	0.05%	0.11%	0.09%	0.30%	0.36%	0.79%	1.03%	1.15%	1.27%	1.42%	1.57%	1.72%
AusBond Bank Bill Index	0.01%	0.03%	0.05%	0.04%	0.36%	0.44%	1.01%	1.21%	1.42%	1.56%	1.69%	1.83%	1.97%
Council Cash	0.06%	0.18%	0.35%	0.30%	0.75%	0.84%	1.31%	1.55%	1.69%	1.87%	2.05%	2.24%	2.41%
Council T/Ds	0.11%	0.41%	0.88%	0.72%	1.82%	2.02%	2.43%	2.62%	2.80%	2.96%	3.13%	3.38%	3.62%
Council FRNs / Bonds	0.23%	0.42%	0.71%	0.61%	1.43%	1.63%	2.15%	2.50%	2.61%	2.74%	2.93%	3.38%	3.62%
Council Credit Funds	1.02%	1.39%	4.03%	3.02%	0.17%	0.79%	2.24%	1.96%	2.88%	3.46%	3.06%	3.34%	3.75%
Council Growth Funds	5.15%	4.73%	8.28%	8.27%	2.91%	2.62%	9.54%	6.68%	-	-	-	-	-
Council Total Portfolio	0.41%	0.63%	1.21%	1.06%	1.73%	1.92%	2.63%	2.72%	2.86%	2.97%	3.10%	3.35%	3.59%
Annualised	1 month	3 months	6 months	FYTD	CYTD	1 year	2 years	3 years	4 years	5 years	6 years	7 years	8 years
Official Cash Rate	0.10%	0.20%	0.22%	0.22%	0.33%	0.36%	0.79%	1.03%	1.15%	1.27%	1.42%	1.57%	1.72%
AusBond Bank Bill Index	0.09%	0.10%	0.10%	0.10%	0.40%	0.44%	1.01%	1.21%	1.42%	1.56%	1.69%	1.83%	1.97%
Council Cash	0.68%	0.74%	0.70%	0.73%	0.82%	0.84%	1.31%	1.55%	1.69%	1.87%	2.05%	2.24%	2.41%
Council T/Ds	1.58%	1.66%	1.77%	1.71%	1.99%	2.02%	2.43%	2.62%	2.80%	2.96%	3.13%	3.38%	3.62%
Council FRNs / Bonds	2.86%	2.70%	1.42%	1.47%	1.57%	1.63%	2.15%	2.50%	2.61%	2.74%	2.93%	3.38%	3.62%
Council Credit Funds	13.20%	5.69%	8.23%	7.38%	0.18%	0.79%	2.24%	1.96%	2.88%	3.46%	3.06%	3.34%	3.75%
Council Growth Funds	84.59%	20.44%	17.23%	20.93%	3.19%	2.62%	9.54%	6.68%	-	-	-	-	-
Council Total Portfolio	5.12%	2.54%	2.44%	2.56%	1.89%	1.92%	2.63%	2.72%	2.86%	2.97%	3.10%	3.35%	3.59%

The Investment portfolio returned an outstanding +41bp (+5.12% annualised) in November, significantly outperforming the benchmark AusBond Bank Bill Index (+0.09% p.a.). This reflects outsized returns from growth assets. They are calculated on an accruals basis – management accounts will mark the bank FRNs far stronger again, improving on the running yield.



**Longer dated deposits at very attractive levels continue to support the total portfolio performance.** US stockmarket rallied strongly as traders considered the apparent US election result optimal.

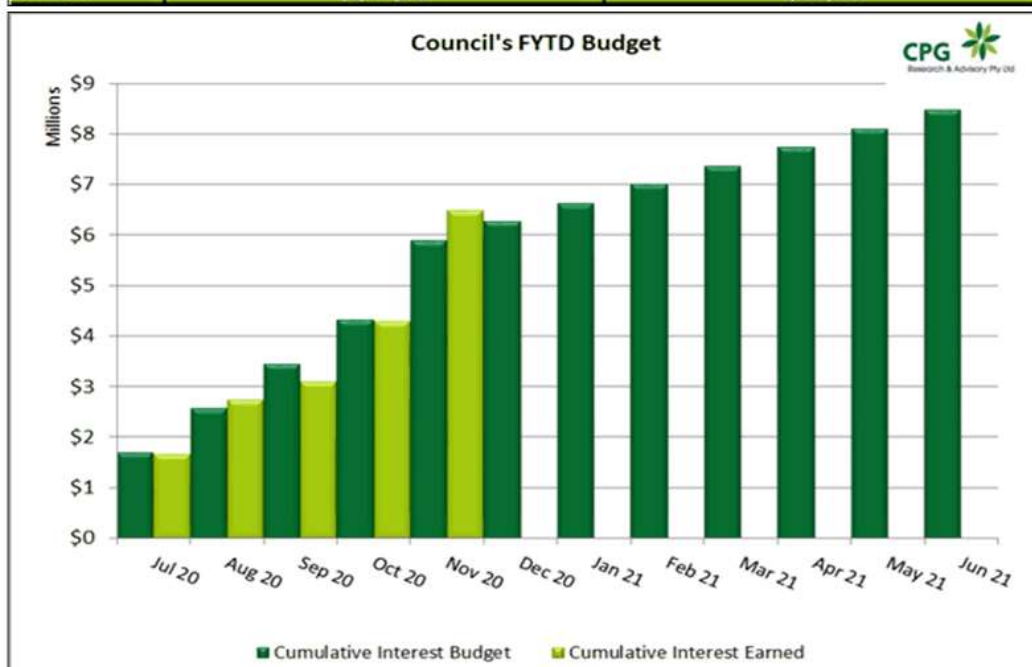
Implied volatility is plunging in global markets. Since March, moves have been relatively insignificant to overall outcomes until now, **with November again showing growth dominating** (this time to the upside).

## FYTD Budget

For November 2020, Council's actual gain on an accruals basis was \$2.19m, with both credit and growth funds helping. **The budget for FY21 has been revised to \$8.5M** or ~1.57% p.a. on an average balance of \$539M – this relies entirely on a stockmarket tailwind, and this is certainly occurring. Council successfully achieved its revised FY20 budget even with March's stockmarket crash and 140bp of interest rate cuts – a result that appeared impossible around the lows.

Much of this volatility comes from stockmarket contribution *via* TCorpIM – still the dominant risk, despite a small allocation. The degree of underperformance is very dependent on the Growth assets, but returns from defensive assets will also decline further. Council uplifted the FY21 budget to \$8.5M in November – given the exceptional returns in the month, returns are well ahead at present.

Month	Cumulative Interest Earned	Cumulative Interest Budget	Variance	Curr Month Interest Earned	Curr Month Interest Budget	Variance
Jul 2020	\$1,656,288	\$1,700,000	-\$43,712	\$1,656,288	\$1,700,000	-\$43,712
Aug 2020	\$2,744,402	\$2,575,000	\$169,402	\$1,088,114	\$875,000	\$213,114
Sep 2020	\$3,101,249	\$3,450,000	-\$348,751	\$356,847	\$875,000	-\$518,153
Oct 2020	\$4,278,072	\$4,328,827	-\$50,755	\$1,176,822	\$878,827	\$297,996
Nov 2020	\$6,471,455	\$5,898,485	\$572,970	\$2,193,383	\$1,569,658	\$623,725
Dec 2020		\$6,267,409			\$368,924	
Jan 2021		\$6,636,334			\$368,924	
Feb 2021		\$7,005,258			\$368,924	
Mar 2021		\$7,374,183			\$368,924	
Apr 2021		\$7,743,107			\$368,924	
May 2021		\$8,112,032			\$368,924	
Jun 2021		\$8,480,956			\$368,924	





## COVID-19: Summary & Portfolio Impact

*The market impact of COVID-19 has already passed through three distinct stages:*

- 1. A recurrence of SARS in China, potentially affecting China-related trade (education, tourism, manufacturing supply chain)*
- 2. A multi-national outbreak, raising the prospect of more widespread trade and travel interruptions*
- 3. Global lockdown and mass unemployment, likely to last for 4-8 weeks*

**Stage 4: Reopening and Recovery have now peaked.** Much of the world is now in **Stage 5: Relapse**, likely to extend over the following 6 months. And then follows **Stage 6: Vaccination and Eradication**, probably in 2H21.

**Efforts to minimise financial system distress have been very effective**, with US stocks and financial credit very strong. Major bank senior credit is now inside +30bp for 5-year securities for the first time since the GFC, and since COVID-19. **The \$A traded to around its year's high in November.** Other risk markets such as high yield and credit derivatives are all back to pre-COVID levels.

Governments around the world have extended extraordinary policy support to March, now phasing out over two additional quarters. Other stimulus measures such as Term Funding Facility have expanded.

**The depression is much shallower than earlier forecasts, although in many countries the recovery is expected to be more U-shaped than the previous V-shaped rebound forecasts.**

Specific to November, we saw the following moves:

- The iTraxx Australia index of investment-grade credit traded to 59bp (-11bp tighter).
- Major bank 5-year spreads were tighter, again setting new records.
- The MSCI World gained +11.97% in local currency.
- The ASX200 index gained +10.21%.
- Australian 10-year bond yields were +7bp higher at 90bp, while US bonds were firmer, trading to 84bp (-4bp).

### **TCorplm Growth Fund**

The US S&P500, Dow Jones and NASDAQ soared +10.95%, +12.14% and +11.91% respectively.

The Long-Term Growth Fund gained +5.15% in November, underperforming the peer group during the month on appreciating \$A.

### **Credit Fund - First Sentier (formerly CFS)**

The First Sentier Wholesale Global Credit Income Fund returned +1.02% (net actual) in November, achieving a new highwater mark. Both deposits and domestic bank FRNs are now showing extremely weak prospective returns – even at issue.

When the TFF rolls off, we expect credit to cost more. But that's years away.



### FRNs

FRNs had an exceptional month, as they are almost all Australian banks. Collectively, FRNs have long since regained all losses since the COVID-19 crash and generated exceptional profits.

Senior major FRN spreads were tighter again, after another cut in the TFF rate. With maturities now a year closer, FRN capital movements have also received a boost.

Trading liquidity has improved in the smaller institutions, and BBB ADI paper rallied even more.

### Term Deposits

The primary impact on COVID-19 on term deposits was *reinvestment after* rate cuts, given the Official Rate is just 0.10%. The RBA launched its first true quantitative easing package, and will purchase \$100bn of long bonds (including \$20bn of semi-govts).

### Cash

The portfolio has 9% at-call – this fluctuates over time. There is a substantial allocation to securities and bonds, as well as the First Sentier credit managed fund, for additional liquidity requirements. The cash & at-call accounts will be aligned to the 0.10% cash rate, and are likely to stay at that level until economy conditions improve for at least 3 years.

### Interest & Budget

By far the biggest impact of COVID-19, just as with the GFC, was the short- and long-term impact of lower interest rates. The RBA has cut rates by 1.4% since mid-2019, and much of this came during the pandemic. They have also now targeted bond yields. BBSW is around zero, and **no further cuts are possible without negative interest rates**.

As they gave forward guidance for at least 3 years, this has an enormous impact on the forward estimates of Council's income over a 4-year period, and beyond. The recent commentary from the RBA suggests they are happy with rates at 0.10% and expect them to be pegged for years.

For November 2020, Council's actual gain on an accruals basis was \$2.19m, contributed from credit and growth fund. Council revised its FY21 budget to around \$8.5M from \$7.5M in November.

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**FAIR**


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<b>ITEM NUMBER</b>	12.2
<b>SUBJECT</b>	FOR NOTATION: Investment Report for December 2020
<b>REFERENCE</b>	F2009/00971 - D07842901
<b>REPORT OF</b>	Tax and Treasury Accountant

**PURPOSE:**

The purpose of this report is to inform Council of the investment portfolio performance for the month of December 2020.

**RECOMMENDATION**

**That** Council receive the Investment Report for December 2020.

**BACKGROUND**

1. In accordance with clause 212 of the Local Government (General) Regulation 2005 (the Regulation), a report setting out details of all money invested must be presented to Council on a monthly basis.
2. The report must include a certificate as to whether or not the investments have been made in accordance with the Local Government Act 1993 (the Act), the Regulation and Council's Investment Policy.

**ISSUES/OPTIONS/CONSEQUENCES**

3. The investment portfolio closing balance as at 31 December 2020 was \$534.4m. The average portfolio holdings held throughout the month was \$542m.
4. The majority of Council's investment portfolio is in term deposits (65%). The portfolio also includes liquid Floating Rate Notes (FRN), cash, as well as TCorp Long Term Growth Fund (LTGF).

Approximately 7.8% of the portfolio are less conservative long-term investments. The investment portfolio is well diversified and increasingly invested in higher rated institutions.

5. Council holds a diversified range of investment products as at 31 December 2020:

Investment Product	000's	% Held	Monthly Return	Annualised Return
Term Deposits	346,105	0.65	0.12	1.44
Floating Rate Notes / Bonds	104,938	0.20	0.36	4.37
Cash at Call	21,969	0.04	0.05	0.63
31 Day Notice Funds	20,059	0.04	0.08	0.90
CFS Global Managed Funds (CFS)	14,149	0.03	0.64	7.88
TCorp Long Term Growth Fund (LTGF)	27,171	0.05	0.52	6.24
<b>Total Investment Funds</b>	<b>534,390</b>	<b>1.00</b>	<b>0.20</b>	<b>2.39</b>
<b>Ausbond Bank Bill Index Benchmark</b>				<b>0.09</b>
<b>(Underperformance) / Outperformance</b>				<b>2.30</b>

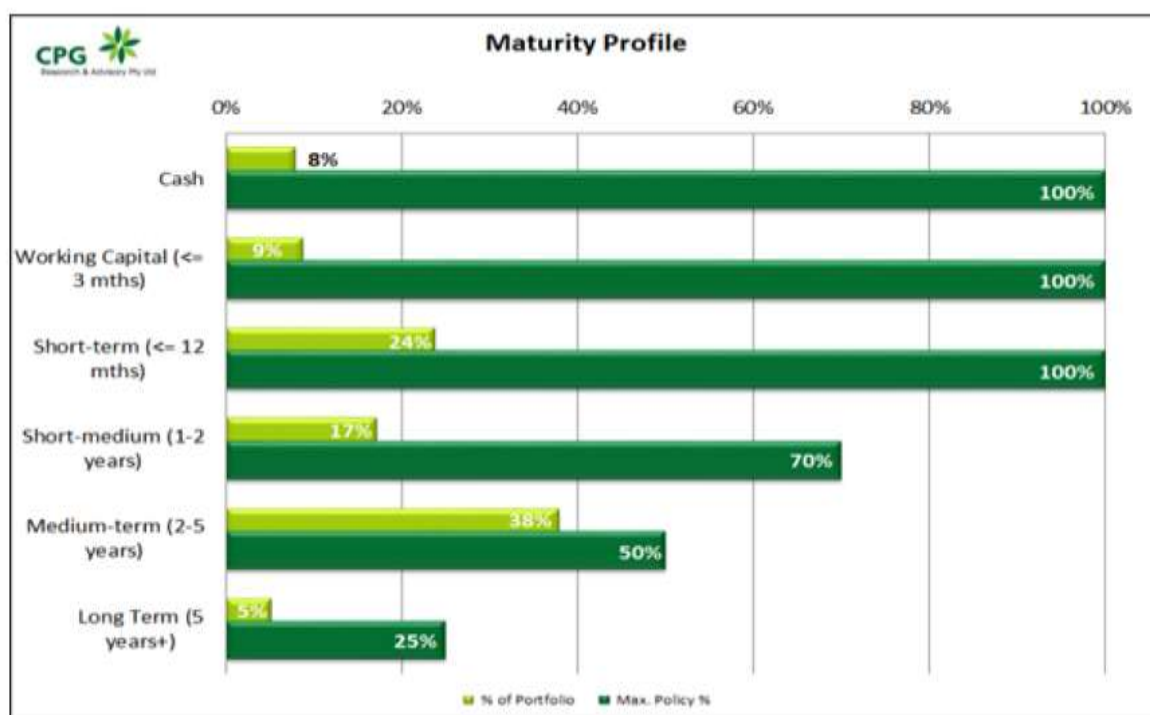
6. **Council's investment portfolio returns** are measured against the Ausbond Bank Bill Index Benchmark. The investment portfolio reported an annualised return of 2.39% in December, outperforming the AusBond Bank Bill Index benchmark of 0.03%. The Colonial First State (CFS) Managed Fund (0.64% return for the month) and LTGF (0.52% return for the month) were the main contributors towards the performance this month.
7. **Current and historical outperformance/(underperformance)**

Past and Present Performance	FYTD	1 Year	2 Year	3 Year	4 Year	5 Year
Total Portfolio	2.53	1.93	2.65	2.71	2.84	2.95
Ausbond Bank Bill Index Benchmark	0.09	0.37	0.93	1.26	1.38	1.52
<b>Outperformance</b>	<b>2.44</b>	<b>1.56</b>	<b>1.72</b>	<b>1.45</b>	<b>1.46</b>	<b>1.43</b>

8. Council has a substantial allocation to securities and bonds, as well as the CFS Global Credit Managed Fund, for additional liquidity requirements. The portfolio is well spread across maturities, opportunistically utilising capacity available in short- to medium-term maturities.

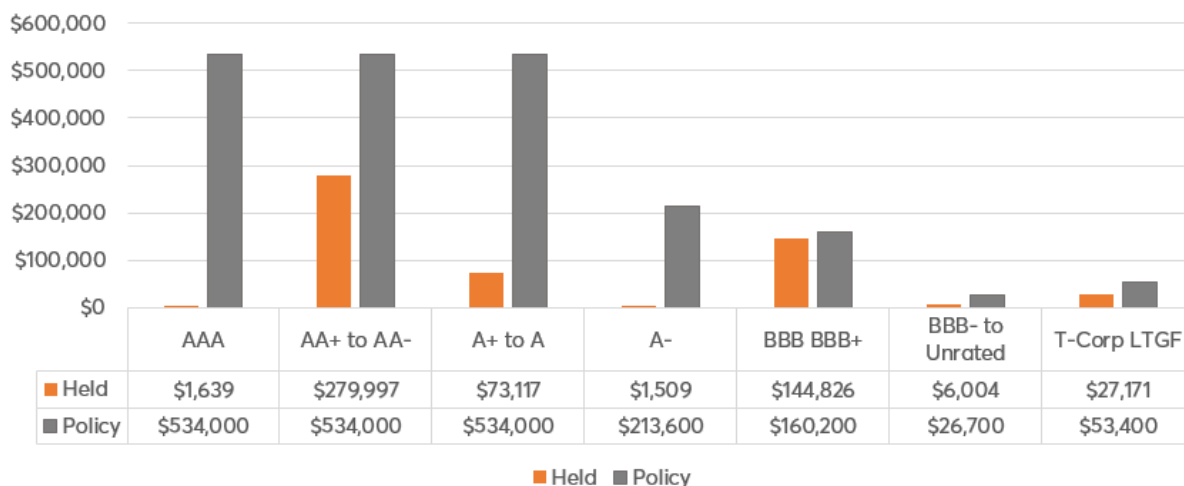
### The maturity profile as at 31 December 2020

The maturity profile table (below) illustrates that the maturity duration is well - spread with approximately 17% available in working capital, 24% maturing within 12 months, 17% 1-2 years, 38% in 2-5 years, and a further 5% greater than 5 years, opportunistically maximising councils returns in longer term rates.



9. All investments **comply** with Council's Investment Policy limits, with ample investment opportunity still available in A-rated institutions, and approx. \$36m capacity in BBB+/unrated institutions.

### Available rating capacity \$534m



\* BBB+/BBB limits combined under Council's investment policy.

10. **Investment income budget** – As at 31 December 2020, the FYTD investment income was \$7.2m, approximately \$950k above the forecast budget.

The outperformance can be attributed to the TCorp Long Term Growth Fund, as shares rose again throughout December on the roll out of multiple COVID-19 vaccines. The CFS Global Managed Credit Fund credit security assets also increased in value as global credit spreads tightened.

### Year to date cumulative interest table

Month-End	Cumulative Budget	Cumulative Interest	Difference (\$)
Jul 2020	\$1,700,000	\$1,656,288	-\$43,712
Aug 2020	\$2,575,000	\$2,744,402	\$169,402
Sep 2020	\$3,450,000	\$3,101,249	-\$348,751
Oct 2020	\$3,898,485	\$4,278,072	\$379,587
Nov 2020	\$5,898,485	\$6,471,455	\$572,970
Dec 2020	\$6,267,409	\$7,218,289	\$950,879
Jan 2021	\$6,636,334		
Feb 2021	\$7,005,258		
Mar 2021	\$7,374,183		
Apr 2021	\$7,743,107		
May 2021	\$8,112,032		
Jun 2021	\$8,480,956		

11. Council engages CPG Research & Advisory (CPG) and Imperium Markets for assistance in all investment matters relating to advice, risk and portfolio weighting. CPG monitor the portfolio daily and conduct a monthly health check review. This confirms that Council's portfolio is conducted within the Act, the Regulation and the Investment Policy of Council.

## 12. City of Parramatta investment portfolio – performance by investment type

The following summarises the performance, including COVID-19 impacts, on Council's various investments types.

Council's senior **floating rate notes (FRNs)** made up around 19% of the total investment portfolio at month-end.

During December, Council sold \$15.7m of **AA-rated FRN's** realising a capital gain of \$313k. The market valuation of Councils remaining A- to AAA-rated FRNs increased by \$641k (total unrealised capital gain of \$1,413k).

Summary	30 Nov 2020	31 Dec 2020	Net Flow (\$)	Net Difference (%)
Face Value	\$119,140,000	\$98,440,000	-\$20,700,00	-17.37%
Market Value	\$120,981,942	\$99,910,105	-\$21,713,019	+0.55%

Council's A- to AAA-rated FRNs are senior (high) ranked assets in the bank capital structure. It is expected that, if held to maturity, the FRNs will pay back its original face value, along with its quarterly coupons, throughout the life of the FRN.

Council's advisors do not anticipate Council to lose any capital or interest payments from its current holding of these senior FRNs as all banks continue to maintain high capital buffers as required by the Australian Prudential Rating Agency (APRA).

Advisors have no concerns with Council's investments in **BBB-rated senior FRNs** given all counterparties continue to maintain robust balance sheets with high levels of capital. During December, \$5m of BBB-rated FRNs reached maturity. The market valuation of Council's remaining BBB-rated FRNs decreased by \$19k or -0.05% on a mark-to-market basis. (total unrealised capital gain of \$265k).

Summary	30 Nov 2020	31 Dec 2020	Net Flow (\$)	Net Difference (%)
Face Value	\$43,300,000	\$38,300,000	-\$5,000,000	-11.55%
Market Value	\$43,583,991	\$38,564,787	-\$19,204	-0.05%

13. **The Northern Territory Government Senior Bonds** held by Council have a face value of \$5m earning between 0.90% and 1.00% (0.40% p.a. above current market offers). Council placed an additional parcel of \$1m in November 2020, locking in a 4-year deal at 0.90% p.a. These retail bond offerings have now since closed at the end of November.

Northern Territory bonds are a 'retail' offering and not 'wholesale' issuances. Given the lack of liquidity and high penalty costs if they were to be sold/redeemed prior to the maturity date, they are considered to be a hold-to-maturity investment and will be marked at par value (\$100.00) throughout the term of investment.

14. **Term Deposits** account for around 65% of the total investment portfolio at month-end.

Council's term deposit portfolio was yielding 1.39% p.a. at month-end, with a weighted-average duration of around 545 days or 1.5 years. The longer average duration will provide some income protection against the low interest rate environment for the next 12 months. However, as existing deposits mature, they will inevitably be reinvested at much lower prevailing rates.

Given interest rates have fallen to all-time lows, Council is likely to see a rapid decline in interest income over the next few financial years, with reinvestment offers likely to range between 0.40% and 0.75%.

15. The **TCorp Long Term Growth Fund** accounts for around 5% of Council's total investment portfolio. The Fund returned 0.51% (6.24% annualised) during December as international and domestic shares rose on the back of multiple COVID-19 vaccine rollouts.

Summary	30 Nov 2020	31 Dec 2020	Investment (\$)	Net Return (\$)	Net Return (%)
Market Value	\$27,031,706	\$27,170,620	\$0	+\$138,914	+0.51%

According to Council's advisors, it is anticipated that there will be a sustained level of volatility in equity markets, particularly as downside risks to global growth remain. Unemployment globally has risen considerably over recent months, with the collective economic impact likely to be more severe than the global financial crisis (GFC).

This Fund has a long-term view (7+ years). Given the exposure to volatile equity markets, Council should expect in some months to report negative returns, but over the long-term, it is expected to outperform term deposits and FRNs.

16. **CFS Global Credit Managed Fund** accounts for around 2.5% of Council's total investment portfolio. The Fund returned 0.64% (7.88% annualised) in December, as the market valuation of the fund's assets in global credit securities (FRNs and bonds) rose as spreads tightened

Summary	30 Nov 2020	31 Dec 2020	Difference (\$)	Difference (%)
Market Value	\$14,057,908	\$14,148,545	+\$90,637	+0.64%

The Fund holds a diverse range of securities across the global credit market. It remains very well diversified by issuer in order to mitigate default risk. It invests

in nearly 600 corporate bonds from issuers in various countries and industry sectors. This grandfathered fund has a current running yield of 1.5%.

17. **Cash at Call** make up approximately 8% of the investment portfolio. Council has negotiated a special rate with National Australia Bank (cash rate plus 45 basis points currently 0.55%). This rate is higher than most market TD's 1-12 months.
18. The following details are provided on the attachments for information:
- Comparison of average funds invested with loans balance (**Attachment 1**)
  - Average interest rate comparison to Ausbond Bank Bill Index (**Attachment 1**)
  - Investments and loans interest compared to budget (**Attachment 1**)
  - List of all Council investments (**Attachment 2**)
  - CPG Comprehensive Investment report (**Attachment 3**).
19. The Certificate of Investments for December 2020 is provided below:

### **Certificate of Investments**

I hereby certify that the investments for the month of December 2020 have been made in accordance with the Act, the Regulations and Council's Investment Policy – Paul Perrett, Chief Financial Officer.

## **CONSULTATION & TIMING**

### Stakeholder Consultation

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

Date	Stakeholder	Stakeholder Comment	Council Officer Response	Responsibility
31 Dec 2020	CPG Research & Advisory  Imperium Markets	All Investments are within Policy guidelines and supported by Councils independent advisor.  Refer CPG comprehensive Report	All Investment are within Policy limits and reconcile to the General Ledger as at 31 Dec 20	Finance Team Paul Perrett CFO  Bruce MacFarlane Treasury & Tax Accountant

### Councillor Consultation

21. The following Councillor consultation has been undertaken in relation to this matter:

Date	Councillor	Councillor Comment	Council Officer Response	Responsibility
N/A	N/A	N/A	N/A	N/A

## **FINANCIAL IMPLICATION FOR COUNCIL**

22. Council's interest income as at 31 December 2020 exceeds the FYTD budget forecast by approximately \$950k.

The annual interest budget forecast, will be assessed, as part at the December 2020 quarterly review.

Bruce MacFarlane  
**Tax and Treasury Accountant**

Paul Perrett  
**Chief Financial Officer**

Michael Tzimoulas  
**Executive Director Corporate Services**

Brett Newman  
**Chief Executive Officer**

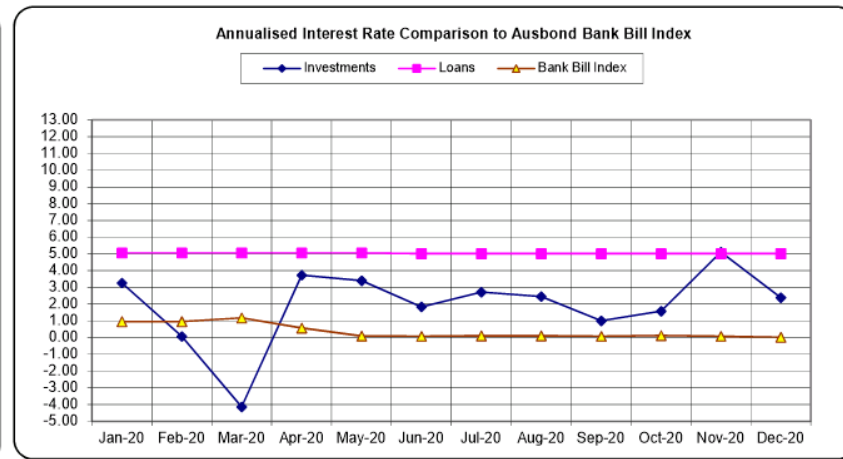
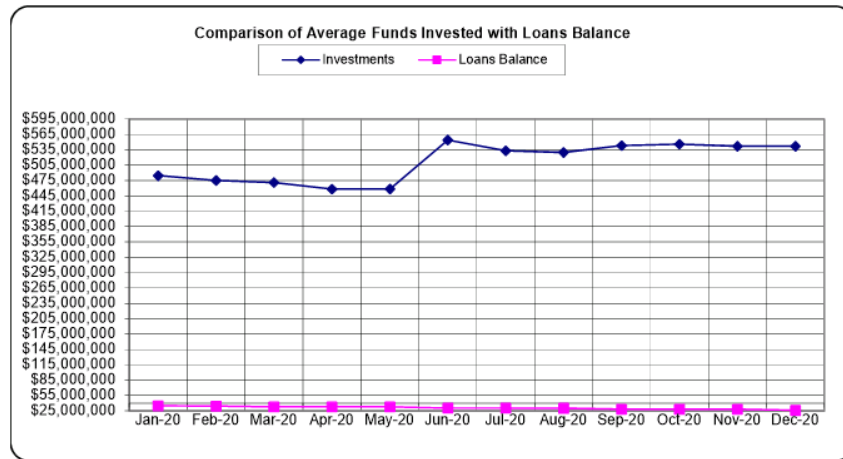
### **ATTACHMENTS:**

- |                   |   |          |
|-------------------|---|----------|
| <a href="#">1</a> | Investment and Loans Performance Graph December 2020  | 1 Page   |
| <a href="#">2</a> | List of Council Investments by maturity December 2020 | 9 Pages  |
| <a href="#">3</a> | CPG Comprehensive Report - Dec 2020                   | 18 Pages |

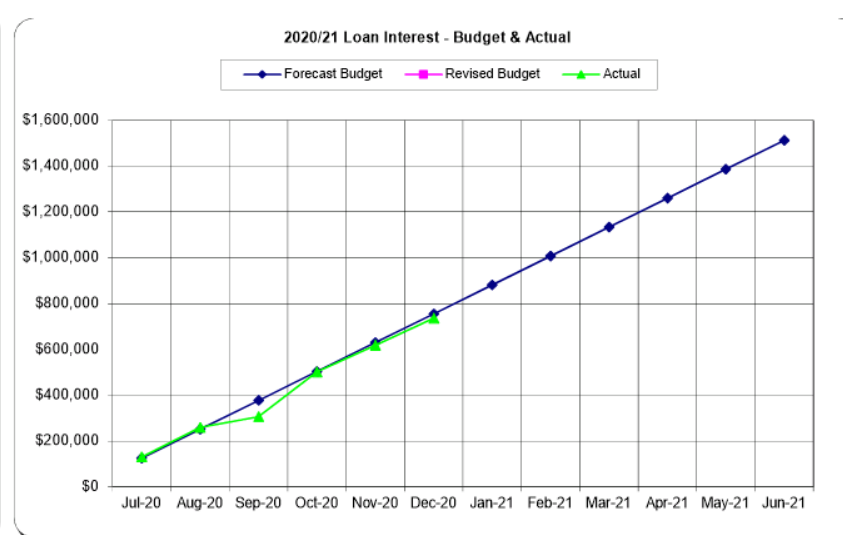
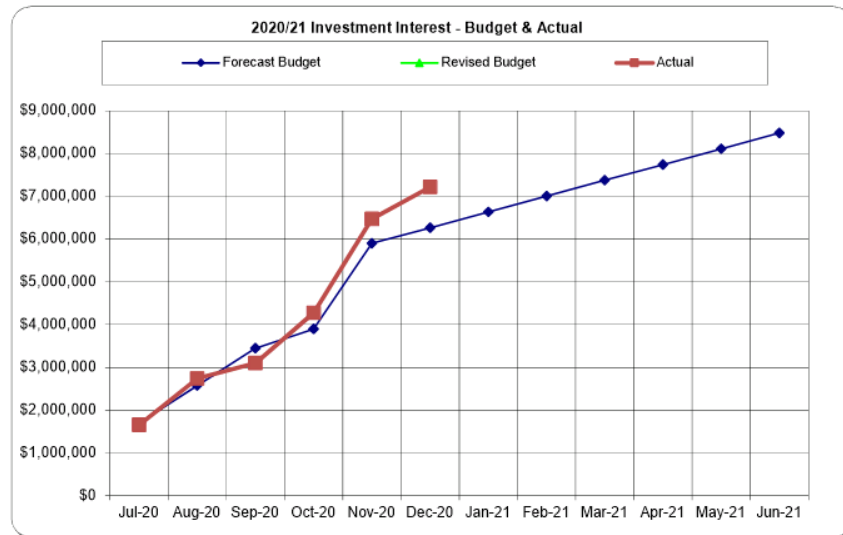
## **REFERENCE MATERIAL**

## ATTACHMENT 1

## CL..... Governance &amp; Corporate



## Investments and Loans Interest - Year to Date Budget Performance





## **Investment Report**

01/12/2020 to 31/12/2020



## Portfolio Valuation as at 31/12/2020

Issuer	Rating	Type	Alloc	Interest	Purchase	Maturity	Rate	Value	Accrued	Accrued MTD
NAB	AA-	TD	GENERAL	At Maturity	17/07/2020	07/01/2021	0.9000	4,000,000.00	16,569.86	3,057.53
ING Direct	A	TD	GENERAL	At Maturity	10/01/2020	14/01/2021	1.6500	1,000,000.00	16,138.36	1,401.37
NAB	AA-	TD	GENERAL	At Maturity	28/08/2020	14/01/2021	0.7700	3,000,000.00	7,974.25	1,961.92
NAB	AA-	TD	GENERAL	At Maturity	28/08/2020	21/01/2021	0.7700	3,500,000.00	9,303.29	2,288.90
Bank of Sydney	Unrated	TD	GENERAL	At Maturity	28/08/2020	21/01/2021	0.9500	250,000.00	819.86	201.71
NAB	AA-	TD	GENERAL	At Maturity	31/08/2020	28/01/2021	0.7700	1,500,000.00	3,892.19	980.96
Suncorp	A+	TD	GENERAL	At Maturity	31/08/2020	28/01/2021	0.7000	1,500,000.00	3,538.36	891.78
Suncorp	A+	TD	GENERAL	At Maturity	02/09/2020	04/02/2021	0.7000	2,500,000.00	5,801.37	1,486.30
NAB	AA-	TD	GENERAL	At Maturity	07/09/2020	11/02/2021	0.7500	3,000,000.00	7,150.68	1,910.96
AMP Bank	BBB	TD	GENERAL	Annual	22/08/2019	18/02/2021	1.8000	2,000,000.00	12,821.92	3,057.53
AMP Bank	BBB	TD	GENERAL	At Maturity	14/02/2020	18/02/2021	1.7000	2,000,000.00	29,994.52	2,887.67
ING Direct	A	TD	GENERAL	Annual	20/02/2020	25/02/2021	1.6000	3,000,000.00	41,556.16	4,076.71
Nexus Mutual	BBB	TD	GENERAL	Annual	25/02/2019	25/02/2021	2.9000	3,000,000.00	74,128.77	7,389.04
Newcastle Permanent	BBB	FRN	GENERAL	Quarterly	26/02/2019	26/02/2021	1.1200	500,535.00	552.33	475.62
NAB	AA-	TD	GENERAL	At Maturity	07/09/2020	04/03/2021	0.7500	3,000,000.00	7,150.68	1,910.96
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	11/09/2020	11/03/2021	0.7000	4,000,000.00	8,591.78	2,378.08
NAB	AA-	TD	GENERAL	At Maturity	17/09/2020	18/03/2021	0.7000	4,500,000.00	9,147.95	2,675.34
QBANK	BBB-	FRN	GENERAL	Quarterly	20/03/2018	22/03/2021	1.4114	1,000,723.00	386.68	386.68



Issuer	Rating	Type	Alloc	Interest	Purchase	Maturity	Rate	Value	Accrued	Accrued MTD
Heritage Bank	BBB+	FRN	GENERAL	Quarterly	29/03/2018	29/03/2021	1.2500	3,006,885.00	308.22	308.22
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	28/09/2020	08/04/2021	0.6400	3,000,000.00	4,997.26	1,630.68
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	28/09/2020	15/04/2021	0.6400	3,000,000.00	4,997.26	1,630.68
Bank of China, Sydney Branch	A	FRN	GENERAL	Quarterly	17/04/2018	19/04/2021	1.1100	2,004,620.00	4,500.82	1,885.48
BOQ	BBB+	TD	GENERAL	At Maturity	28/09/2020	29/04/2021	0.7000	3,000,000.00	5,465.75	1,783.56
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	30/09/2020	06/05/2021	0.6500	2,500,000.00	4,140.41	1,380.14
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	30/09/2020	13/05/2021	0.6600	2,500,000.00	4,204.11	1,401.37
JUDO BANK	Unrated	TD	GENERAL	Annual	28/05/2019	27/05/2021	2.6500	2,500,000.00	39,568.49	5,626.71
Australian Military Bank	BBB+	TD	GENERAL	Annual	28/05/2018	28/05/2021	3.1500	5,000,000.00	94,068.49	13,376.71
Westpac	AA-	TD	GENERAL	Quarterly	30/05/2018	03/06/2021	3.0100	6,000,000.00	15,833.42	15,338.63
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	06/10/2020	10/06/2021	0.6400	3,500,000.00	5,339.18	1,902.47
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	06/10/2020	17/06/2021	0.6400	3,500,000.00	5,339.18	1,902.47
Westpac	AA-	TD	MAAS	Quarterly	25/06/2020	24/06/2021	0.9200	15,000,000.00	1,134.25	1,134.25
Teachers Mutual Bank	BBB	FRN	GENERAL	Quarterly	02/07/2018	02/07/2021	1.4600	1,407,819.00	5,096.00	1,736.00
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	23/11/2020	08/07/2021	0.5000	4,000,000.00	2,136.99	1,698.63
Australian Military Bank	BBB+	TD	GENERAL	Annual	15/07/2019	12/07/2021	2.1000	2,000,000.00	19,561.64	3,567.12
Westpac	AA-	TD	GENERAL	Quarterly	15/07/2019	15/07/2021	1.8200	5,000,000.00	19,446.58	7,728.77
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	27/11/2020	22/07/2021	0.4900	2,500,000.00	1,174.66	1,040.41
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	27/11/2020	29/07/2021	0.4900	2,500,000.00	1,174.66	1,040.41
BOQ	BBB+	TD	GENERAL	At Maturity	01/12/2020	05/08/2021	0.4900	3,000,000.00	1,248.49	1,248.49



Issuer	Rating	Type	Alloc	Interest	Purchase	Maturity	Rate	Value	Accrued	Accrued MTD
BOQ	BBB+	TD	GENERAL	At Maturity	01/12/2020	12/08/2021	0.4900	3,000,000.00	1,248.49	1,248.49
BOQ	BBB+	TD	GENERAL	At Maturity	01/12/2020	19/08/2021	0.5400	3,000,000.00	1,375.89	1,375.89
Bank Australia	BBB	FRN	GENERAL	Quarterly	30/08/2018	30/08/2021	1.3200	1,004,660.00	1,157.26	1,121.10
Australian Military Bank	BBB+	TD	GENERAL	Annual	07/09/2018	09/09/2021	3.1600	1,500,000.00	15,064.11	4,025.75
AMP Bank	BBB	FRN	GENERAL	Quarterly	01/11/2018	10/09/2021	1.1000	2,504,210.00	1,657.53	1,657.53
AMP Bank	BBB	FRN	GENERAL	Quarterly	01/11/2018	10/09/2021	1.1000	500,842.00	331.51	331.51
AMP Bank	BBB	FRN	GENERAL	Quarterly	18/09/2018	10/09/2021	1.1000	3,005,052.00	1,989.04	1,989.04
AMP Bank	BBB	FRN	GENERAL	Quarterly	10/09/2018	10/09/2021	1.1000	3,005,052.00	1,989.04	1,989.04
BOQ	BBB+	TD	GENERAL	At Maturity	08/12/2020	16/09/2021	0.5400	3,000,000.00	1,065.21	1,065.21
BOQ	BBB+	TD	GENERAL	At Maturity	08/12/2020	23/09/2021	0.5400	3,000,000.00	1,065.21	1,065.21
Commonwealth Bank	AA-	TD	GENERAL	At Maturity	08/12/2020	30/09/2021	0.4500	3,000,000.00	887.67	887.67
Bendigo and Adelaide	BBB+	TD	GENERAL	At Maturity	08/12/2020	07/10/2021	0.4500	3,000,000.00	887.67	887.67
ICBC Sydney Branch	A	TD	GENERAL	Annual	18/10/2019	21/10/2021	1.6700	4,000,000.00	13,543.01	5,673.42
Bank of China, Sydney Branch	A	FRN	GENERAL	Quarterly	15/11/2018	15/11/2021	1.0500	1,709,368.70	2,249.59	1,516.03
BOQ	BBB+	TD	GENERAL	Annual	16/11/2017	16/11/2021	3.3700	4,000,000.00	16,988.49	11,448.77
BOQ	BBB+	TD	GENERAL	Annual	23/11/2017	23/11/2021	3.3700	3,000,000.00	10,802.47	8,586.58
Community First	Unrated	TD	GENERAL	At Maturity	25/11/2020	25/11/2021	0.6500	250,000.00	164.73	138.01
NAB	AA-	TD	GENERAL	Annual	30/11/2018	02/12/2021	3.0100	3,000,000.00	7,916.71	7,669.32
BOQ	BBB+	TD	GENERAL	Annual	08/12/2017	08/12/2021	3.3700	1,000,000.00	2,215.89	2,215.89
ING Direct	A	TD	GENERAL	Annual	10/12/2019	09/12/2021	1.5500	2,000,000.00	1,868.49	1,868.49



Issuer	Rating	Type	Alloc	Interest	Purchase	Maturity	Rate	Value	Accrued	Accrued MTD
Rural Bank (Bendigo and Adelaide Bank)	BBB+	TD	GENERAL	Annual	03/12/2018	09/12/2021	3.0500	2,500,000.00	6,058.22	6,058.22
QBANK	BBB-	FRN	GENERAL	Quarterly	14/12/2018	14/12/2021	1.5204	501,778.50	374.89	374.89
Westpac	AA-	FRTD	GENERAL	Quarterly	23/12/2016	23/12/2021	1.3900	2,500,000.00	856.85	856.85
Bendigo and Adelaide	BBB+	FRN	GENERAL	Quarterly	19/10/2018	19/01/2022	1.0900	1,008,313.00	2,209.86	925.75
Newcastle Permanent	BBB	FRN	GENERAL	Quarterly	24/01/2017	24/01/2022	1.7100	1,013,698.00	3,138.90	1,452.33
Newcastle Permanent	BBB	TD	GENERAL	Annual	24/01/2019	27/01/2022	3.0500	2,000,000.00	57,323.29	5,180.82
BOQ	BBB+	TD	GENERAL	Annual	02/02/2018	03/02/2022	3.4500	3,000,000.00	94,426.03	8,790.41
BOQ	BBB+	TD	GENERAL	Annual	05/02/2018	04/02/2022	3.4500	4,205,435.62	131,572.53	12,322.50
ING Direct	A	TD	GENERAL	Annual	06/02/2020	10/02/2022	1.6500	2,000,000.00	29,835.62	2,802.74
Newcastle Permanent	BBB	TD	GENERAL	Quarterly	13/02/2019	14/02/2022	3.0500	1,000,000.00	4,094.52	2,590.41
BOQ	BBB+	TD	GENERAL	Annual	26/02/2018	28/02/2022	3.4500	2,000,000.00	58,602.74	5,860.27
Credit Union Australia	BBB	FRN	GENERAL	Quarterly	04/03/2019	04/03/2022	1.2466	1,010,651.00	956.30	956.30
QBANK	BBB-	FRN	GENERAL	Quarterly	25/03/2019	25/03/2022	1.4200	501,455.00	58.36	58.36
AMP Bank	BBB	FRN	GENERAL	Quarterly	30/05/2019	30/03/2022	1.0600	2,999,328.00	174.25	174.25
AMP Bank	BBB	FRN	GENERAL	Quarterly	01/11/2018	30/03/2022	1.0600	1,999,552.00	116.16	116.16
RACQ Bank	BBB+	FRN	GENERAL	Quarterly	23/05/2019	23/05/2022	1.0682	1,013,870.00	1,141.36	907.24
BOQ	BBB+	TD	GENERAL	Annual	30/05/2018	02/06/2022	3.5000	3,000,000.00	62,424.66	8,917.81
Westpac	AA-	FRTD	GENERAL	Quarterly	02/06/2017	02/06/2022	1.1184	2,000,000.00	1,838.47	1,838.47
BOQ	BBB+	TD	GENERAL	Annual	29/05/2019	02/06/2022	2.4000	5,000,000.00	71,342.47	10,191.78
Westpac	AA-	FRTD	GENERAL	Quarterly	16/06/2017	16/06/2022	1.0641	2,000,000.00	932.91	932.91



Issuer	Rating	Type	Alloc	Interest	Purchase	Maturity	Rate	Value	Accrued	Accrued MTD
Westpac	AA-	TD	MAAS	Quarterly	25/06/2020	30/06/2022	0.9700	25,000,000.00	1,993.15	1,993.15
Westpac	AA-	FRTD	GENERAL	Quarterly	14/07/2017	14/07/2022	1.1300	1,000,000.00	2,445.75	959.73
Members Equity Bank	BBB	FRN	GENERAL	Quarterly	18/07/2019	18/07/2022	1.0600	2,017,802.00	4,298.08	1,800.55
Westpac	AA-	FRTD	GENERAL	Quarterly	17/08/2017	17/08/2022	1.0690	3,000,000.00	3,953.84	2,723.75
Westpac	AA-	FRTD	GENERAL	Quarterly	07/09/2017	07/09/2022	1.0191	6,000,000.00	4,188.08	4,188.08
JUDO BANK	Unrated	TD	GENERAL	Annual	25/09/2019	26/09/2022	2.1000	1,000,000.00	5,638.36	1,783.56
Bank of China, Sydney Branch	A	FRN	GENERAL	Quarterly	17/04/2019	17/10/2022	1.0800	1,007,840.00	2,189.59	917.26
Bank of Communications	A-	FRN	GENERAL	Quarterly	28/10/2019	28/10/2022	0.9456	1,508,692.50	2,525.92	1,204.67
Teachers Mutual Bank	BBB	FRN	GENERAL	Quarterly	28/10/2019	28/10/2022	0.9556	1,005,976.00	1,701.75	811.61
UBS AG	A+	FRN	GENERAL	Quarterly	21/05/2020	21/11/2022	1.0682	953,745.62	1,072.88	852.80
Bank Australia	BBB	FRN	GENERAL	Quarterly	02/12/2019	02/12/2022	0.9184	1,000,188.00	754.85	754.85
P&N Bank	BBB	TD	GENERAL	Annual	03/12/2018	02/12/2022	3.2500	2,500,000.00	6,455.48	6,455.48
Westpac	AA-	FRTD	GENERAL	Quarterly	05/12/2017	05/12/2022	0.9691	3,000,000.00	1,991.30	1,991.30
ICBC Sydney Branch	A	TD	GENERAL	Annual	09/12/2019	08/12/2022	1.6000	4,000,000.00	4,032.88	4,032.88
Northern Territory Treasury	AA-	BOND	GENERAL	Annual	10/09/2020	15/12/2022	0.9000	2,000,000.00	838.36	838.36
Newcastle Permanent	BBB	FRN	GENERAL	Quarterly	04/06/2018	06/02/2023	1.4212	1,016,811.00	2,180.47	1,207.05
Newcastle Permanent	BBB	FRN	GENERAL	Quarterly	06/02/2018	06/02/2023	1.4212	2,542,027.50	5,451.18	3,017.62
Newcastle Permanent	BBB	FRN	GENERAL	Quarterly	24/09/2018	06/02/2023	1.4212	406,724.40	872.19	482.82
UBS AG	A+	FRN	GENERAL	Quarterly	07/03/2018	08/03/2023	0.9180	3,036,963.00	1,810.85	1,810.85
AMP Bank	BBB	TD	GENERAL	Annual	05/04/2019	05/04/2023	2.8000	3,000,000.00	62,136.99	7,134.25



Issuer	Rating	Type	Alloc	Interest	Purchase	Maturity	Rate	Value	Accrued	Accrued MTD
BOQ	BBB+	TD	GENERAL	Annual	03/05/2019	03/05/2023	2.7000	3,500,000.00	62,654.79	8,026.03
Credit Suisse AG	A+	FRN	GENERAL	Quarterly	26/05/2020	26/05/2023	1.1700	6,620,529.50	7,500.82	6,459.04
Westpac	AA-	FRTD	GENERAL	Quarterly	30/05/2018	30/05/2023	1.0200	2,000,000.00	1,788.49	1,732.60
ICBC Sydney Branch	A	TD	GENERAL	Annual	01/06/2020	01/06/2023	1.4500	5,000,000.00	42,506.85	6,157.53
ICBC Sydney Branch	A	TD	GENERAL	Annual	02/06/2020	01/06/2023	1.4600	4,000,000.00	34,080.00	4,960.00
ING Direct	A	TD	MAAS	Annual	25/06/2020	29/06/2023	1.1000	5,000,000.00	28,630.14	4,671.23
NAB	AA-	TD	MAAS	Annual	25/06/2020	29/06/2023	1.1500	18,600,000.00	111,345.21	18,166.85
NAB	AA-	TD	GENERAL	Annual	25/06/2020	29/06/2023	1.1500	7,000,000.00	41,904.11	6,836.99
Westpac	AA-	TD	MAAS	Quarterly	25/06/2020	29/06/2023	1.0400	11,400,000.00	974.47	974.47
Societe Generale	A	FRN	MAAS	Quarterly	15/07/2020	17/07/2023	1.0150	2,782,395.00	5,964.86	2,370.65
BOQ	BBB+	TD	GENERAL	Annual	03/09/2020	07/09/2023	1.0500	3,000,000.00	10,356.16	2,675.34
P&N Bank	BBB	TD	GENERAL	Annual	05/10/2018	05/10/2023	3.4500	1,500,000.00	12,334.93	4,395.21
Australian Military Bank	BBB+	TD	GENERAL	Annual	11/10/2019	10/10/2023	1.8200	3,000,000.00	12,116.71	4,637.26
P&N Bank	BBB	TD	GENERAL	Annual	19/10/2018	18/10/2023	3.4800	1,000,000.00	7,055.34	2,955.62
Westpac	AA-	FRN	GENERAL	Quarterly	05/12/2018	16/11/2023	0.9700	4,084,396.00	4,889.86	3,295.34
Westpac	AA-	FRN	GENERAL	Quarterly	16/11/2018	16/11/2023	0.9700	2,552,747.50	3,056.16	2,059.59
Westpac	AA-	FRN	GENERAL	Quarterly	10/12/2018	16/11/2023	0.9700	3,063,297.00	3,667.40	2,471.51
NAB	AA-	TD	GENERAL	Annual	26/11/2020	30/11/2023	0.7000	4,000,000.00	2,761.64	2,378.08
NAB	AA-	TD	GENERAL	Annual	30/11/2020	30/11/2023	0.6800	12,000,000.00	7,153.97	6,930.41
ANZ Bank	AA-	FRN	GENERAL	Quarterly	06/12/2018	06/12/2023	1.0491	5,119,125.00	3,592.81	3,592.81



Issuer	Rating	Type	Alloc	Interest	Purchase	Maturity	Rate	Value	Accrued	Accrued MTD
Northern Territory Treasury	AA-	BOND	GENERAL	Annual	30/09/2020	15/12/2023	1.0000	2,000,000.00	931.51	931.51
NAB	AA-	TD	GENERAL	At Maturity	17/12/2020	18/12/2023	0.7000	1,400,000.00	402.74	402.74
NAB	AA-	TD	GENERAL	Annual	17/12/2020	21/12/2023	0.7000	5,000,000.00	1,438.36	1,438.36
NAB	AA-	TD	GENERAL	Annual	21/12/2020	21/12/2023	0.7000	4,000,000.00	843.84	843.84
Commonwealth Bank	AA-	FRN	GENERAL	Quarterly	11/01/2019	11/01/2024	1.2100	3,081,879.00	8,055.62	3,083.01
NAB	AA-	FRN	GENERAL	Quarterly	26/02/2019	26/02/2024	1.0600	2,562,445.00	2,613.70	2,250.68
Westpac	AA-	FRTD	GENERAL	Quarterly	05/04/2019	05/04/2024	1.0904	12,000,000.00	31,188.43	11,113.12
Westpac	AA-	FRTD	GENERAL	Quarterly	08/04/2019	08/04/2024	1.0800	3,000,000.00	7,545.21	2,751.78
Westpac	AA-	FRN	GENERAL	Quarterly	24/01/2019	24/04/2024	1.2000	4,116,876.00	8,810.96	4,076.71
BOQ	BBB+	TD	GENERAL	Annual	03/05/2019	03/05/2024	2.8000	3,500,000.00	64,975.34	8,323.29
Westpac	AA-	FRTD	GENERAL	Quarterly	30/05/2019	30/05/2024	0.9800	6,000,000.00	5,155.07	4,993.97
Westpac	AA-	FRTD	GENERAL	Quarterly	06/06/2019	06/06/2024	1.0091	3,500,000.00	2,419.08	2,419.08
NAB	AA-	FRN	GENERAL	Quarterly	19/06/2019	19/06/2024	0.9338	1,329,360.50	365.84	365.84
Suncorp	A+	FRN	GENERAL	Quarterly	15/08/2019	30/07/2024	0.8368	2,533,557.50	3,610.85	1,776.77
Westpac	AA-	FRN	GENERAL	Quarterly	21/06/2019	16/08/2024	0.9000	1,635,550.40	1,814.79	1,223.01
ANZ Bank	AA-	FRN	GENERAL	Quarterly	29/08/2019	29/08/2024	0.7900	1,527,072.00	1,038.90	1,006.44
Bendigo and Adelaide	BBB+	FRN	GENERAL	Quarterly	06/09/2019	06/09/2024	0.9891	1,784,884.50	1,185.57	1,185.57
HSBC	AA-	FRN	GENERAL	Quarterly	27/09/2019	27/09/2024	0.8500	2,017,676.00	139.73	139.73
Credit Union Australia	BBB	FRN	GENERAL	Quarterly	24/10/2019	24/10/2024	1.1800	1,780,773.75	3,790.55	1,753.84
BOQ	BBB+	FRN	GENERAL	Quarterly	30/10/2019	30/10/2024	1.1568	1,025,176.00	1,996.67	982.49



Issuer	Rating	Type	Alloc	Interest	Purchase	Maturity	Rate	Value	Accrued	Accrued MTD
Citibank, N.A.	A+	FRN	GENERAL	Quarterly	15/11/2019	14/11/2024	0.9000	1,012,736.00	1,134.25	764.38
Northern Territory Treasury	AA-	BOND	GENERAL	Annual	24/11/2020	16/12/2024	0.9000	1,000,000.00	419.18	419.18
NAB	AA-	FRN	GENERAL	Quarterly	21/01/2020	21/01/2025	0.8300	2,038,390.00	3,274.52	1,409.86
CFS WGCIF	A	FUND	GENERAL	Monthly	30/06/2016	13/01/2024	0.0000	14,148,544.93	-	-
Suncorp	A+	FRN	GENERAL	Quarterly	27/04/2020	24/04/2025	1.1800	716,825.20	1,516.22	701.53
BOQ	BBB+	FRN	GENERAL	Quarterly	14/05/2020	14/05/2025	1.0900	922,368.60	1,236.33	833.18
UBS AG	A+	FRN	MAAS	Quarterly	30/07/2020	30/07/2025	0.9268	3,306,862.00	5,198.97	2,558.22
Commonwealth Bank	AA-	CASH	GENERAL	Monthly	31/12/2020	31/12/2020	0.0300	115,931.39	33.68	33.68
AMP Bank	BBB	CASH	GENERAL	Monthly	31/12/2020	31/12/2020	0.9000	20,059,238.92	15,322.88	15,322.88
NAB	AA-	CASH	GENERAL	Monthly	31/12/2020	31/12/2020	0.5500	20,012,079.24	10,915.83	10,915.83
NSW Treasury Corp	AA+	CASH	GENERAL	Monthly	31/12/2020	31/12/2020	0.2900	1,840,641.12	952.44	952.44
NSWTC IM LTGF	Unrated	FUND	GENERAL	Annual	31/10/2017	13/01/2026	0.0000	27,170,619.94	-	-
<b>TOTALS</b>								<b>534,262,595.83</b>	<b>1,816,394.97</b>	<b>460,529.48</b>



# Monthly Investment Report

## City of Parramatta

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December 2020



## Market and Economic Background

### Leading Economies

The US S&P500, Dow Jones and NASDAQ gained +3.8%, +3.4% and +5.7% respectively, all setting records. MSCI World ex-AUS gained +3.6% in local terms. Emerging Markets rose +7.4% in \$US and Frontier Markets +5.7%. US 10-year bonds sold off, almost touching 1% before closing 0.93% (+9bp). High yield broke through +400bp to close at 386 spread (-47bp).

COVID-19 vaccines received emergency authorisation and commenced rollout. Deaths average 11,000/day to total 1.8m. Markets ignored everything except the successes of vaccine trials; neither record deaths and new lockdowns, nor likely double dip recessions halted gains.

GDPNow expected another double-digit annualised GDP rebound for USA in Q4 although Q1 will be problematic. The US Congress agreed a small compromise stimulus, while fighting over a greater allocation. A new Congress takes effect, awaiting Georgia senators' runoff election.

US unemployment fell to 6.7% (-0.2%) after a modest +245k jobs in November. CPI was steady at +1.2% YoY. Retail sales fell -1.1%. Eurozone unemployment eased to 8.4% (-0.1%). YoY inflation remained negative (-0.3%) after another negative month. UK left the EU at year end, completing its transition with issues still unresolved.

China's yuan closed at 6.5 per \$US, the strongest since mid-2018. Prices fell -0.6% in November, taking the year into deflation as pork prices fell. A crackdown on Alibaba and Tencent echoes Russia's problems with oligarchs seen as threats to the ruling class. Japan also reported deflation, with core and headline CPI reaching -0.9%.

### Domestic News

The RBA made no policy changes at December's meeting, again surprised to the upside by data. Cash rate guidance is explicitly "more than 3 years." The size of quantitative easing is the key variable.

The ASX200 returned +1.2%, achieving a slightly cash-plus year. Smallcaps added +2.8% for a solid +9.2% in 2020. The 10-year bond weakened to 0.97% (+7bp), having traded over 1% in the month. Houses and units appreciated in every capital in December. Melbourne houses and Brisbane units had a negative year. Australia saw the return of COVID-19, localised lockdown and hard state borders. China blocked key Australian exports but began the year on hopes of reconciliation. The trade surplus on goods fell to under \$2bn for the first time since 2018 as exports to China plunged. Q3's current account was +\$10bn (-\$6.3bn). Retail sales soared +7% in November to be +13% YoY. Household wealth reached a record \$11.35tr. Unemployment fell to 6.8% (-0.2%) on +90k jobs in Oct despite participation rising to 66.1% (+0.3%). Hours worked rose +2.5. Underemployment fell -1pt to 9.4%. Union membership reached a record low 14.3% of employees.

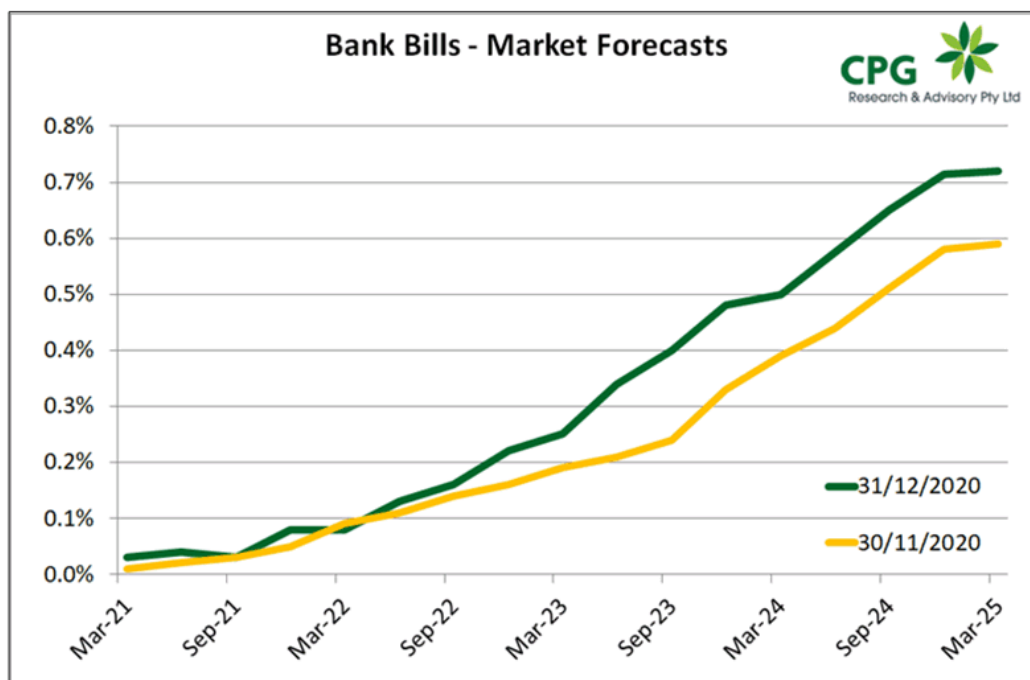
The population grew +1.3% to 25.7m, but births were down -3% in the latest year reported (2019) with a record low total fertility rate of 1.66 per woman. New home loan commitments reached a record \$22.7bn in Oct (+0.7%), due to a 30% YoY increase for owner-occupiers.

### Other Markets

WTI oil jumped to \$US48.52/bbl (+8.0%). Gold recovered to \$1898/oz (+6.4%). Iron ore closed +22.3% at a 9-year high \$158. Base metals were mixed: Nickel (+1.21%), Tin (+8.22%), Copper (+0.87%) rose while Zinc (-3.06%) and Aluminium (-1.81%) fell. The \$A closed at US77c (+4.2%), a multi-year high.



Bill futures factor gradual rate normalisation, sooner than the RBA is guiding:

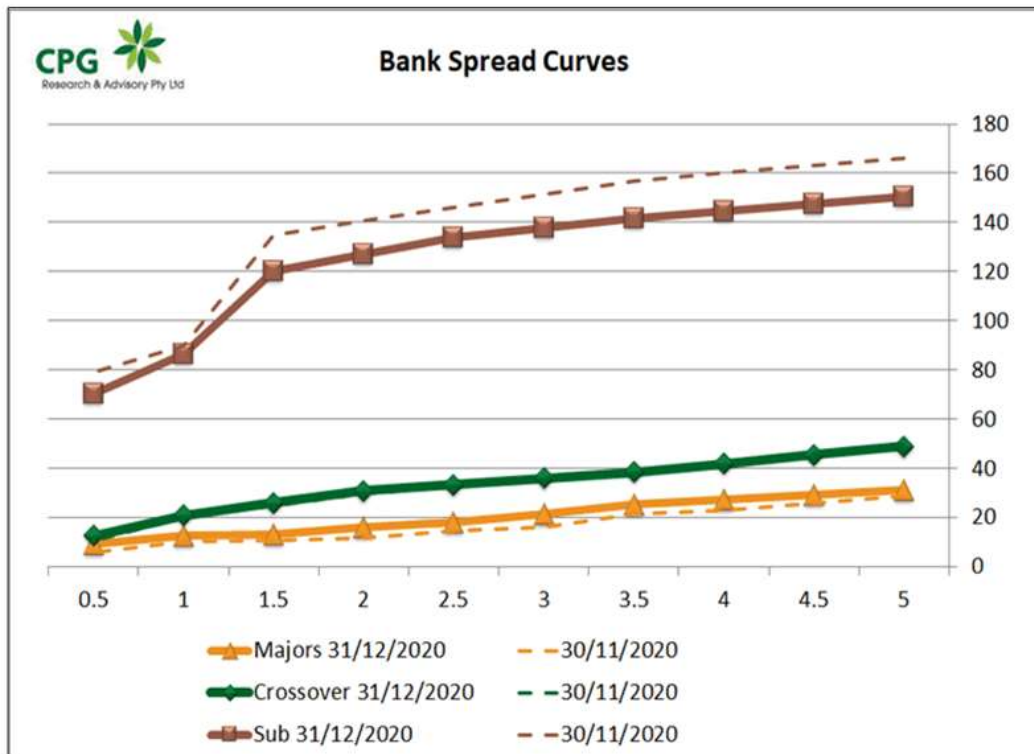


### Credit Market

Global credit ground slightly tighter in December, trading near pre-COVID levels (especially overseas):

Credit Indices	31 Dec 20	30 Nov 20	31 Dec 19
iTraxx Australia 5 Yr CDS	57bp	59bp	47bp
iTraxx European 5 Yr CDS	48bp	49bp	44bp
CDX IG North American 5 Yr CDS	49bp	50bp	45bp
CDX HY North American 5 Yr CDS	293bp	303bp	280bp

Major bank credit weakened from extremely expensive levels. Second tier banks were little changed. But sub debt rallied strongly, and now trades around its tightest in this cycle:



Physical high yield was **much stronger again**, closing at +386bp vs +433bp in November (*BoAMLHY Index, option-adjusted*). **We move to a Reduce view** inside 400bp, although moves in leveraged loans have been less extreme.

**US bonds closed at 93bp (+9bp). Australian 10-year bonds were also weaker, +7bp higher at 97bp.** 3-year bonds were little changed to 0.10% (-1bp), near the rate target. **3m BBSW was just 1bp**, indicating that no further cuts are possible without moving into negative rates for a key benchmark.

## Council's Portfolio and Term Deposits

The portfolio has an unusually large 8% at-call, and a further 9% of assets maturing within 3 months providing additional flexibility. We also anticipate sale of much of the bank credit investments.

Excess funds were added to TCorpIM LTGF ahead of the new FY, taking it to the 5% target and in a briefly depressed period when exceptional returns followed.

The RBA made no policy changes at December's meeting, continuing to be surprised to the upside by data.

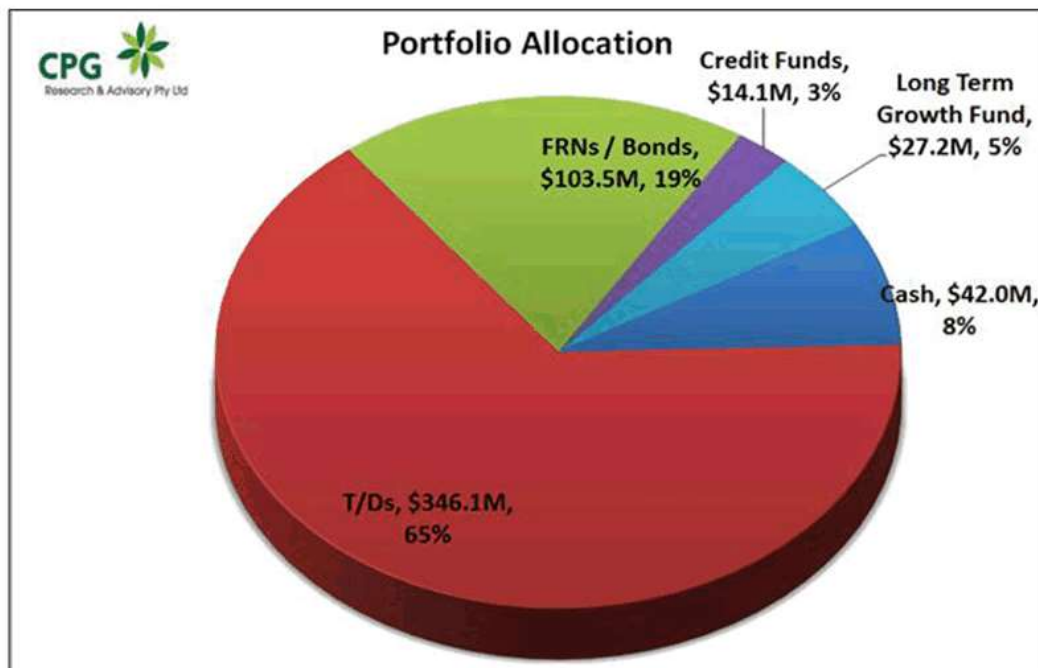
Deposit rates were generally at the same level; recent investments have diversified away from banks.

Council has a substantial allocation to liquid strategies such as securities and bonds, as well as a First Sentier (formerly Colonial) credit managed fund. The portfolio is well spread across maturities, opportunistically utilising capacity available in short – medium terms.



The majority of Council's portfolio is deposits, at 65% of the total assets (4% up from last month). The portfolio also includes liquid credit securities (including indirectly, *via* funds) and cash, as well as TCorpIM Long Term Growth Fund.

**Around 7.8% of the portfolio is less defensive and should be regarded as long-term. Council invested \$23M of Reserve funds in multiple tranches in TCorpIM Long Term Growth.** The Growth allocation is in line with the long-term target. The 5% is calibrated to offset other interest income in a severe crash, although in a sufficiently extreme event investment earnings could still be negative.



The investment portfolio is well diversified in complying assets (plus a small amount of legacy credit), and is increasingly invested in higher grade names. No one credit dominates, although at the lower end AMP Bank needs to be further run off after further downgrades left it overweight. (*Our base case has AMP Bank purchased by a larger institution and upgraded, with the holding company unwound.*)

Credit gained in December, as did other Australian risk assets, although a stronger \$A pared back offshore assets. FY21 is likely to be another high volatility environment for risk assets (up and down), while impacts from COVID-19 remain unclear and the economic outlook deteriorates globally.

**Council has now moved from a "Minister's Order" approach consistently employed since the 2008 Cole Review, to a much narrower TCorp policy (with minor negotiated deviations).**

This involves greater concentration in few ADI names, highly rated securities and less term deposits – as well as more aggressive TCorpIM funds. Council's returns inevitably become far more volatile month-to-month. **March had 3.1% Growth allocation, which had a major impact on the annual budgeted returns. FY21 is opening with outlier returns to the upside.** Credit generated strong outperformance across the portfolio, and growth assets had outstanding returns during the month.

Council's investment returns are suffering from migration to higher ratings, but that rating cost is starting to decline as margins contract even from lower-rated ADIs. Banks' expanded TFF funding reduces their need for other funding methods, and there has been minimal domestic FRN issuance. The lower rated assets were purchased at times of much higher yield differential.

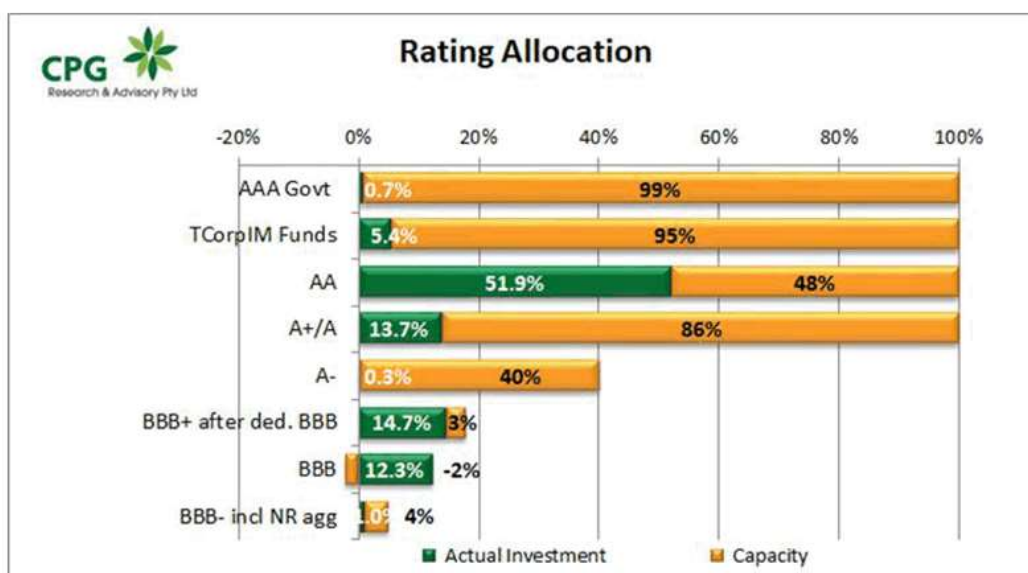
With credit spreads still very tight in bank paper, **asset sales of lower-rated FRNs may be possible well before the end of the year previously expected. Major bank credit were only slightly wider.**

## Credit Quality - Aggregate

Council's current position is as follows:

**Band limits, including group totals, comply except for an immaterial excess in BBB ADIs entirely attributable to AMP's downgrade:**

Rating Category	Actual	Per C/Party	Aggregate	Actual Investment	Capacity
AAA Govt	1%	100%	100%	0.7%	99%
TCorpIM Funds	5%	100%	100%	5.4%	95%
AA	52%	100%	100%	51.9%	48%
A+/A	14%	30%	100%	13.7%	86%
A-	0%	20%	40%	0.3%	40%
BBB+ after ded. BBB	15%	10%	18%	14.7%	3%
BBB	12%	5%	10%	12.3%	-2%
BBB- incl NR agg	1%	\$1,000,000	5%	1.0%	4%
NR		\$250,000	incl in BBB-		



Excess BBB rated ADIs will be eliminated by running down the AMP Notice Account – other categories comfortably comply. **A more complex (and generally lower) set of limits applies.** Existing positions are grandfathered. The overlay of other rating limits is only calculable at security level; the primary constraint has always been the rating aggregates which are now very near targets.

**Council sold two FRNs during the month, all from major banks. Liquidity has returned for BBB FRNs, as the larger ADIs trade at post-GFC record levels. The portfolio is now almost at targets, and redemption of Notice Account funds can completely align aggregate limits at will.**

## Other Compliance

We have tested the portfolio provided against Council's current investment policy and report the following:

**Under the new Policy, a number of legacy positions are identified below, but have further declined through maturities. AMP Bank's excess position is being run down by staged redemption of the Notice Account.**

Counterparties	Exposure \$M	FCS	Net	Rating	Policy Limit	Actual	Capacity
TCorpIM Cash	\$1.8M	\$0.00M	\$1.8M	AAA	100%	0.35%	\$531.1M
ANZ	\$6.5M	\$0.00M	\$6.5M	AA-	100%	1.22%	\$526.4M
CBA	\$37.1M	\$0.25M	\$36.9M	AA-	100%	6.92%	\$496.0M
NAB	\$103.3M	\$0.25M	\$103.1M	AA-	100%	19.34%	\$429.8M
Westpac	\$123.5M	\$0.25M	\$123.3M	AA-	100%	23.13%	\$409.7M
HSBC	\$2.0M	\$0.00M	\$2.0M	AA-	100%	0.38%	\$530.9M
Northern Territory Treasury	\$5.0M	\$0.00M	\$5.0M	AA-	100%	0.94%	\$527.9M
Suncorp	\$7.2M	\$0.25M	\$6.9M	A+	30%	1.30%	\$152.9M
UBS	\$7.2M	\$0.00M	\$7.2M	A+	30%	1.35%	\$152.7M
Citibank	\$1.0M	\$0.00M	\$1.0M	A+	30%	0.19%	\$158.9M
Credit Suisse	\$6.5M	\$0.00M	\$6.5M	A+	30%	1.22%	\$153.4M
Bank of China	\$4.7M	\$0.00M	\$4.7M	A	30%	0.88%	\$155.2M
CFS GCI	\$14.1M	\$0.00M	\$14.1M	A	30%	2.65%	\$145.7M
ING	\$13.0M	\$0.25M	\$12.8M	A	30%	2.39%	\$147.1M
ICBC	\$17.0M	\$0.00M	\$17.0M	A	30%	3.19%	\$142.9M
Societe Generale	\$2.8M	\$0.00M	\$2.8M	A	30%	0.52%	\$157.1M
Bank of Communications	\$1.5M	\$0.00M	\$1.5M	A-	20%	0.28%	\$105.1M
BoQ	\$55.1M	\$0.25M	\$54.9M	BBB+	10%	10.29%	-\$1.6M
Bendigo-Adelaide	\$8.3M	\$0.25M	\$8.0M	BBB+	10%	1.50%	\$45.3M
Heritage	\$3.0M	\$0.00M	\$3.0M	BBB+	10%	0.56%	\$50.3M
RACQ QLD Mutual	\$1.0M	\$0.00M	\$1.0M	BBB+	10%	0.19%	\$52.3M
Australian Military Bank	\$11.5M	\$0.25M	\$11.3M	BBB+	10%	2.11%	\$42.0M
AMP	\$41.1M	\$0.25M	\$40.8M	BBB	5%	7.66%	-\$14.2M
Newcastle Permanent	\$8.4M	\$0.25M	\$8.2M	BBB	5%	1.53%	\$18.5M
P&N Bank	\$5.0M	\$0.25M	\$4.8M	BBB	5%	0.89%	\$21.9M
Teachers Mutual	\$2.4M	\$0.00M	\$2.4M	BBB	5%	0.45%	\$24.2M
Bank Australia	\$2.0M	\$0.00M	\$2.0M	BBB	5%	0.38%	\$24.6M
CUA	\$2.8M	\$0.00M	\$2.8M	BBB	5%	0.52%	\$23.9M
Beyond Bank	\$3.0M	\$0.25M	\$2.8M	BBB	5%	0.52%	\$23.9M
Q BANK	\$2.0M	\$0.00M	\$2.0M	BBB-	\$1M	0.38%	-\$1.0M
Judo Bank	\$3.5M	\$0.25M	\$3.3M	NR	\$250k	0.61%	-\$3.0M
Bank of Sydney	\$0.3M	\$0.25M	\$0.0M	NR	\$250k	0.00%	\$0.3M
Community First	\$0.3M	\$0.25M	\$0.0M	NR	\$250k	0.00%	\$0.3M
TCorpIM LTGF	\$27.2M	\$0.00M	\$27.2M	NR	100%	5.10%	\$505.7M
	\$532.9M		\$529.2M			99%	
C'wealth Govt		\$3.75M	\$3.8M	AAA	100%	1%	
<b>Total</b>	<b>\$532.91M</b>		<b>\$532.9M</b>			<b>100%</b>	

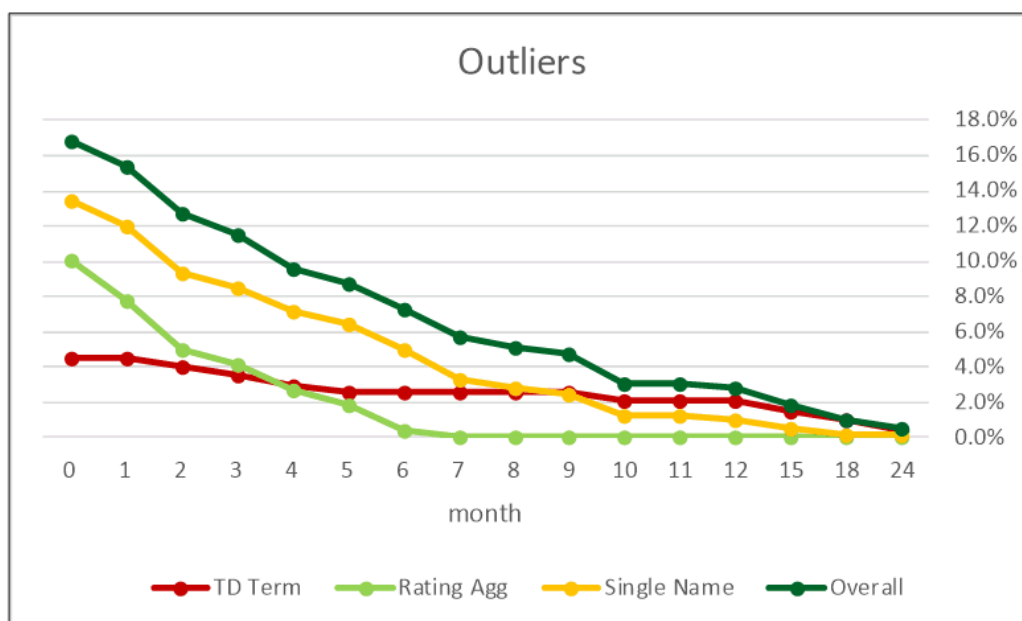
More than half of lower rated entities has been run off (in anticipation of the Policy review, and since) although AMP's downgrade to BBB created a new legacy position. **Other overweights are now very small.**

## TCorp Transition

We include earlier transition analysis conducted prior to ratification of the 2020 Policy.

In moving away from the Minister's Order towards a restricted universe, we have used the standard TCorp guidelines to project future convergence, on the assumptions of:

- ▶▶ Projected inflows
- ▶▶ Sales of liquid securities
- ▶▶ Scheduled T/D maturities



The final Policy form was somewhat modified by negotiation with TCorp from their standard form, reflecting Council's circumstances.

**Due to market conditions, few of the BBB sales anticipated in modelling have occurred to date.**

Liquidity improved significantly in major banks after the RBA's mid-March interventions. Major bank pricing has returned to pre-COVID levels. However, an expanded portfolio has also helped.

Liquidity is returning to other banks, with BBB spreads rallying strongly almost every month in FY21 – many would now be increasingly saleable (albeit with few great investment ideas to replace them).

The aggregate BBB is currently 2% above 2020 limits, entirely due to AMP's downgrade to BBB. Single name Policy targets will be further advanced by an **impending QBank FRN maturity**.

**Other names are represented in deposits, or other 2020 maturities.**



## Term Deposits

**At month-end, deposits accounted for approximately 65% of the total investment portfolio – this could decline in CY21, as high grade FRNs are a better (but more volatile) fit to a more restrictive policy.** The weighted average duration of the deposit portfolio is approximately **545 days (~1.5 years)**, which is exceptionally long. Rates are now **extremely high in retrospect, and multiples of the current market**. Unlike tradeable bonds, this excess return is delivered over the full life of the investments and not fluctuating wildly with interest rate expectations and bond yields, and the portfolio avoided recent bond selloffs (which would have resulted in negative reported returns).

**Deposit rates approaching equilibrium. The gap between A-rated and lower deposits is now small. The RBA expanding TFF funding to banks continues to pressure rates from other sources**, and all domestic ADIs have pulled back wholesale funding rates.

As at the end of December, the weighted average deposit yield stood at **1.39% (-13bp from the previous month)**, a still excellent **+134bp over bank bills**. This is far above any deposit rate at any term and more than competitive with the peer group; the duration is also much longer than the peer group. Therefore, **these rates will persist far beyond when others are reinvesting well below these levels. Forced migration to shorter and higher rated deposits imposed substantial costs during the year, preventing greater access to rate protection and unusually wide rate differentials.**

Council's relative performance in term deposits fell sharply on placement of new inflows at around 0.7%. Certain highly rated ADIs are either at capacity, or voluntarily excluded based on foreign ownership and **this exclusion due to ownership represents an ongoing burden.**

**Short term margins showed discontinuities, overpaying at 3 and 6 months.** Long rates steepened, with AMP prominent.

### Term Deposit Statistics

Percentage of total portfolio	65%
Weighted Average Yield	1.39%
Weighted Average Duration	545 days

### Credit Quality of Deposits

AAA^	0%
AA	64%
A	10%
BBB	21%
Unrated ADI	5%
<b>Total</b>	<b>100%</b>

^ Calculation excludes the Financial Claims Scheme (FCS)

We refer to the detailed analysis in our December **Fixed Interest Analytics**.



## FRNs & Fixed Bonds

*Senior major FRN spreads were slightly wider, after rallying to very overbought levels.*

Australian 10-year bonds weakened to 0.97% (+7bp). 3-year bonds closed at 0.10%, near the RBA's 10bp target. **BBSW was +1bp**, so any further move in interest rates will likely see a negative rate environment. **US bonds were also wider, trading to 93bp (+9bp)**. Bonds have been a negative for diversified portfolios since the bottom of the COVID-19 crisis.

Domestic bonds had generally outperformed; bonds have traded sideways during a quite severe sell-off in the US. The fact that the RBA has continued to ease policy made Australia one of the stronger bond markets. **But since month end, Australia has followed a weaker US lead.**

**The RBA reiterated around 3 years of zero interest rate policy.** BBSW is typically 1-2bp, effectively zero interest for the floating benchmark.

We refer to the detailed analysis in our December *Fixed Interest Analytics* as well as other commentaries following the US election.

*Council had no new FRN investment during the month, and made some security sales.*

With AMP Bank in run-off, we recommend bidding FRNs in large parcels where possible, but now exclude the major banks. **Foreign institutions unable to access the TFF are by far the better value.**

**Further funds have been set aside for new FRN investments as they emerge.**

Council sold \$9m CBA and \$6.7m NAB during the month, achieving realised outstanding capital gain around \$313k.

Given relative pricing, preferred exposures are likely to include major money-centre banks that also have branches (and are therefore eligible under the Minister's Order). **The pricing differential in the Australian market can be substantial**, with even larger and more systemically important banks paying a large premium.

This could reflect technical aspects of the RBA's funding and stimulus programme, with banks raising \$200bn from the RBA – **funding which is no longer required from wholesale investors**. Already, banks have been running down overseas funding. During the month, **the TFF rate was further reduced – this has already had a further impact on deposit rates.**

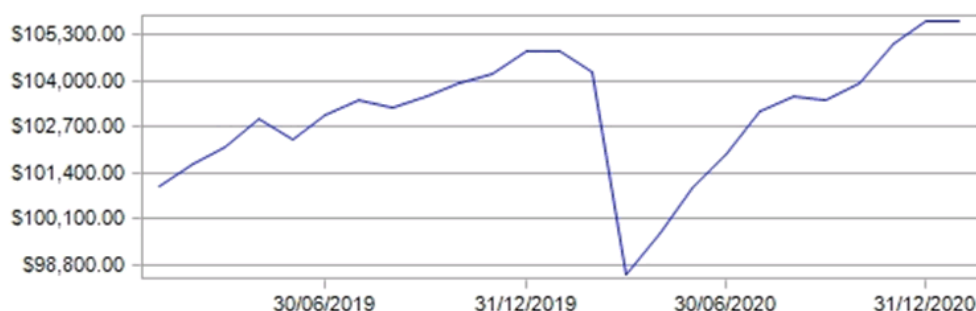
To date, Council has been reluctant to embrace a broader range of domiciles.



## Credit Fund - First Sentier

The First Sentier Wholesale Global Credit Income Fund (previously CFS) returned a very strong **+0.64% (net actual)** in December, achieving a **new highwater mark**. It was particularly noteworthy that it did so with no contribution from Financials – indeed, these weakened marginally.

First Sentier Wholesale Global Credit Income



The manager **has been reducing high yield allocation into strength**, as spreads reached mid-cycle levels and then beyond. High yield is again fully priced after a jump of almost 5% in the month.

As we rate the Financials sector “Reduce,” legacy credit becomes more attractive as a diversifier away from the very expensive sector (which is the only sector accessible for new complying investments).

**Notably, the cumulative value is now clearly through Q1’s peak of a year ago, vs over -7% at the lows. The Fund now has a modest gain over the past 12 months.**

Credit has shown very satisfactory participation relative to the ASX200 (on a risk-adjusted basis). The **2020 crash was larger than any previous post-GFC event - but was almost fully recouped within 4 months**. Future months now start from a fully valued position.

**Over the long term the fund has significantly exceeded the risk-free benchmark** – with returns of 2.8% (~137bp p.a. over benchmark) through 4 years, 3.3% over 7 years and mid-100’s excess return since investment pre-GFC. This has been sound investment compared to eligible alternatives, over a sufficiently long timeframe – even when measured after large falls.

**We consider credit a core asset, and note that there are no complying credit alternatives that offer anything like the yield. Financial credit is at levels unthinkable since the GFC.**

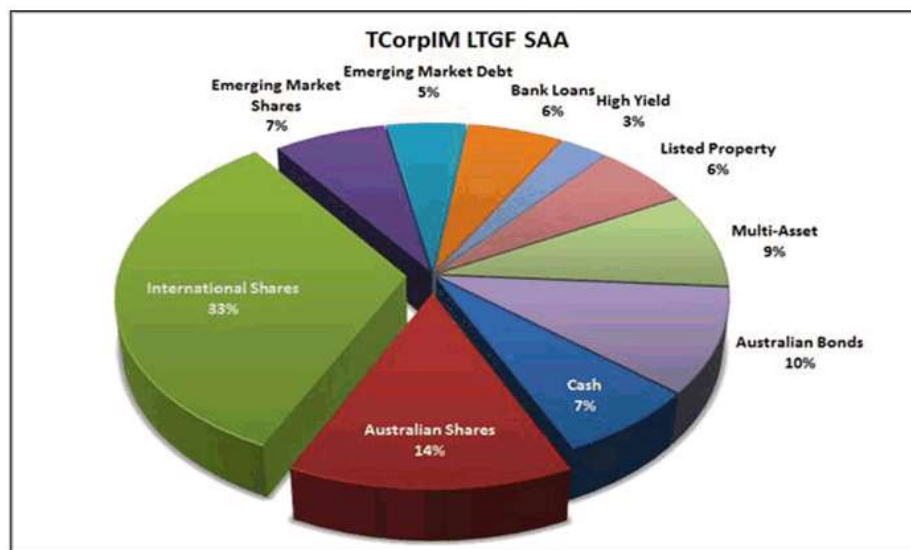
*We recommend Council retain this investment which we regard as a core access to investment-grade, non-financial credit (a sector which systemically overpays for risk). We continually monitor for overvaluation in the sector, and if there were viable alternatives we would be more inclined to take profits.*

**We maintain our view of Fair Value on non-bank physical credit, as spreads tighten back towards pre-COVID levels, and have Financials on a SELL view.**

## TCorpIM L/T Growth Fund

The TCorpIM Long-Term Growth Fund had a gain of +0.51% (net actual) in December, almost entirely from domestic assets. They tend to outperform balanced fund peers in falling currency periods, so a sharply higher \$A is particularly negative. The result underperformed the peer group median, initially estimated at +0.95% on early numbers.

The strategic asset allocation is as follows:



**Major stockmarkets rallied in December.** The US S&P500, Dow Jones and NASDAQ gained +3.8%, +3.4% and +5.7% respectively, all setting records, and have continued to rise after month end.

The ECB downgraded Q4 GDP forecasts into negative territory, with national debts ultimately rising 15-20% of GDP, but this did not prevent exceptional gains there too.

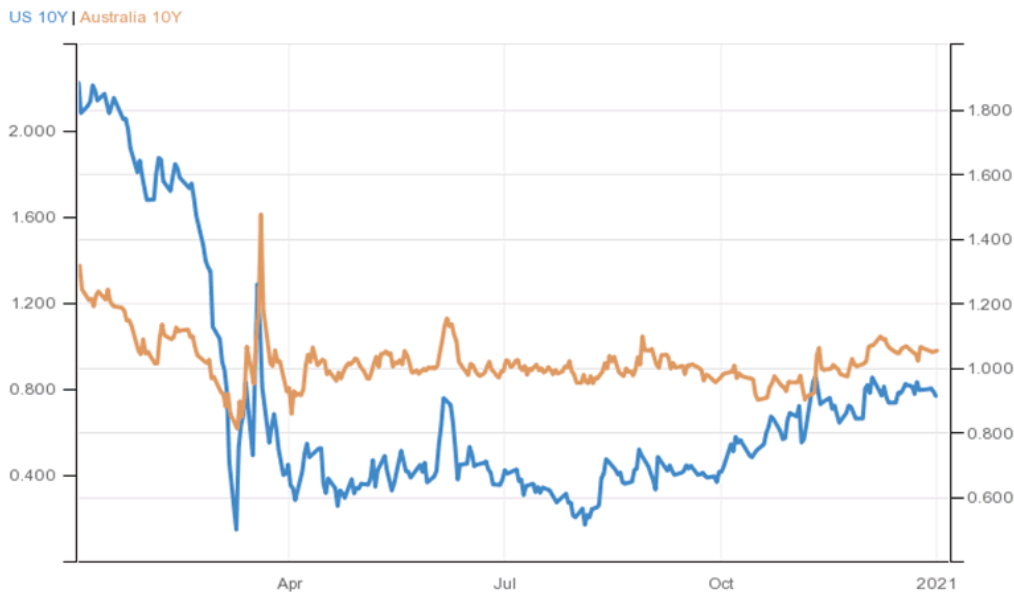
The US set the global tone, the *GDPNow* model estimate for seasonally adjusted annual real GDP growth in Q4 2020 was downgraded to 8.9% from a double-digit level previously. Markets are pricing in a very rapid US recovery, returning markets to records faster than other countries. But COVID-19 infections and deaths now are still accelerating in most countries, including US. The poor current data was ignored by markets concentrating on excellent vaccine trials.

The larger second wave is a substantial threat to Europe's Q4 report, and 2021 sees USA expected to follow Europe into lockdowns.

The ASX200 returned +1.2%, following the global lead as the US election result was celebrated by stockmarkets. The markets were encouraged by the successes of vaccine trials. Smallcaps added +2.8% for a solid +9.2% in 2020, a healthy leading indicator. The strongest gains came from a combination of technology and energy. **Stocks are approaching their January record**, and are positive over the year when dividends are included.

## Fixed Interest Outlook

**US GDP looks like closing just under flat, based on annualised Q4 estimates now in double digits (2½%+).** US bond markets continue to weaken, with 10-year Treasuries almost touching 1% after severe losses since August:



**Australian yields have been very flat** through the COVID era, not responding materially in either direction to economic data or stockmarket movements.

While **the RBA has enacted bond-friendly policy through CY20, this has largely just offset weaker global leads.** Financial markets are pricing for a global economy now in the strong recovery phase of the economic cycle. The risks of a Biden Administration legalising debt monetisation would increase significantly if they win both Georgia senators' runoff elections.

**Meanwhile, the RBA is now guiding "at least 3 years" of zero interest rate policy.** There is no sign that negative rate policy is considered; instead the most adjustable policy instrument is the size of quantitative easing. By the December meeting, the RBA had purchased \$19bn of government debt.

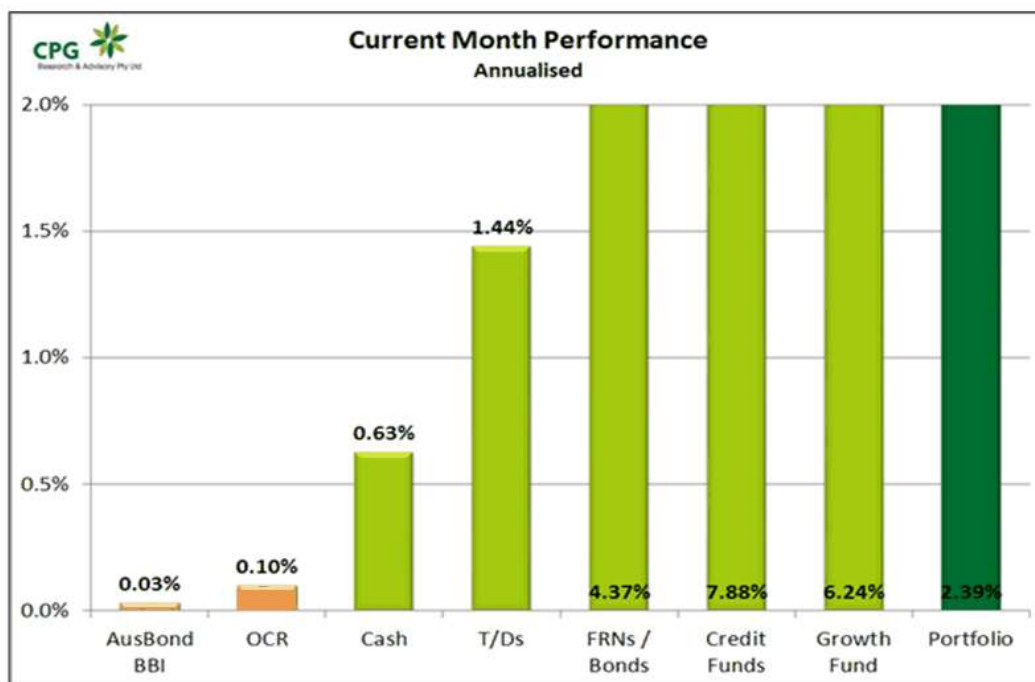
Lost in the rage over the US election, challenges and recriminations is the *Federal Reserve Act*. The Democrats have the opportunity to control the presidency plus both Houses of Congress, and given their widespread support for Modern Monetary Theory there could be changes to open the door to full debt monetisation ("money printing").

Two victories in the Senate runoff election would bring Democrat control of the Senate. More broadly, **the end of gridlock would likely result in more inflationary and creditor-unfriendly policies.**

## Conclusions and Returns - Accrual

Actual	1 month	3 months	6 months	FYTD	CYTD	1 year	2 years	3 years	4 years	5 years	6 years	7 years	8 years
Official Cash Rate	0.01%	0.04%	0.10%	0.10%	0.11%	0.11%	0.73%	0.99%	1.12%	1.24%	1.38%	1.54%	1.69%
AusBond Bank Bill Index	0.02%	0.02%	0.05%	0.05%	0.17%	0.17%	0.91%	1.26%	1.38%	1.52%	1.66%	1.80%	1.93%
Council Cash	0.05%	0.17%	0.36%	0.36%	0.80%	0.80%	1.25%	1.51%	1.65%	1.84%	2.01%	2.21%	2.38%
Council T/Ds	0.12%	0.19%	0.84%	0.84%	1.94%	1.94%	2.36%	2.58%	2.75%	2.92%	3.10%	3.31%	3.57%
Council FRNs / Bonds	0.36%	0.69%	0.98%	0.98%	1.80%	1.80%	2.20%	2.54%	2.64%	2.76%	2.93%	3.18%	3.61%
Council Credit Funds	0.64%	2.18%	3.69%	3.69%	0.81%	0.81%	2.97%	2.08%	2.75%	3.60%	3.19%	3.31%	3.78%
Council Growth Funds	0.51%	5.87%	8.81%	8.81%	3.44%	3.44%	10.48%	6.85%	-	-	-	-	-
Council Total Portfolio	0.20%	0.74%	1.27%	1.27%	1.93%	1.93%	2.65%	2.71%	2.84%	2.95%	3.08%	3.12%	3.56%
Annualised	1 month	3 months	6 months	FYTD	CYTD	1 year	2 years	3 years	4 years	5 years	6 years	7 years	8 years
Official Cash Rate	0.10%	0.15%	0.20%	0.20%	0.11%	0.11%	0.73%	0.99%	1.12%	1.24%	1.38%	1.54%	1.69%
AusBond Bank Bill Index	0.03%	0.08%	0.09%	0.09%	0.17%	0.17%	0.91%	1.26%	1.38%	1.52%	1.66%	1.80%	1.93%
Council Cash	0.63%	0.69%	0.71%	0.71%	0.80%	0.80%	1.25%	1.51%	1.65%	1.84%	2.01%	2.21%	2.38%
Council T/Ds	1.44%	1.50%	1.68%	1.68%	1.94%	1.94%	2.36%	2.58%	2.75%	2.92%	3.10%	3.31%	3.57%
Council FRNs / Bonds	4.37%	2.77%	1.91%	1.91%	1.80%	1.80%	2.20%	2.54%	2.64%	2.76%	2.93%	3.18%	3.61%
Council Credit Funds	7.88%	8.99%	7.47%	7.47%	0.81%	0.81%	2.97%	2.08%	2.75%	3.60%	3.19%	3.31%	3.78%
Council Growth Funds	6.24%	25.45%	18.12%	18.12%	3.44%	3.44%	10.48%	6.85%	-	-	-	-	-
Council Total Portfolio	2.39%	3.00%	2.53%	2.53%	1.93%	1.93%	2.65%	2.71%	2.84%	2.95%	3.08%	3.12%	3.56%

The Investment portfolio returned an excellent +20bp (+2.39% annualised) in December, significantly outperforming the benchmark AusBond Bank Bill Index (+0.03% p.a.). This reflects a positive contribution from growth assets. They are calculated on an accruals basis – management accounts will mark the bank FRNs broadly flat.



**Longer dated deposits at very attractive levels continue to support the total portfolio performance.** US stockmarket rallied strongly as traders considered the COVID-19 vaccines result optimal.

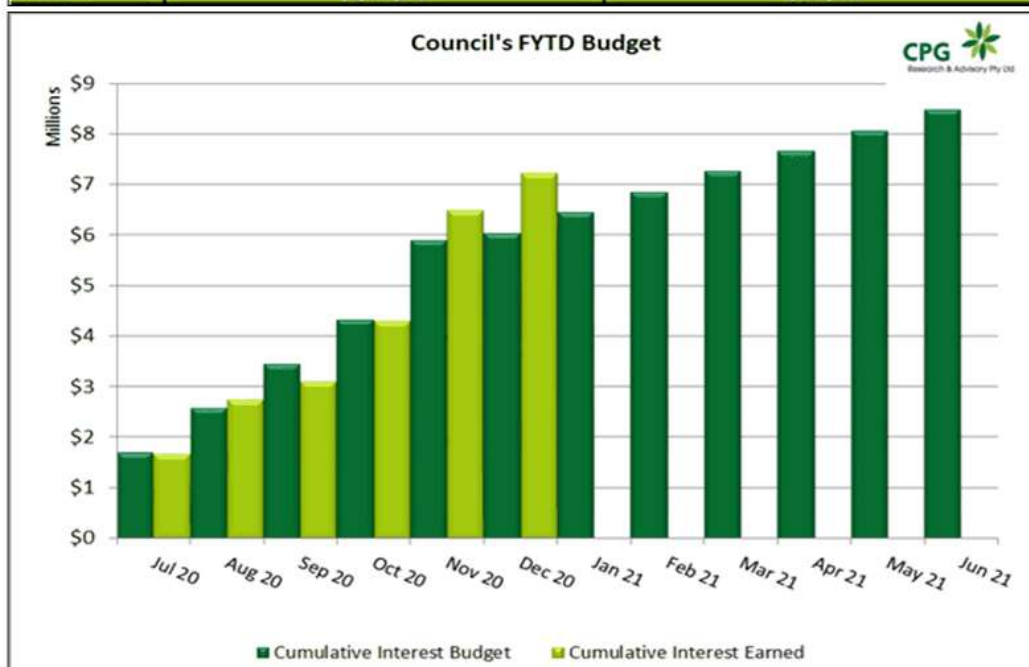
Implied volatility is plunging in global markets. Since March, moves have been relatively insignificant to overall outcomes until now, **with December again showing growth dominating** (this time to the upside).

## FYTD Budget

For December 2020, Council's actual gain on an accruals basis was \$747k, with both credit and growth funds helping. **The budget for FY21 has been revised to \$8.5M** or ~1.58% p.a. on an average balance of \$538M – this relies entirely on a stockmarket tailwind, and this has certainly occurred in the first half. Council successfully achieved its revised FY20 budget even with March's stockmarket crash and 140bp of interest rate cuts – a result that appeared impossible around the lows.

Much of this volatility comes from stockmarket contribution *via* TCorpIM – still the dominant risk, despite a small allocation. The degree of underperformance is very dependent on the Growth assets, but returns from defensive assets will also decline further. Council uplifted the FY21 budget to \$8.5M in November – given the solid returns in the month, returns are well ahead at present.

Month	Cumulative Interest Earned	Cumulative Interest Budget	Variance	Curr Month Interest Earned	Curr Month Interest Budget	Variance
Jul 2020	\$1,656,288	\$1,700,000	-\$43,712	\$1,656,288	\$1,700,000	-\$43,712
Aug 2020	\$2,744,402	\$2,575,000	\$169,402	\$1,088,114	\$875,000	\$213,114
Sep 2020	\$3,101,249	\$3,450,000	-\$348,751	\$356,847	\$875,000	-\$518,153
Oct 2020	\$4,278,072	\$4,328,827	-\$50,755	\$1,176,822	\$878,827	\$297,996
Nov 2020	\$6,471,455	\$5,898,485	\$572,970	\$2,193,383	\$1,569,658	\$623,725
Dec 2020	\$7,218,289	\$6,041,249	\$1,177,040	\$746,834	\$368,924	\$377,910
Jan 2021		\$6,447,867			\$406,618	
Feb 2021		\$6,854,485			\$406,618	
Mar 2021		\$7,261,103			\$406,618	
Apr 2021		\$7,667,720			\$406,618	
May 2021		\$8,074,338			\$406,618	
Jun 2021		\$8,480,956			\$406,618	





## COVID-19: Summary & Portfolio Impact

*The market impact of COVID-19 has already passed through three distinct stages:*

- 1. A recurrence of SARS in China, potentially affecting China-related trade (education, tourism, manufacturing supply chain)*
- 2. A multi-national outbreak, raising the prospect of more widespread trade and travel interruptions*
- 3. Global lockdown and mass unemployment, likely to last for 4-8 weeks*

**Stage 4: Reopening and Recovery have now peaked.** Much of the world is now in **Stage 5: Relapse**, likely to extend over the following 6 months. And then follows **Stage 6: Vaccination and Eradication**, probably in 2H21.

**Efforts to minimise financial system distress have been very effective**, with US stocks and financial credit very strong. Major bank senior credit is slightly wider to around +33bp for 5-year securities. **The \$A traded to a multi-year high in December, and had already been falling before COVID-19 due to the 2019 drought.** Other risk markets such as high yield and credit derivatives are also back to pre-COVID levels, or very nearly there.

Governments around the world have extended extraordinary policy support to March, now phasing out over two additional quarters. Other stimulus measures such as Term Funding Facility have expanded, and the rate cut – **this is having an adverse effect on deposit and FRN yields**, as banks replace other funding sources and increase their interest margins to offset bad debt losses.

**The depression is much shallower than earlier forecasts, although in many countries the recovery is expected to be more U-shaped than the previous V-shaped rebound forecasts.**

Specific to December, we saw the following moves:

- The iTraxx Australia index of investment-grade credit traded to 57bp (-2bp tighter).
- Major bank 5-year spreads were slightly wider, but very near post-GFC tight
- The MSCI World gained +3.51% in local currency.
- The ASX200 index gained +1.21%.
- Australian 10-year bond yields were +7bp higher at 97bp, while US bonds traded to 93bp (+9bp).

### **TCorplIM Growth Fund**

The US S&P500, Dow Jones and NASDAQ gained +3.8%, +3.4% and +5.7% respectively.

The Long-Term Growth Fund gained +0.51% in December, underperforming the peer group during the month on appreciating \$A. Like other asset classes, it is showing positive returns over the year.

### **Credit Fund - First Sentier (formerly CFS)**

The First Sentier Wholesale Global Credit Income Fund returned +0.64% (net actual) in December, well clear of the previous highwater mark set early in 2020. Both deposits and domestic bank FRNs are now showing extremely weak prospective returns – even at issue.

When the TFF rolls off, we expect Financial credit to cost more. But that's years away.



### FRNs

FRNs were broadly flat in the half. Collectively, FRNs have long since regained all losses since the COVID-19 crash and generated exceptional profits.

Senior major FRN spreads were slightly wider, after rallying to very overbought levels.

Trading liquidity has improved in the smaller institutions, and BBB ADI paper rallied even more.

### Term Deposits

The primary impact on COVID-19 on term deposits was *reinvestment after* rate cuts, given the Official Rate is just 0.1%. The RBA launched its first true quantitative easing package, and will purchase \$100bn of long bonds (including \$20bn of semi-govts).

### Cash

The portfolio has 8% at-call – this fluctuates over time. There is a substantial allocation to securities and bonds, as well as the First Sentier credit managed fund, for additional liquidity requirements. The cash & at-call accounts will be aligned to the 0.1% cash rate, and are likely to stay at that level until economy conditions improve for at least 3 years.

### Interest & Budget

By far the biggest impact of COVID-19, just as with the GFC, was the short- and long-term impact of lower interest rates. The RBA has cut rates by 1.4% since mid-2019, and much of this came during the pandemic. They have also now targeted bond yields. BBSW is around zero, and **no further cuts are possible without negative interest rates.**

As they gave forward guidance for at least 3 years, this has an enormous impact on the forward estimates of Council's income over a 4-year period, and beyond. The recent commentary from the RBA suggests they are happy with rates at 0.10% and expect them to be pegged for years.

For December 2020, Council's actual gain on an accruals basis was \$747k, contributed from credit and growth fund. Council revised its FY21 budget to around \$8.5M from \$7.5M in November.

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**FAIR**

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<b>ITEM NUMBER</b>	12.3
<b>SUBJECT</b>	FOR NOTATION: Minutes of Audit Risk and Improvement Committee Meetings
<b>REFERENCE</b>	F2020/02054 - D07785460
<b>REPORT OF</b>	Coordinator Internal Audit

**PURPOSE:**

The Audit Risk and Improvement Committee (ARIC) met on 22 October 2020 and 26 November 2020 respectively and this report provides a summary of the key discussion points of the meetings for Council's notation.

**RECOMMENDATION**

**That** Council notes the minutes of the Audit Risk and Improvement Committee meetings as provided at **Attachment 1 & 2**.

**BACKGROUND**

1. Council's Audit Risk and Improvement Committee (ARIC) comprises of members appointed by the Council. The members of the ARIC currently include two (2) Councillors and three (3) independent external members.
2. The Chief Executive Officer, Council's Auditors and other Council Director(s) and Manager(s) are invited to attend the ARIC meetings as observers. This approach is consistent with the Internal Audit Guidelines issued by the Office of Local Government (then Division of Local Government) in September 2010.
3. The ARIC meets five (5) times a year with four (4) ordinary meetings and one (1) special meeting to consider Council's audited Annual Financial Reports.
4. Under the ARIC's Charter, all meeting minutes are required to be reported to Council. This report provides both a full copy of the minutes and a summary of the key discussion points of the ARIC meetings held on 22 October 2020 and 26 November 2020.
5. The ARIC meetings are currently held remotely in compliance with Office of Local Government (OLG) guidance on attendance by Councillors and others at committee meetings during the COVID-19 pandemic.

**ISSUES/OPTIONS/CONSEQUENCES**

6. An extraordinary meeting was called by the ARIC Chairperson on 22 October 2020 for the purpose of understanding Council's financial sustainability and its risks. The topics covered included:
  - Council's Strategic Plan: 12 Month Priorities
  - Strategic and Operational Risk Management
  - Long Term Financial Plan
  - Monthly Executive Team Reporting
  - Report on Council Amalgamation 3 Years on

- Benchmarking for Improvement - City Assets & Operations Review
7. The Head of IT provided an update on ICT activities, including a status on the following matters:
    - External and internal audit actions
    - Review of ICT operational risks
    - IT infrastructure updates
    - Key applications updates
    - Cyber security status update
    - Information security program update
    - Policy updates
    - IT asset management
  8. The Executive Director Property & Place provided updates on the Parramatta Square projects which are 3PS, 4PS, 5PS & 7PS, 6PS & 8PS and the Public Domain, also a run through of the financial and related risks of each respective project.

The ARIC noted that Council at its meeting on 26 October 2020 resolved to update MPAC Charter and other governance documents with relate to the Property & Place Directorate.
  9. The Chairperson of the Major Projects Advisory Committee (MPAC) provided a quarterly update of the activities undertaken by the MPAC and its Annual Report for the year ended 30 June 2020.

The amendments to the Property Development Group (PDG) governance structure and MPAC charter were discussed, and MPAC advised they were comfortable with the amendments to the role of MPAC.

The response provided by PDG to MPAC's annual report was discussed. MPAC advised they were comfortable with the responses provided by PDG and looking forward to working on identified priority projects as and when required.
  10. The ARIC received and noted the quarterly update provided by the Project Manager Legacy Asbestos on the asbestos activities undertaken by Council.
  11. The Internal Ombudsman provided a quarterly update of the activities undertaken by the Internal Ombudsman Shared Service (IOSS). CoP's utilisation of IOSS services and engagement has increased from February to date.

The IOSS Annual Report for 2019/2020 was provided to ARIC for consideration and endorsement prior to it being presented to the IOSS Management Committee.
  12. The Audit Office briefed the ARIC on the issues listed in the final version of the Interim Management Letter and the Final Management Letter for the 2019/2020 financial audit.
  13. A progress status report of the 2020/2021 Internal Audit Program was provided to the ARIC. In consideration of the summary report of the implementation of audit recommendations, the ARIC requested for an aging analysis report to be

prepared to include external and internal audit actions with details of the issues, particularly those extreme and significant issues, and how they are being addressed.

14. In the general business item, the ARIC considered and discussed the following matters:
- a) The Chairperson will prepare the ARIC annual report to Council.
  - b) The ARIC discussed the monthly report to the Finance Committee and the quarterly budget projections.

## CONSULTATION & TIMING

### Stakeholder Consultation

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

Date	Stakeholder	Stakeholder Comment	Council Officer Response	Responsibility
9 December 2020	Risk & Audit Manager and Executive Director Corporate Services	No comment	Referred draft minutes to ARIC Chair	Risk & Audit / Corporate Services Coordinator Internal Audit
14 December 2020	Chairperson of ARIC	No comment	Referred draft minutes to ARIC	Risk & Audit / Corporate Services Coordinator Internal Audit
16 December 2020	Audit, Risk and Improvement Committee (ARIC)	Comments received from ARIC member	Comments incorporated in final draft minutes	Risk & Audit / Corporate Services Coordinator Internal Audit

### Councillor Consultation

16. The following Councillor consultation has been undertaken in relation to this matter:

Date	Councillor	Councillor Comment	Council Officer Response	Responsibility
16 December 2020	Councillor representatives on ARIC	No comment received from councillor representatives.	No further action.	Risk & Audit / Corporate Services Coordinator Internal Audit

## LEGAL IMPLICATIONS FOR COUNCIL

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

## FINANCIAL IMPLICATIONS FOR COUNCIL

18. There are no financial implications associated with this report.

Emily Tang

**Coordinator Internal Audit**

Bruce Ferguson

**Risk & Audit Manager**

Michael Tzimoulas  
**Executive Director Corporate Services**

Brett Newman  
**Chief Executive Officer**

**ATTACHMENTS:**

- |   |                   |                                     |         |
|---|-------------------|-------------------------------------|---------|
| 1 | <a href="#">↓</a> | Minutes of Meeting 22 October 2020  | 5 Pages |
| 2 | <a href="#">↓</a> | Minutes of Meeting 26 November 2020 | 5 Pages |

**REFERENCE MATERIAL**



## MINUTES

Meeting Name	Audit Risk & Improvement Committee	
Date	Thursday, 22 October 2020	Time: 6:00pm
Venue	Remote Platform – Microsoft Teams	
Chaired by	Dr Col Gellatly (Independent)	
Members	Donna Rygate (Independent) Mark McCoy (Independent) Michelle Garrard (Councillor) Sameer Pandey (Councillor)	
Attendees	<u>Council Officers:</u> Brett Newman (CEO), Michael Tzimoulas (Executive Director Corporate Services), John Warburton (Executive Director City Assets & Operations) Paul Perrett (Chief Financial Officer), Geoff King (Group Manager City Strategy), Bruce Ferguson (Risk & Audit Manager), Dayne Glinkowski (Corporate Strategy Manager) Emily Tang (Coordinator Internal Audit) <u>NSW Audit Office:</u> Nathan Carter (Director), BDO (Internal Audit Service Provider): Mark Griffiths (Partner) <u>Minute Clerk:</u> Vandana Saini	
Apology	Ali Amjad (NSW Audit Office - Audit Manager)	

### 1. Acknowledgment of Traditional Land Owners

The Chair acknowledged the traditional owners of the land of Parramatta.

### 2. Meeting Opening and Apologies

The Chair welcomed everyone to the meeting.

### 3. Declarations of Interest

There were no conflicts of interest declared at this meeting.

### 4. Corporate Strategy [Dayne Glinkowski]

ARIC noted the presentation on Council's corporate strategy for the next 12 months as presented to Council in September 2020.

Brett Newman provided an update on the Strategic Plan. The purpose of the session was to give the Committee an overview in the context of the strategy for the Council and the 12-month strategic priorities. City of Parramatta adopted its updated Delivery Program, Operational Plan and Budget 2020/21 (DPOP) in July 2020, after a one-month extension granted by the NSW Office of Local Government due to COVID-19.

Following adoption of the DPOP, Council set out to define a list of "Key Focus Areas" from the full list of DPOP Focus Areas, to ensure sufficient resource allocation in delivering the highest priority items.

This additional prioritisation was especially pertinent in the current financial year given the uncertain COVID-19 impacts on Council's budget.

The ARIC were further advised that:

- The aim is to connect the strategic direction objectives in Council. One of the key objective is to improve community and customer satisfaction. The objectives are defined and measured by improving the key service measures contained in the DPOP and by delivering key services in major projects.
- The Council need to improve the brand awareness, community and public perception of Council and deliver our services.
- Council identify external and internal challenges that it will face in the next 12 months.
- The Council has identified opportunities that will come with the delivery of the key objectives.
- The Strategic Plan identifies what the organisation needs to do to achieve its priorities and strategic objectives.
- The Strategic Plan also identifies Quick Wins that were extracted from the Councillor Strategy Day session held in November last year. The Quick Wins are listed with a timeline of their progress.
- The Strategic Plan covers a 12-month period as it is final year of the current councillors' term and therefore the focus Council management is to deliver on the plan. This includes key projects which need to be accelerated and delivered.

#### **5. Strategic and Operational Risk Management [Bruce Ferguson]**

ARIC received and noted the report submitted by Bruce Ferguson, Risk and Audit Manager regarding current status of Strategic and Operational risk management in Council.

Bruce Ferguson informed ARIC that Strategic risks are now reviewed on a monthly basis by the Executive Team.

Recently, the Strategic Risk Register was expanded to recognise recurrent themes from operational risk registers. The Risk & Audit Team has engaged with individual units to aid them to develop their operational risk registers. As registers are developed, they are reviewed by Risk & Audit to ensure that the risks are expressed logically, and that the mitigation strategies are appropriate to the risk. Feedback is given to the business unit and adjustments made accordingly. This initial development phase is virtually complete, with only two remaining business units in the process of finalising their initial registers.

Between now and the end of 2020, Risk and Audit will be engaging with individual business units to review and enhance their operational risk registers to ensure that mitigation strategies remain appropriate and robust and to note any new and emerging risks that require attention. Concurrently with this activity, Executive Directors will be reviewing the operational risk registers for their directorate and providing strategic input to those risks.

Michael Tzimoulas added that the organisation is immature in its view of risk management and there is significant amount of work culturally to be done and realised how important it is to maintain the operational risk registers.

## 6. Long Term Financial Plan [Paul Perrett]

Paul Perrett presented the Long Term Financial Plan (LTFP).

ARIC were advised that:

- The LTFP assists Council to deliver the Community Strategic Plan in a financially sustainable manner and is reviewed regularly to maintain alignment with Council's Strategic Plan.
- The key assumptions made for the next 4-6 years have been listed in the Plan. All figures in the LTFP are in nominal dollars, assuming an average CPI of 2.5%.

The CFO advised that in future the real time numbers will be presented with sensitivity analysis, as opposed to the CPI assumption currently used.

- Funding Opportunities for Council to close the net funding gap are
  - Special Rate Variation
  - Undertake a review of existing Council service offerings and prioritise these against the needs of the proposed CBD and non-CBD programs with a view to reducing some service offerings
  - Explore state and federal funding options
  - Explore utilisation of Internal Reserves
  - Review and reassess capital expenditure program

## 7. Monthly Executive Team Reporting [Michael Tzimoulas]

Michael Tzimoulas gave a presentation on Corporate Service Report that is also presented to the Executive Team (ET) on a monthly basis.

The key points that are presented are:

- Breakdown of workforce between permanent, contractors and casual staff
- The introduction of a CEO review process for all new hires with full justification of why that role is required. Future goal is to only have the vacant positions that are needed and reviewed quarterly within the next 12 months.
- Excess Leave is closely monitored. categorised under Annual Leave, Time in Lieu, Sick Leave and Long Service Leave.
- The Industrial Relation and Safety Matrix is discussed.
- The financial performance of the Council focussing on unrestricted reserve, capital expenditure, annual leave provision, employee provision etc.
- Outstanding Council Resolutions, Outstanding Policies, Workshops/Briefing Outcomes, Strategic Risks, Operational Risks, Outstanding Audit actions, ICT KPI'S and more

Further, an IOSS report is presented quarterly. The process of recruiting a new Internal Ombudsman is underway.  
Quarterly performance reporting will include operating performance and will be presented to the Council and ARIC.

## 8. Report on Council Amalgamation 3 Years on

Geoff King presented a report on Council Amalgamation.

The key highlights were:

- Implications and timing of amalgamation
  - During the period of Administration (12 May 2016 to 9 September 2017 - 15 months)
  - 3 key outcomes identified at the outset – uninterrupted services, deliver early merger benefits, build a strong best practice governance Council
  - Demographic and geographic changes
  - New City of Parramatta – formed from parts of 5 Councils
  - Increase in population
  - Diversity of the population
  - Housing tenure
  - Education
  - SEIFA - index of relative socio-economic disadvantage
- Community Strategic Plan and DPOP Development  
A new Community Strategic Plan was endorsed by the new Council in 2018. The plan identifies City priorities and aspirations for the next 20 years, and provides a roadmap for how we will get there.
- Services and Community Satisfaction  
Department of Premier and Cabinet (DPC) delivered a Community Satisfaction Survey amongst newly established councils in NSW in 2016. The survey aimed to produce data that will assist new councils in measuring success of implementation.
- Harmonisation
  - Services – continuity and improvement
  - Land use planning
  - Rates
- Covid and postponement of Government Elections  
Minister for Local Government published orders under section 318B of the Local Government Act 1993 (the Act) postponing the next ordinary local government elections in response to the COVID-19 pandemic.
- Where to Next
  - Review and update of Community Strategic Plan (CSP) 2018-2038
  - Council to endorse final CSP and DPOP by June 2022

Note: Deputy Lord Mayor retired from the meeting at 7:55pm after the discussion of Agenda Item no 4.

## 9. Benchmarking for Improvement [John Warburton]

John Warburton provided a presentation on Benchmarking for Improvement, City Assets & Operations Review.

The key points of the presentation were:

- What areas to be reviewed
  - City Assets and Environment
  - City Operations
- Scope
  - Process, Procedure and Policy
  - Performance Management
  - Organisational Design
  - Improvements in the delivery of services
- Expected benefits of the review
  - Viable improvements in the delivery of services
  - Cost savings
  - Efficiency targets to improve standard cost per service
  - Appropriate KPI/measurement systems to track and manage performance
  - Improvements to organisational structure to increase efficiency
  - Improvements in the procurement process that could save money and reduce procurement risk
  - Improvements in the procurement and management of outsourced service contracts
- Timeline
  - Phase 1 information gathering 3 months – report February 2021
  - Phase 2 analysis and recommendations
  - Final report March 2021

The Chair thanked ARIC members and staff in adding value to the meeting.

The Chair declared the meeting closed at 8:15pm



## MINUTES

Meeting Name	Audit Risk & Improvement Committee	
Date	Thursday, 30 November 2020	Time: 6:02pm
Venue	MS Teams (remote)	
Chaired by	Dr Col Gellatly (Independent)	
Members	Mark McCoy (Independent) Donna Rygate (Independent) Michelle Garrard (Councillor)	
Attendees	<u>Council Officers:</u> Brett Newman (Chief Executive Officer) Bryan Hynes (Executive Director, Property & Place) Michael Tzimoulas (Executive Director, Corporate Services) Paul Perrett (Chief Financial Officer) Mark Rugless (ICT Chief) Bruce Ferguson (Risk & Audit Manager) Emily Tang (Coordinator Audit & Risk) <u>NSW Audit Office:</u> Nathan Carter (Director) Ali Amjad (Audit Manager) BDO (Internal Audit Service Provider): Mark Griffiths (Partner) IOSS: Elizabeth Renneberg (Acting Internal Ombudsman)	
Minute Clerk	Patricia Krzeminski	
Apology	Councillor Pandey	

### 1. Acknowledgment of Traditional Land Owners

The Chair acknowledged the traditional owners of the land of Parramatta.

### 2. Meeting Opening and Apology

The Committee noted an apology received from Councillor Pandey.

### 3. Declarations of Interest

There were no declarations of interest made during this meeting.

### 4. Minutes of Meetings held on 30 July and 24 September 2020

The minutes of the 30 July and 24 September ARIC Meetings were confirmed.

### 5. Matters Arising and Action Items from Minutes

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Meeting Minutes Audit Risk & Improvement Committee | Page 1 of 5

Action Item 35

ARIC will be updated after investigations are finalised.

Action Item 37

A separate ICT update was provided at the meeting. There were originally over 30 actions items, and four (4) were being addressed at this meeting. ICT confirmed that many actions had been closed, which is evidenced by the downward trend of outstanding action items reported to ET on a monthly basis. The register of external / internal audit actions will be presented to ARIC in the new year.

Action Item 39

A separate update from the Audit Office on the interim management letter was provided at the meeting.

**Actions:**

1. Pending confirmation of timeframes, all open ICT action items be closed prior to the September 2021 Local Government Elections.
2. Report the external/internal audit action register to the next ARIC Meeting.

**6. ICT Status Update**

The Committee were presented with an update on ICT action items, including a status on the following matters:

Audit Office Interim Management Letter

- Contracts and agreements management;
- Privileged user activities;
- Disaster recovery testing;
- ICT policies and procedures.

Internal Audit

- Information security classification and training.

**Actions:**

1. Review ICT risk register to:
  - identify existing controls – consequence reduction to inform the likelihood/consequence after controls are applied;
  - include a responsibility owner for each risk;
  - separate proposed treatments to identify treatments that address the problem, and treatments that address the potential consequence.
2. Provide a timeframe on the execution of the Cybersecurity Work Program.
3. Provide a report to ARIC that evidences the closure of all previously identified ICT action items.

**7. Update on Parramatta Square**

The Committee was presented an update on the status of the Parramatta Square project, with the following highlights:

3 Parramatta Square

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Meeting Minutes Audit Risk & Improvement Committee | Page 2 of 5

- Last remaining floors of 3PS are being completed.
- Retail fit out is complete and open to trade, except for the lobby café.

#### 4 Parramatta Square

- Retail has started trading with the remaining to open in December 2020.

#### 5&7 Parramatta Square

- Excavation is complete, and currently working towards the slab pour for the goods and passengers lift in the basement levels, expected to be completed within three (3) weeks.
- By end January 2021, the structure will be seen from above the public domain level.
- Latent conditions in excavation have been captured by project contingency, which is now reduced to around 50%.
- On track to be completed by March 2022, with April 2022 being the target for the opening of the remaining public domain, 5/7 Parramatta Square and 6 & 8 Parramatta Square.

#### 6 & 8 Parramatta Square

- 6PS has topped out at the 28<sup>th</sup> floor.
- Work will continue on 8PS (to achieve 55 floors).
- Fit out has commenced with some tenancy to begin occupancy in mid-2021.

#### Public Domain

- Working towards Digital Carpet.
- Meeting point and Darug Circle resolved.

#### Outstanding Items

- Sydney Water breakthrough – awaiting Transport for NSW figures from Traffic NSW to lodge a DA.

#### Recent PDG Governance / MPAC Changes

- Recent changes to PDG governance / MPAC charter.

### **8. Update on MPAC Activities**

The Committee was provided an update on MPAC activities, including:

- MPAC Annual Report to 30 June 2020;
- MPAC Quarterly Update to 30 July 2020; and
- MPAC Quarterly Update to 12 November 2020.

The recent amendments to the PDG governance structure and MPAC charter were discussed, and MPAC advised they were comfortable with the amendments to the role of MPAC, noting that the previous charter was broad in areas, and the amendments provided clarity and focus on providing independent assurance on projects.

The response provided by PDG to MPAC's annual report (to 30 June 2020) was discussed. MPAC advised they were comfortable with the responses provided by PDG and look forward to working on identified priority projects as and when required. The recent amendments to the Charter provide clarity around the need to continue with some policy review work underway, which now can be closed off, as it is now considered outside the remit of the MPAC Charter.

MPAC and PDG continue to review other projects (eg Riverside Theatres and Aquatic Leisure Centre Parramatta) through the quarterly project review meetings. PDG will continue to seek assurance from MPAC on relevant decisions prior to being reported to the Chamber for a decision.

#### **9. James Hardie Legacy Sites – Project Status Updates**

The James Hardie Legacy Sites status update was taken as read.

#### **10. Internal Ombudsman Shared Service**

An update on the Internal Ombudsman Shared Service was provided by the IOSS, and the following highlights were noted:

- CoP's utilisation of services and engagement has increased from February to date, currently sitting at 25%;
- CoP has seen an increase in complex complaints;
- the IOSS share responses to investigations between the three Councils to assist with inquiries;
- IOSS have commenced working from Depots to develop further staff engagement;
- in relation to Action Item 35, the final report was completed in June 2020, making 19 findings and 10 recommendations. The CEO accepted all findings and recommendations, recommending a number of Code of Conduct investigations. These have been finalised with further recommendations provided. The CEO have accepted these additional recommendations;
- The IOSS governance charter has been approved by the Management Committee and is available across three websites;

**Action:**

CEO to brief ARIC Chair on the Code of Conduct matter.

#### **11. Update from Audit Office**

The Audit Office provided an update on the interim and final management letters.

**Action:**

Audit Office to validate the signoff process for Monthly Reconciliation Processes (Interim Management Letter - Issue 2)

#### **12. Report of Internal Audit Activities**

The Committee discussed the report of the Internal Audit Activities.

**Actions:**

Aging Analysis report to be updated to include external and internal audit actions and provide ARIC with the detail on what the issues are, particularly extreme and significant items, and how the issues are being addressed.

The Committee expressed their thanks and appreciation of Emily Tang for her efforts and support of the ARIC over many years and wish her all the best in her retirement.

### 13. General Business

#### ARIC Annual Report

The Chair advised that the ARIC Annual Report is being drafted and will be sent to the Committee before the end of 2020.

#### Finance Committee / Quarterly Projection Reports

The Committee discussed the report to the Finance Committee and quarterly projections.

**Action:**

Provide Finance Committee and quarterly projection reports to each ARIC Meeting.

Next Meeting: 25 February 2021

Meeting Closed: 8:07pm

**FAIR**


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<b>ITEM NUMBER</b>	12.4
<b>SUBJECT</b>	FOR NOTATION: Minutes of the Aboriginal and Torres Strait Islander Advisory Committee Meetings
<b>REFERENCE</b>	F2017/00358 - D07792717
<b>REPORT OF</b>	Community Capacity Building Officer

**PURPOSE:**

The Aboriginal and Torres Strait Islander Advisory Committee met on 22 September and 27 October 2020. This report provides a precis of the minutes of these meetings.

**RECOMMENDATION**

**That** Council note the minutes of the Aboriginal and Torres Strait Islander Advisory Committee Meetings held on 22 September and 27 October 2020.

**BACKGROUND**

1. Council's Aboriginal and Torres Strait Islander Advisory Committee meets monthly (February-November) and comprises 10 members.
2. Due to the COVID-19 pandemic, all Council Advisory Committee meetings were cancelled from March 2020 until August 2020. However, due to strong interest from members to continue delivering the functions of the Committee, approval was sought to reconvene meeting remotely in June 2020. Remote meetings are continuing each month.
3. The Committee met virtually on 22 September and 27 October 2020. The minutes of these meetings can be found at Attachment 1 and Attachment 2.

**ISSUES/OPTIONS/CONSEQUENCES**

4. The below provides a summary of the main issues discussed at the meetings.

**River Foreshore Strategy**

5. At the request of the Committee, the City Design team provided an update on the progress of implementation of the River Foreshore Strategy. Endorsed in 2015, the Strategy presents a long-term vision for a green, connected and activated river corridor. The update covered public domain works, advocacy and coordination priorities, capital works priorities, current capital projects (Parramatta Quay and Charles Street Square) and the draft Art and Interpretation Plan for the City Centre.
  6. In relation to current capital projects, Council Officers advised that it is intended that Parramatta Quay and Charles Street Square will provide a positive arrival experience to the City from the river. Stage 2 consultation for these projects was soon to be launched, including site interpretation with Dharug community representatives.
  7. Officers reported that a public artwork for Charles Street Square was commissioned in 2014 will comprise an Arthur Phillip Memorial Statue and corresponding digital projection. It was noted that a consultation process with the Dharug community is forthcoming to identify images and stories for
-

projection. The Committee responded with significant concern to the planned artwork. Members stressed that given contemporary debates, Council should not be installing memorials to colonial figures in present times and that an alternative person or event should be commemorated through this artwork to convey the true history of the Parramatta River. The artwork is an opportunity to teach children and others about the truth of historical events and people in the local area.

8. Council Officers noted the comments and indicated that the statue of Governor Arthur Phillip was commissioned several years ago. They expressed their understanding that the artist is seeking to reference current debates by placing Governor Philip in a seated position, separated from the plinth on which he would have once stood, and in conversation with the digital platform which will project stories and images to add a layer of truth telling. The forthcoming consultation with the Dharug community will be critical to understanding whether this approach can be embraced, particularly in consideration of the change in community views since the time this work was commissioned. Council Officers indicated that they would report back to the Committee on this matter.
9. Officers noted plans to establish a First Nations Walk in 2021. A Dharug Working Group will be set up to identify and agree on sites and stories to be represented.
10. The Committee acknowledged the extensive and varied use of Indigenous plants by Aboriginal people and requested that appropriate recognition of this traditional knowledge be given to this in the Parramatta Foreshore plans, as has been the case in sites such as Barangaroo.

### **National First Nations Science Centre**

11. Council Officers advised the Committee that the Museum of Applied Arts & Sciences (MAAS) had dedicated resources to the National First Nations Science Centre, specifically to engage a consultant to build on its operational framework and identify options for sustainable funding. MAAS also provided resources to employ a senior First Nations Project Officer, focused on governance models and protocols to protect Indigenous intellectual and cultural property rights – to store, collect and maintain traditional knowledge with the free and prior informed consent of traditional owners. The Committee indicated that they would like to invite the Project Officer to a meeting in the future.

### **Cultural Safety**

12. In the context of reporting back on a meeting with the architects and team behind the Westmead Children's Hospital Stage 2 Redevelopment, Committee members noted the quality of their experience with that multiyear engagement process. The Committee stressed the importance of cultural safety in working with First Nations communities and noted that this is something the City of Parramatta could explore to improve approaches to community engagement. It was highlighted that what is sometimes perceived as a bureaucratic process for staff is often an intensely personal experience for First Nations participants in consultation processes.
13. Mention was made of the extensive work currently being undertaken by the NSW State Government on cultural safety and in the engagement of Aboriginal people and communities. In this regard, it was suggested that Council could explore this work to consider what may be applicable at City of Parramatta.

## Community Engagement Strategy

14. The Community Engagement team briefed the Committee on the IAP2 (International Association of Public Participation Spectrum) Framework. IAP2 is an international standard that assists to set community expectations regarding what level of influence participants may have on a project and what feedback they can expect to receive when participating in an engagement process. It was noted that Committee members can expect to have this level of understanding when Council staff engage with them on projects.

## Language and Truth Telling

15. The Committee discussed the language choices used in a City of Parramatta Infographic on First Peoples residing in the City of Parramatta. While members accepted Officers' explanations regarding the use of particular words, they noted that language choices carry implications for truth telling. It was stressed that careful consideration of word choice and meaning is important, as without truth in Reconciliation, First Nations people cannot begin to heal.
16. Members also expressed their dismay that, as noted in the infographic, Silverwater has the highest proportion of First Peoples of any suburb in the LGA due to the over-representation of First Peoples in Silverwater Correctional Complex (8.7% of Silverwater identifies as First Peoples, representing 21% of Parramatta's total First Peoples population).

## Aboriginal Deaths in Custody

17. The Committee referred to the latest (in its view, 'unnecessary') death of an Aboriginal man in custody, which occurred at the John Moroney Correctional Centre, and to the charging of a Northern Territory police officer over the shooting death on an Aboriginal teenager at Yuendumu.
18. The Committee reiterated its longstanding concern regarding the ongoing issue of Aboriginal deaths in custody, and the lack of any strong action being taken to prevent such deaths.

## CONSULTATION & TIMING

### Stakeholder Consultation

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

Date	Stakeholder	Stakeholder Comment	Council Officer Response	Responsibility
24 November 2020	Aboriginal and Torres Strait Islander Advisory Committee	Minutes of this meeting will be presented to a future Council meeting.	N/A	N/A

### Councillor Consultation

20. The following Councillor consultation has been undertaken in relation to this matter:

Date	Councillor	Councillor Comment	Council Officer Response	Responsibility
22 September 2020	Councillor Phil Bradley	The minutes reflect Councillor Bradley's participation in the Advisory Committee meetings	N/A	N/A

## LEGAL IMPLICATIONS FOR COUNCIL

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

## FINANCIAL IMPLICATIONS FOR COUNCIL

22. Costs associated with activities referred to in this report are funded within existing budgets. There are no further financial implications of this report.

Tarina Rubis

**Community Capacity Building Officer**

Rodrigo Gutierrez

**Community Capacity Building Manager**

David Moutou

**Group Manager Social and Community Services**

Paul Perrett

**Chief Financial Officer**

Jon Greig

**Executive Director Community Services**

Brett Newman

**Chief Executive Officer**

## **ATTACHMENTS:**

- |   |   |         |
|---|---|---------|
| 1 | Minutes of the Aboriginal and Torres Strait Islander Advisory Committee meeting - 22 September 2020 | 8 Pages |
| 2 | Minutes of the Aboriginal and Torres Strait Islander Advisory Committee meeting - 27 October 2020   | 5 Pages |

## REFERENCE MATERIAL



## MINUTES

Meeting Name	Aboriginal & Torres Strait Islander Advisory Committee	F2017/00358
Date	Tuesday 22 September 2020 (DRAFT MINUTES)	Time 6.02pm
Venue	Remote - Zoom	
Participants	John Robertson Donna-Lee Astill Kody Boney Doug Desjardines Lynette Leerson OAM Phil Russo OAM Mick Scarcella Elizabeth Sheppard Kathleen Summers	
Present	COUNCILLORS (CITY OF PARRAMATTA) Councillor Phil Bradley  STAFF (CITY OF PARRAMATTA) Kim Bazeley (Senior Design Manager, City Design) Callantha Brigham (City Transformation Manager, City Design) Adam Fowler (Team Leader City Transformation, City Design) Paul Graham (Senior Project Manager, Cultural Strategy, City Design) David Moutou (Group Manager Social and Community Services) Stephen Pearson (Committee Clerk) Tarina Rubis (Community Capacity Building Officer) Phillip Scott (Community Capacity Building Manager) Kelly Van Der Zanden (Group Manager City Design)	
Moderated by	Tarina Rubis (Convenor)	

1. Confirming Access to Zoom with participants
2. Welcome and Acknowledgement of the Traditional Custodians – The Darug People

Tarina Rubis welcomed everyone to the meeting.

Tarina Rubis made an Acknowledgement of Country, recognising that participants may be coming to the meeting from different lands but that the land upon which the meeting is usually held is Burramattagal and she paid her respects to Darug Elders past, present and emerging, and to Aboriginal and Torres Strait Islander members of the Committee.

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### 3. Introductions and Apologies

A brief introduction of all attendees was held.

#### RESOLUTION (Sheppard/Summers)

That the apologies received from Committee Member Bruce Gale and from staff member Steven Ross, Community Capacity Building Officer – First Peoples Engagement and Strategy, be received and accepted.

#### RESOLUTION FROM ATSI ADVISORY COMMITTEE MEETING 25 AUGUST 2020 (Sheppard/Summers)

That the apologies received from Committee Member Doug Desjardines and from staff member Steven Ross, Community Capacity Building Officer – First Peoples Engagement and Strategy, be received and accepted.

### 4. Conflict of Interest Declarations

Nil

### 5. City Transformation Team – an update on the River Foreshore Strategy

#### Guest Speakers:

Kelly Van Der Zanden (Group Manager City Design)

Callantha Brigham (City Transformation Manager, City Design)

Adam Fowler (Team Leader City Transformation, City Design)

Paul Graham (Senior Project Manager, Cultural Strategy, City Design)

Kim Bazeley (Senior Design Manager, City Design)

City of Parramatta staff Kelly Van Der Zanden, Callantha Brigham, Adam Fowler, Paul Graham and Kim Bazeley joined the meeting for this item.

As previously requested by the Committee, Callantha provided an update on the progress of implementing the Parramatta River Foreshore Strategy.

She indicated that Council first endorsed the Strategy in 2015 as a long-term vision for a green connected and activated river corridor supporting a thriving City Centre. The Strategy relates to the stretch of Parramatta River from Rings Bridge in the west, at the gateway to Parramatta Park, to Gas Works Bridge in the east, just beyond the ferry wharf.

Callantha said that the Strategy considers building interfaces, public spaces and a range of other site-specific issues. The Long-Term Master Plan comprises over \$200 million of public domain works with the City River Program setting a 6-10 year Program of Works.

Callantha outlined the current Advocacy and Coordination Priorities (Riverside Theatre, 12-14 Phillip Street, Powerhouse Parramatta, Other Private Development Sites, Parramatta Light Rail and Parramatta Wharf) and the current Capital Works Priorities (Old Kings Foreshore, Weir Crossing, Charles Street Square and Escarpment Boardwalk).

Adam addressed the Committee in respect of the current Capital Projects being Parramatta Quay and Charles Street Square. Adam indicated that completion of these projects will provide a great arrival experience into the City and that it will draw people to the river's edge. It will also serve as a great connection between the river level and the city's streets.

Adam advised that Stage 2 consultation is about to be launched for these projects which will include site interpretation with Darug community representatives. He expects that construction will take place from mid-2021 to mid-2022.

Adam then spoke about the Charles Street Square Public Artwork, which was commissioned in 2014, being an Arthur Phillip Memorial Statue and a corresponding Digital Projection. He noted that a consultation process with the Darug community will be forthcoming to identify images and stories for projection.

Paul Graham then addressed the Committee regarding the Art and Interpretation Plan for the City Centre, which is aimed at capturing the cultural identity of the City. The Plan provides a coordinated and planned approach to capturing the cultural identity of the City. It describes what we should be doing and where we should be doing it.

Paul spoke about the work carried out to date which has included preliminary engagement and preparation of a Draft Plan. Paul indicated that the next steps are to present the Draft Plan to Council, then proceed with public exhibition and engagement workshops, including with the Aboriginal and Torres Strait Islander Advisory Committee and the Heritage Advisory Committee.

Paul also said that there are plans next year to establish a First Nations Walk. This will involve establishing a Darug working group, identifying/agreeing on sites/stories to be represented (storyboarding) and examining the role of existing works including the Jamie Eastwood work.

The City Transformation Team then invited any questions/comments from Committee members.

The following matters were raised by members:

- Aboriginal Procurement Policy and Supply Nation

It was questioned as to whether Council has an Aboriginal Procurement Policy in place and as to whether it uses Supply Nation to identify suppliers. It was also considered that Council should only use organisations for procurement that have a Reconciliation Action Plan (RAP).

Council staff indicated that whilst Council has no specific and separate Aboriginal Procurement Policy, there are various references in Councils Reconciliation Action Plan (RAP) to promotion of social procurement opportunities to Aboriginal and Torres Strait Islander businesses.

It was further advised that Council's procurement policy does support use of Supply Nation in non-tender based procurement but that selection criteria prioritise 'locally based' suppliers rather than specific reference to Aboriginal businesses. However, there are also some opportunities for tender registration on Tenderlink.

- Gathering Place

It was questioned as to whether the reference to the Gathering Place in one of the presentation slides is the actual name that has been given to the place in Parramatta Square, noting that the same name has been given to a Gathering Place within the Westmead Hospital Redevelopment, also in the Parramatta LGA.

Council staff were of the view that the name is only a descriptive working title given to the site at Parramatta Square. However, Paul Graham advised that he clarify as to whether the name is the title of the work or also refers to the place.

- Aboriginal Planning & Design

It was questioned as to whether Aboriginal & Torres Strait Islander people are involved in the planning and design work for these projects.

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3

Council staff indicated that the briefs, when issued, could specify that submissions from Aboriginal & Torres Strait Islander people would be encouraged.

- Charles Street Square Public Artwork

The Committee referred to the statue of Governor Arthur Phillip and considered that an alternative person/event should be commemorated which tells the true story of what happened on the Parramatta River (such as recognising Pemulwuy who is noted for his resistance to the European settlement of Australia). Members stressed that given contemporary debates, Council should not be installing memorials to colonial figures in present times.

The Committee referred to the history of Parramatta and the fact that there was a battle, with warriors going through the city trying to retain their rights to the land. It was pointed out that Parramatta has a proven history of habitation by Aboriginal people and was a critical meeting place, being at the junction of Darling Mills Creek and the Parramatta River.

The Committee considered these aspects as being very important and should be represented in artworks along the river so as to present the true history that needs to be told. In this regard, it was suggested to imagine a series of stations being set up in various places to teach schoolchildren and others about historical events and people.

Council staff noted the comments and indicated that the statue of Governor Arthur Phillip was commissioned several years ago. They expressed their understanding that the artist is seeking to reference current debates by placing Governor Philip in a seated position, separated from the plinth on which he would have once stood, and in conversation with the digital platform which will project stories and images to add a layer of truth telling. The forthcoming consultation with the Darug community will be critical to understand whether they can embrace this approach, particularly in light of the change in community views since the time this work was commissioned.

The Committee wishes to seek the views of the Darug people on the proposed artworks.

Council staff indicated that they would report back to the Committee on this matter at its November meeting.

- Use of Indigenous Plants

The Committee referred to the extensive and varied use of Indigenous plants by Aboriginal people and asked if appropriate recognition of traditional knowledge can be given to this in the Parramatta River Foreshore plans, as has been the case in sites such as Barangaroo.

Council staff indicated that they intend to explore this in workshops with the Darug community.

Mick Scarcella mentioned that similar work has been undertaken during landscaping works at The Children's Hospital at Westmead. He advised that he can pass on details of the appropriate contacts should Council staff wish to liaise with the Children's Hospital team.

- Weaving

The Committee suggested that Council staff consult with Aunty Julie to incorporate weaving in proposed artworks, as weaving has been used as a traditional method to create tools, baskets, fishing nets and skin cloaks for warmth for centuries.

- Museum of Applied Arts and Sciences (MAAS)

The Committee asked whether it will be given the opportunity to comment on the proposed MAAS project.

Council staff indicated that the Museum is being delivered by the NSW State Government and that Council can provide feedback through its public exhibition processes. It was pointed out that Council has already made a submission to the Government asking for further consideration to be given to the design elements. The submission stressed that Aboriginal design elements need much more attention.

- Recreational Swimming in Parramatta River

The Committee sought an update on the proposal for recreational swimming in Parramatta River in the section between Lennox Bridge and Barry Wilde Bridge.

Council staff indicated that there were plans for a multi-functional river square incorporating recreational swimming at this location, but due to the proposed MAAS development, Council's plans for the site are not progressing in the way that was originally thought. However, the proposal for swimming in the river corridor has been taken on more broadly with the aim of thinking about how people can get more value out of the water from a recreational point of view.

Kelly Van Der Zanden, Callantha Brigham, Adam Fowler, Paul Graham and Kim Bazeley then left the meeting at this stage, the time being 6.55pm.

## 6. Confirmation of Previous Minutes

### Meeting held on Tuesday 28 July 2020

#### ITEM 7

RESOLVED (Summers/Sheppard)

That the Minutes of the Aboriginal and Torres Strait Islander Advisory Committee Meeting held on Tuesday 28 July 2020 be received and noted as a true record of the meeting.

#### ITEM 6 – CoP DRAFT ABORIGINAL EMPLOYMENT STRATEGY 2020-2023

RESOLVED (Robertson /Sheppard)

That the Committee give its in-principle support to the City of Parramatta Draft Aboriginal Employment Strategy 2020-2023, welcomes the current effort and looks forward to receiving the results of its implementation in due course.

### Meeting held on Tuesday 25 August 2020

RESOLVED (Robertson/Summers)

That the Minutes of the Aboriginal and Torres Strait Islander Advisory Committee Meeting held on Tuesday 25 August 2020 be received and noted as a true record of the meeting.

## 7. Business Arising from Previous Minutes – Tuesday 25 August 2020

### Item 10c – ATSI Advisory Committee Meeting – Future Meeting Arrangements

The Committee sought an update on the Action Item in which Sunila Kotwal, Diversity and Inclusion Consultant, agreed to approach the Council's ATSI staff to ascertain if they are available to meet with the Committee at its normal meeting time, or alternatively at a lunch time session.

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5

Tarina Rubis advised that Sunila is currently ascertaining the availability of ASTI staff to meet with the Committee.

#### Item 8 – Proposal to re-name Sorry Day Garden, Lake Parramatta

The Committee sought an update in relation to the proposal for Council to consider re-naming the Sorry Day Garden at Lake Parramatta the 'Marcia Donovan Memorial Garden', which proposal was considered by Council at its meeting to be held on 14 September 2020.

David Moutou advised the Committee that Council resolved to consider a separate report in relation to this matter, which he hopes will be submitted to Council in October 2020.

### **8. Report of Steven Ross, Community Capacity Building Officer – First Peoples Engagement and Strategy**

Committee Convenor, Tarina Rubis, presented the following report from Steven Ross, Community Capacity Building Officer – First Peoples Engagement and Strategy:

#### *National First Nations Science Centre*

The Museum of Applied Arts & Sciences (MAAS) has dedicated resources to the National First Nations Science Centre, particularly to engage a consultant to build on the operational framework and options for sustainable funding.

MAAS also provided resources to employ a senior First Nations project officer to further develop the work of the Centre, including governance models and protocols to protect Indigenous intellectual and cultural property rights – to store, collect and maintain traditional knowledge with the free and prior informed consent of traditional owners.

The successful candidate is Sarah Szydzik from Cairns who is an Indigenous lawyer with experience in the NGO and corporate sector. Steven is meeting with Sarah in the coming weeks and he can extend an invitation to her to attend a future Committee meeting if the Committee would like to meet with her.

MAAS will also be establishing the working committee that will steer Sarah's work and build stakeholder engagement and connections to traditional owners, First Nations community and organisations, researchers, cultural institutions, government, business and philanthropists. We will be advocating for Dharug and Parramatta membership and a communication strategy to inform the Parramatta community incl. the Committee on the progress of the NFNSC.

#### *Burramatta Portal*

The Burramatta Portal is ready to go live. Steven will send an email out when it has gone live. The Portal has much of the same functions as the previous Portal, but hopefully it is easier to navigate. In the coming weeks Steven will be establishing the closed forums for the Committee, the Parramatta Koori Interagency and Dharug which will have information relevant to those groups.

If Committee members think of functions or information that they would like to see on the Portal, they should let Steven or Tarina know.

In relation to the *National First Nations Science Centre*, the Committee indicated that it would like to meet with Sarah Szydzik.

In relation to the *Burrumbidgee Portal*, Tarina Rubis advised that there will be a presentation from Council's Community Engagement Team to next month's ATSI Advisory Committee meeting and it may be an opportune time to seek the Committee's views on how it wishes to make use of the Portal.

## 9. General Business

### a. Meeting with representatives of Westmead Children's Hospital to discuss Stage 2 Redevelopment

Committee member, Kathleen Summers reported that she, John Robertson and Elizabeth Sheppard recently met with the architects and the team behind the Westmead Children's Hospital Stage 2 Redevelopment, who presented to the Committee at its August 2020 meeting.

They reported that the representatives were very welcoming and receptive and that the meeting was very engaging and uplifting. Members reflected in general on the excellent quality of the Westmead Redevelopment team's community engagement throughout the multiyear project.

The Committee stressed the importance of cultural safety in working with First Nations communities and noted that this is something the City of Parramatta could explore to improve approaches to community engagement. It was noted that what is sometimes perceived as a bureaucratic process for staff is often an intensely personal experience for First Nations participants in consultation processes.

Mention was made of the extensive work currently being undertaken by the NSW State Government on cultural safety and in the engagement of Aboriginal people and communities. In this regard, it was suggested that Council explore this work to consider what may be applied to the City of Parramatta.

### b. National NAIDOC Week 2020

The Committee asked how Council is planning to celebrate NAIDOC Week 2020 in Parramatta given that the National NAIDOC Committee has announced that NAIDOC Week celebrations will be held from 8-15 November 2020.

Council staff undertook to obtain advice from the City Events & Festivals team.

#### ACTION ITEM:

Tarina Rubis advised that she will provide an update on Council's approach to NAIDOC Week 2020 in Parramatta to the next ATSI Advisory Committee meeting or in the interim via email.

### c. Lake Parramatta

Three matters were raised in regard to Lake Parramatta:

- Parking – parking is a problem with the popularity of this reserve – Council staff indicated that Council has recently improved line marking and signage and that Council officers will begin parking patrols soon
- Kiosk – a question was asked as to when the kiosk lease was due to go to tender
- A further update was sought on a previous request for a maintenance inspection of wooden poles at the entrance to Lake Parramatta. Council staff advised that the Service Request has been actioned in this regard

**d. Parramatta Light Rail Heritage**

It was reported that Parramatta Connect is hosting a webinar on the Parramatta Light Rail and archaeological, environmental and Aboriginal heritage. Council staff advised that the Committee had received an invitation via email to register and participate.

Council staff also advised that Transport for NSW (TfNSW) is inviting Aboriginal people and groups who hold cultural knowledge relevant to determining the significance of Aboriginal objects and places for the Parramatta Light Rail project to be a part of the project's Aboriginal Focus Group. Registrations must be received in writing by Wednesday 30 September 2020.

Clr Phil Bradley also offered to share with the Committee any information that he receives from a Councillor Q&A session about the heritage and archaeological aspects of the Parramatta Light Rail project.

**ACTIONS:**

- A. Members interested can contact the organisers to register or request a summary of the outcome of the meeting with the archaeologists for distribution to the Committee.
- B. Tarina Rubis to forward further information on to the Committee in relation to the formation of the Aboriginal Focus Group.

**10. Next Meeting**

6.00pm Tuesday 27 October 2020

**Remaining 2020 Meetings**

27 October & 24 November 2020

The Meeting closed at 7.30pm



## MINUTES

Meeting Name	Aboriginal & Torres Strait Islander Advisory Committee	F2017/00358
Date	Tuesday 27 October 2020 (DRAFT MINUTES)	Time 6.05pm
Venue	Remote - Zoom	
Participants	John Robertson Bruce Gale Lynette Leerson OAM Phil Russo OAM Mick Scarcella	
Present	STAFF (CITY OF PARRAMATTA) Rodrigo Gutierrez (Community Capacity Building Manager) David Moutou (Group Manager Social and Community Services) Stephen Pearson (Committee Clerk) Anna Pijaca (Community Engagement Team Leader) Tarina Rubis (Community Capacity Building Officer)	
Moderated by	Tarina Rubis (Convenor)	

1. Confirming Access to Zoom with participants
2. Welcome and Acknowledgement of the Traditional Custodians – The Darug People

Tarina Rubis welcomed everyone to the meeting.

Tarina made an Acknowledgement of Country, recognising that participants may be coming to the meeting from different lands but that the land upon which the meeting is usually held is Burramattagal and she paid her respects to Darug Elders past, present and emerging, and to Aboriginal and Torres Strait Islander members of the Committee.

At this stage, Tarina introduced Rodrigo Gutierrez (Council's new Community Capacity Building Manager) to the Committee.

### 3. Introductions and Apologies

A brief introduction of all attendees was held.

#### Note:

- It was noted that there was no quorum of Committee Members present at this meeting and that the meeting is therefore unable to make any recommendations to Council. The Committee will therefore note items and suggestions to be presented to the next Committee Meeting for discussion.

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## PROPOSED RESOLUTION

That the apologies received from Committee Members Donna-Lee Astill and Doug Desjardines; from City of Parramatta Councillor Phil Bradley; and from staff members Sophia Kouyoumdjian, Acting Group Manager, City Experience and Steven Ross Community Capacity Building Officer – First Peoples Engagement and Strategy, be received and accepted.

**4. Conflict of Interest Declarations**

Nil

**5. Parramatta Square Public Art Project Overview**

**Guest Speaker: Sophia Kouyoumdjian (Acting Group Manager, City Experience)**

Sophia Kouyoumdjian, Acting Group Manager, City Experience was unable to attend this meeting. Her presentation will now take place at the next ATSI Advisory Committee meeting on 24 November 2020.

**6. City of Parramatta Community Engagement Strategy**

**Guest Speaker: Anna Pijaca (Community Engagement Team Leader)**

Anna Pijaca, Community Engagement Team Leader joined the meeting for this item.

Anna provided an update to the Committee on Council's Community Engagement Strategy. Her presentation covered the following:

- IAP2 (International Association of Public Participation Spectrum) Framework – this is an international standard defining differing levels of public participation in any community engagement program – it sets expectations with the community on what level of influence they can have on a project and what feedback they can expect to receive, including in the context of the Aboriginal and Torres Strait Islander Advisory Committee.
- IAP2 Spectrum of Public Participation – outlines the five levels of public participation – from left to right they are to:
  - Inform
  - Consult
  - Involve
  - Collaborate
  - Empower

The further to the right on the Spectrum, the more influence the community can have over decisions.

Committee Members were given an opportunity to ask questions.

Questions were raised or comments were made in relation to:

- the cessation of publication of local newspapers is detrimental for Council advertising (Anna indicated that Council is at present relying on use of social media, Council's new community engagement platform 'Participate Parramatta', the Community Panel and an on-line fortnightly newsletter update, but she did indicate that two new local newspapers are in the process of being launched and may be options for future advertising);
- whether results of surveys and feedback are provided to the community as a result of Council's community engagement (Anna advised that usual practice is to send correspondence to people who have made submissions at the close-out stage as well as a summary infographic provided on Council's engagement website);
- whether there are better means of engaging First Nations communities – reference was made to a good example of First Nations community engagement, the Westmead Redevelopment, and a poor example

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2

of First Nations community engagement, Parramatta Light Rail (Anna indicated that Council has an internal engagement framework which has adopted best practice goals and if the Committee and others have views on how these goals can be best achieved, she has offered to work with Tarina to communicate these to staff).

Anna Pijaca then left the meeting at this stage, the time being 6.32pm.

## 7. Confirmation of Previous Minutes: Tuesday 22 September 2020

### PROPOSED RESOLUTION

That the Minutes of the Aboriginal and Torres Strait Islander Advisory Committee Meeting held on Tuesday 22 September 2020 be received and noted as a true record of the meeting.

## 8. Business Arising from Previous Minutes – Tuesday 22 September 2020

### Item 5 – Update on River Foreshore Strategy – Aboriginal Procurement Policy

Staff clarified, following on from the last meeting, that whilst Council has no specific and separate Aboriginal Procurement Policy, there were actions in Council's Reconciliation Action Plan (RAP) for promotion of procurement opportunities to Aboriginal and Torres Strait Islander owned businesses, as well as provisions within Council's Procurement Policy for social procurement to be included as a criteria within standard procurement.

The Committee discussed different approaches that could be made in this area, but were satisfied insofar as the RAP goals had been exceeded in relation to increasing procurement from Aboriginal and Torres Strait Islander owned businesses.

### Item 9c – Lake Parramatta

Further to the parking matters that were raised at the last meeting at Lake Parramatta, the Committee raised an additional matter - a lack of accessible parking at the reserve.

Staff indicated that the accessible parking spaces at Lake Parramatta will be regulated in the near future, after appropriate signage is installed.

## 9. Infographic, language and truth telling

Tarina referred to an email that she sent to Committee members forwarding an infographic about First Peoples residing in the City of Parramatta LGA and feedback received from a member regarding the language used in that document.

The Committee discussed that language choices carry implications for truth telling. It was stressed that it is very important to consider word choice and meaning, as without truth in reconciliation, First Nations people cannot begin to heal.

Members expressed their dismay that, as noted in the infographic, Silverwater has the highest proportion of First Peoples of any suburb in the LGA (8.7% of Silverwater identifies as First Peoples or 21% of Parramatta's total First Peoples population) due to over-representation of First Peoples in Silverwater Correctional Complex.

## 10. Report of Steven Ross, Community Capacity Building Officer – First Peoples Engagement and Strategy

Nil

## 11. General Business

### a. Continuation of Advisory Committee to end of current Council term

The Committee noted Council's resolution of 28 September 2020, namely:

12.4	SUBJECT	FOR APPROVAL: Continuation of Advisory Committees
	REFERENCE	F2019/04433 - D07608201
	REPORT OF	Administration Support Officer
2912	RESOLVED	(Esber/Garrard)
	(c)	That Council notes the continuation on the Aboriginal & Torres Strait Islander Advisory Committee of members Donna-Lee Astill, Kody Boney, Doug Desjardines, Bruce Gale, Lynette Leerson OAM, John Roberston, Phil Russo OAM, Michele Scarcella, Elizabeth Sheppard and Kathleen Summers to the end of the current term of Council.

### b. Aboriginal Deaths in Custody

The Committee referred to the latest (in its view, 'unnecessary') death of an Aboriginal man in custody, which occurred at the John Moroney Correctional Centre, and to the charging of a Northern Territory police officer over the shooting death of an Aboriginal teenager at Yuendumu.

The Committee expressed its concern in respect of the ongoing deaths of Aboriginals in custody, and the lack of any strong action being taken to prevent such deaths.

Committee Member, Mick Scarcella, indicated that he will work with the Chair to prepare an appropriate draft resolution relating to this matter for the Committee to consider at its next meeting.

Stephen Pearson, Committee Clerk, advised that he would also present past recommendations of the Committee in relation to this matter to the next Committee meeting.

### c. NAIDOC Week Celebrations – 8-15 November 2020

The Committee asked as to what local celebrations are planned for NAIDOC Week from 8-15 November 2020.

Tarina responded that the Council's Events Team is not organising any in-person public events at the moment due to COVID-19 restrictions, but she would inform the Committee of any relevant activities being delivered by Council.

### d. Memorial to Indigenous Service Personnel, Queens Wharf, Parramatta

The Committee asked for an update as to when the launch event will take place for the unveiling of the Memorial to Indigenous Service Personnel, Queens Wharf, Parramatta.

Council staff indicated that no decision has been made yet on the date for the official opening of the memorial, as Council is not organising any in-person public events at the moment due to COVID-19 restrictions.

However, in the meantime, staff reported that the Memorial is lit at night and temporary signage/artwork is being prepared to explain the purpose of the Memorial (which will be updated after the Parramatta Light Rail is constructed at this location).

e. Aboriginal Health during COVID-19 Pandemic

Committee Member, Mick Scarcella acknowledged the amazing job that has been done by people working in the Aboriginal health area during the COVID-19 Pandemic.

**12. Requests for upcoming agenda items**

The following agenda item was identified for future Committee meetings:

- Aboriginal Deaths in Custody (draft resolution for consideration)

Tarina Rubis (Committee Convenor) encouraged Committee Members to contact her if they have any other item/s that they would like to be considered.

**13. Next Meeting**

6.00pm Tuesday 24 November 2020

**Remaining 2020 Meeting**

24 November 2020

The Meeting closed at 7.10pm

**FAIR**

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<b>ITEM NUMBER</b>	12.5
<b>SUBJECT</b>	FOR APPROVAL: Rates Harmonisation Community Feedback and Recommendation
<b>REFERENCE</b>	F2014/02600 - D07838866
<b>REPORT OF</b>	Rates & Receivables Manager

**PURPOSE:**

This report provides Council with the key findings and recommendation for Council's proposed new rates structure based on community consultation.

**RECOMMENDATION**

- (a) **That** Council approve the new proposed rates structure, which has been out for community consultation.
- (b) **That** Council seek approval from the Minister for Local Government to increase the minimum ordinary rates for any rating category or subcategory that is above the statutory limit.
- (c) **Further, that** the new proposed rates structure is included as part of 2021/2022 Delivery Program and Operational Plan and Budget.

**BACKGROUND**

1. Council's rates harmonisation is required to be implemented by 1 July 2021 as per existing NSW Government legislation (Local Government Act 1993).
2. Following consultation with the Finance Committee (16 and 23 June 2020) and a Councillor workshop on 3 August 2020, Council approved to present its proposed harmonised rate structure for community consultation at the Council meeting on 14 September 2020.
3. In addition, Council is required to apply to the Minister for Local Government if its proposed harmonised Council minimum rate is above the statutory limit of \$554. The Deputy Secretary, Local Government, Planning and Policy, Department of Planning, Industry and Environment (DPIE) holds a temporary delegation under section 548 of the Local Government Act 1993 (the Act) to determine minimum rates applications from new councils for 2021-22. Previously, applications were approved by IPART.
4. Council is required to submit their application in paragraph 3 by 26 February 2021 in order to be accepted by the OLG. Applications take up to six weeks to be approved.
5. The purpose of the community consultation was to engage ratepayers on Council's proposal for a fair and equitable rating system. A key message was that Council is not increasing its overall rates income as a result of harmonisation, but rather implementing a fairer and more equitable re-

distribution of rates across all ratepayers whilst having the least possible impact on individual ratepayers.

6. The community consultation process commenced on 18 November 2020 and finished on 8 January 2021. The opportunity to provide feedback on the proposed changes to rates was open for a total of seven weeks. Face-to-face engagement was not possible due to concerns of the COVID-19 pandemic (refer to appendix one for the detailed report on the community consultation).
7. The purpose of the community engagement was not to provide detailed property-specific information (as this information is not yet available), but rather engage with the community on the proposed approach and the impact in specific areas, to be as transparent as possible.
8. Council used a wide range of channels to ensure that all residents across the Local Government Area (LGA) are informed and were made aware of the changes to their rates as of 1 July 2021.
9. The following platforms were used to promote and encourage feedback from the community for the exhibition, and brochures were developed in five key languages (English, Korean, Chinese, Arabic, Hindi). In summary, there was strong support for the proposed structure. Below is a list of the communication channels used as part of this community engagement:
  - City of Parramatta corporate website pages (484 clicks)
  - Participate in Parramatta engagement portal (15,245 views)
  - Media Release (published 23 November 2020)
  - Social media (28,559 followers)
  - Electronic direct mail (98,135 recipients)
  - SMS notification (45,000 text messages)
  - Mail-out (80,000)
  - Customer contact centre (128 phone calls)
  - Schedule phone appointment (324)
  - Libraries (brochure made available)
  - Video views (376)

Overall, Council received 287 individual written submissions and 452 calls.

10. Based on the *Rates Harmonisation Exhibition Engagement Evaluation January 2021* (attached), 34% of written submissions supported the proposed rates structure and 43% did not support. Of the 324 phone appointments, once their queries were addressed, 65% were supportive of the proposed rates structure, and 12% were unsupportive. Those who were supportive indicated their support was based on the fundamental rating principles of efficiency, equity, and simplicity across all residents in the council area. The residents agree a single rates structure will lead to consistency in how rates are calculated.
11. While (42%) of written submissions and phone calls did not support the rates harmonisation proposal, much of this was due to factors not related to harmonisation per se but rather issues including:
  - financial hardship during COVID-19

- the amount paid in rates do not reflect the level and quality of services received
- the proposed structure is heavily weighted on land value (as per current NSW legislation).

Of those submissions that were not supportive, some indicated that the minimum rates were set too high. However, the minimum rates were set at a level to maintain the key rating principles of efficiency, equity and simplicity which a large number of respondents supported.

12. Council was only able to provide average rate increases and decreases (as contained in the online information brochure), which were calculated at a particular point in time. The final rates calculation have yet to be determined for the 2021-22 year as they are dependent on factors such as revised valuations. The final rates calculation will be determined after Council adopts its Delivery Program for 2021/22.

## ISSUES/OPTIONS/CONSEQUENCES

13. Due to the complexity and history of the five former Council Local Government Areas' rating structures, there is limited ability to manage the impact on individual ratepayers without compromising the principles of equity and simplicity.
14. Communication will be rolled out to all residents during the exhibition period in May 2021 of Council's Delivery Program, Operational Plan and Budget for 2021/22

## CONCLUSION

15. There is strong support for Council's proposed rating structure (refer to appendix 2 for the proposed structure) based on its inherent fairness.

## CONSULTATION & TIMING

### Stakeholder Consultation

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

17.

Date	Stakeholder	Stakeholder Comment	Council Officer Response	Responsibility
16 June	Finance Committee	Four options were presented	N/A	Michael Tzimoulas
23 June	Finance Committee	One option was preferred	N/A	Michael Tzimoulas
18 Nov	Customer Service Contact Centre	N/A	N/A	Lindsay Woodland
18 Nov	Community Engagement	N/A	N/A	Lindsay Woodland
18 Nov	Media & Communications	N/A	N/A	Lindsay Woodland

Councillor Consultation

18. The following Councillor consultation has been undertaken in relation to this matter:

Date	Councillor	Councillor Comment	Council Officer Response	Responsibility
3 August	All Councillors	N/A	Present preferred option and community consultation for endorsement	Michael Tzimoulas

**FINANCIAL IMPLICATION FOR COUNCIL**

19. All costs associated with community engagement and the implementation of the proposed option is included in the 2020-21 financial year operating expense budget.

Priya Pratap

**Rates & Receivables Manager**

Alistair Cochrane

**Finance Manager Governance, Planning & Analysis**

Paul Perrett

**Chief Financial Officer**

Michael Tzimoulas

**Executive Director Corporate Services**

Brett Newman

**Chief Executive Officer**

**ATTACHMENTS:**

- |   |  |         |
|---|--|---------|
| 1 | <a href="#">Rates Exhibition Engagement Evaluation</a> | 4 Pages |
| 2 | <a href="#">Proposed New Rates Structure</a>           | 1 Page  |

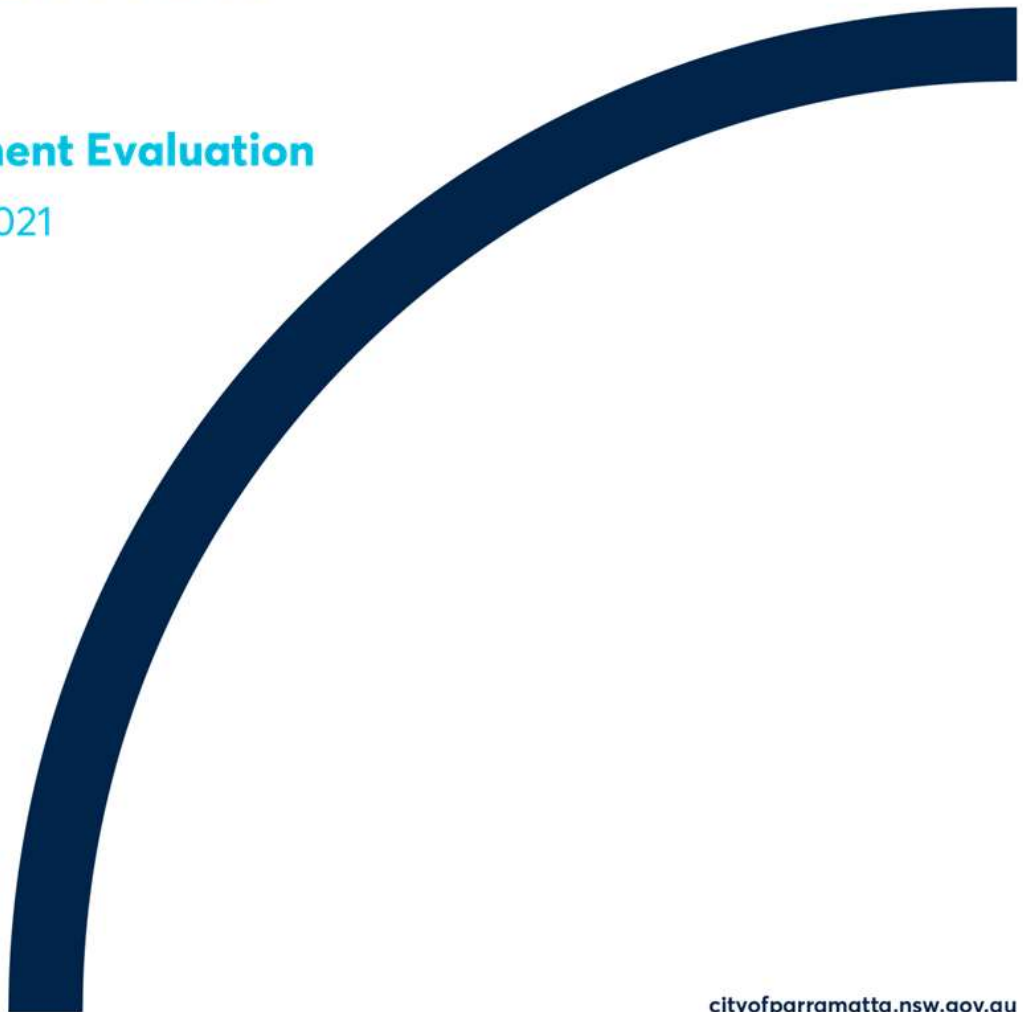
**REFERENCE MATERIAL**



# RATES HARMONISATION EXHIBITION

Engagement Evaluation

January 2021



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# CONTENTS

1.	Project background.....	1
2.	Summary of responses .....	2
3.	Methodology .....	3
4.	Engagement Activities .....	2
5.	Resources.....	3
6.	Reporting and next steps .....	4

# 1. Project background

The City of Parramatta sought to harmonise five different rating structures as a result of the Council amalgamations in 2016, which led to inconsistencies in how rates are calculated.

All amalgamated councils in NSW are required to review their rate structures by July 2021, to ensure an equitable and consistent approach across the Council area.

The opportunity to provide feedback on the proposed changes to rates was open for a total of 7 weeks, from 18 November 2020 to 8 January 2021 hosted on council's engagement portal *Participate Parramatta*.

## Engagement response

Community members could provide feedback via an online submissions form, email and post. Community members were provided with the opportunity to book an appointment with a Rate Officer during the exhibition to ask questions about the proposal.

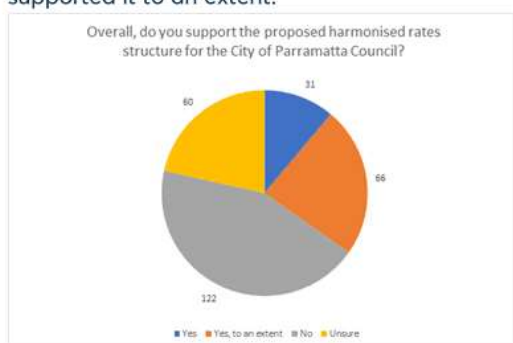
This engagement was live during the COVID-19 pandemic so face to face engagement was not possible.

This report provides a high level summary of the issues raised in submissions (received through the Participate Parramatta Project Page), with a more detailed analysis and review of submissions being undertaken by the Rates team. The report also considers the reach and effectiveness of the communications and engagement channels.

## 2. Summary of responses

The following provides a high level summary of the 287 submissions received.

When asked if the proposed rate structure was supported 122 people indicated that they did not support the proposed rates structure, 60 were unsure, 31 were in favour and 66 supported it to an extent.



The following comments/issues have been identified as recurring themes raised in the submissions:

- The structure for rates needs to be fair and equal
- The information provided is not sufficient/ lack of understanding of what is being proposed
- The minimum rate is too high
- The new structure is supported only if it does not increase rates
- The amount paid in rates does not reflect the level and quality of services receive (negative)
- Higher rates based on land values does not mean residents will not be receiving any more services than lower valued land properties.
- Financial hardship, especially during COVID-19
- Harmonising rates is a good idea, but the structure is heavily weighted on land value
- The proposed single rate did not reflect the difference in usage between residential and business users on public infrastructure.

"It is hard to support anything when you are unsure as to how it will financially affect you"

- Community member comment via formal online submission form

### 3. Methodology

#### Engagement Objectives

The levels of participation for the engagement program (based on the IAP2 Spectrum) were 'Inform' and 'Consult'. The table below outlines the objectives of the program for each engagement level.

Engagement Level	Objectives
Inform	Communicate that City of Parramatta Council is harmonising rates across the LGA.
Consult	Obtain feedback on proposed new rates structure. Identify any issues with proposal.

#### Engagement Methods

A mix of face-to-face and online methods are traditionally utilised, however due to COVID-19 we relied on online methods of promotion and direct notification to all impacted residents and landowners.

The following platforms were used to promote and encourage feedback from the community for the exhibition:

1. City of Parramatta Corporate Website pages
2. Participate Parramatta engagement portal
3. Media Release
4. Social media
5. Electronic Direct Emails (EDM's)
6. SMS notifications
7. Mail out
8. Customer Contact Centre
9. Scheduled Phone Appointments
10. Libraries

## 4. Engagement Activities

Overall, the opportunity to share feedback on the exhibition was presented to an estimated 287,230 people culminating in 287 individual submissions.

Opportunity	Project Page views	Document downloads
287,230	15,245	1,494

Email enquiries	Phone calls
47	452

Email submissions	Online submissions	TOTAL
11	276	287

The opportunity and reach numbers are based on social media reach, web traffic, email recipients and other channels as detailed below.

### 4.1. City of Parramatta Website

There were a range of pages on the corporate City of Parramatta website used to promote the engagement opportunity and direct readers to the Participate Parramatta project page.

Page	Page views	Average time spent on page
Project Page	4503	02:11
On Exhibition Page	425	02:03
Media Release Page	149	05:57
Community Engagement Page	97	03:57

The engagement opportunity was also promoted via the slider on the City of Parramatta landing page with 484 clicks to the project page.

### 4.2. Participate Parramatta

The project was featured on the platform from 18 November 2020, resulting in 15,245 views during the exhibition period. The page included the following:

- A submission form
- Summary document
- Translated documents
- Frequently Asked Questions
- After hours phone booking opportunity via Calendly
- Contact details for the Rates Team

Events on project page	Total
Page views	15,245
Unique page views	10,135
Total document download	1,494
Online submissions via the page	276
Followers of project	90

#### 4.3. Media Release

A media release was published by City of Parramatta Council on 23 November 2020.

#### 4.4. Social Media

The opportunity to provide feedback was presented to 63,133 social media followers and reached approximately 28,559 people, cumulating in 785 clicks through to the project page.

1. Participate Parramatta Facebook Page – 6,992 followers
2. City of Parramatta Facebook Page – 37,403 followers
3. City of Parramatta Twitter Page – 8,758 followers
4. City of Parramatta Instagram Page – 9,980 followers

Platform	Type	Link Clicks	Total Engagements	Total Reach
Facebook	Paid	697	778	20,336
	Organic	67	203	5,384
Instagram	Organic	13	37	2,839
Twitter	Organic	8	33	-
Total:		785	1,051	28,559

The paid campaign on Council's social media platforms totalled \$600. The image on the right is an example of a Facebook post



#### 4.5. Electronic Direct Mail (EDM's sent)

Prior to and at the commencement of the consultation period, a total of three (3) electronic direct mail or EDM's were sent to a total of 98,135 recipients.

1. Participate Parramatta Research Panel newsletter
2. City of Parramatta's ePulse newsletter
3. Economic Development Business Newsletter

EDM	Date	Total recipients	Unique Opens	Link Clicks
City Engagement: Panel	November	9,964	3,323	-
ePulse (September edition)	December	56,668	12,558	55

Economic Development newsletter	December	31,503	14,403	2,290
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#### 4.6. Notification

A letter notifying the engagement was sent to 80,000 rate payers at the start of the consultation period.

In addition to the letter, rate payers who are registered with Council to receive notifications via email and SMS also received electronic reminders.

- 45,000 people received a text message on 25<sup>th</sup> November 2020. A follow up reminder SMS was sent on 16<sup>th</sup> December 2020 (to 45,000 people) to coincide with the extended exhibition period.
- 48 real estate agents were notified on behalf of owners and asked to pass on the information to their clients.

#### 4.7. Customer Contact Centre

The Customer Contact Centre included a pre-recorded message promoting the exhibition on their phone wait line. Overall, 128 enquiries were classified as rates exhibition related.

Phone calls received	128
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During these calls, at least 31 appointments with a Rates officer (over the phone) were booked by the team using an identified process.

#### 4.8. Scheduled Phone Appointments with a Rates Officer

Community members and stakeholders were provided with the opportunity to schedule an appointment with a Rates officer during the exhibition period to ask questions.

Phone Bookings via Calendly	324
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#### 4.9. Libraries

A copy of the brochure was made available at the Customer Contact Centre and Council's network of Libraries, information, and community centres. Epping and Dundas libraries requested more copies in English and Korean.

## 5. Resources

A summary brochure was developed and translated into 4 key languages, with a total of 1,494 downloads and 430 print copies circulated.

	Document	Downloads	Prints
1	Postcard	-	200
2	Summary Brochure - English	1103	200
3	Summary Brochure - Korean	59	10
4	Summary Brochure - Simplified Chinese	263	10
5	Summary Brochure - Arabic	28	5
6	Summary Brochure - Hindi	41	5
Total:		1494	430



An example of the translated brochure.

All English promotional material also included the below TIS support information.

For non-English speakers, phone interpretation services are available via TIS National on 131 450.

### KOREAN

본 소식지와 관련해 통역 지원이 필요하신 경우, TIS (131 450)에 전화하여 Parramatta Customer Service (9806 5050)를 연결해 달라고 요청하시면 됩니다. 업무시간은 월요일에서 금요일 오전 8시 30분부터 오후 5시 까지입니다.

### ARABIC

إذا كنت بحاجة للمساعدة في ترجمة هذه النشرة اتصل بـ TIS على الرقم 131 450 وانتقل منهم الاتصال بجهة عنك بخدمة زبائن باراماتا على الرقم 9806 5050 من الإثنين إلى الجمعة بين الساعة 8:30 صباحاً و 5:00 مساءً

### CHINESE

如果你需要翻译协助阅读这份新闻简报，请联系 TIS，电话 131 450，要求他们代表你接通巴拉马打市议会顾客服务处，电话 9806 5050。顾客服务处的工作时间是每星期一至星期五，上午8:30至下午5:00。

### HINDI

यदि आपको यह सूचना पत्र समझने में सहायता चाहिए तो कृपया TIS को 131 450 पर फोन करें और उनसे कहें कि आपकी तरफ से पैरामाटा कस्टमर सर्विस को 9806 5050 पर फोन करें। यह सेवा सोमवार से शुक्रवार, सुबह 8.30 बजे से शाम 5.00 तक उपलब्ध है।

A short video explaining the proposed changes and how people could provide feedback was also produced and available on the project page.

Video views	376
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## 6. Reporting and next steps

The Rates Team will review and give consideration all feedback and submissions received during the exhibition period.

A report with key findings and recommendations for the proposed new rates structure will be presented to Council for endorsement. Following this, Council will submit a report to OLG for approval.

A summary of findings and outcomes should also be reported back to the community (when appropriate), highlighting how community feedback has influenced the project including any changes made. The Community Engagement team can assist you with reporting back to the community.

This is in line with Council's engagement principles and commitments outlined in the Community Engagement Strategy and Community and Stakeholder Engagement Policy.

**"We make our decisions in an open and transparent way and provide feedback to our stakeholders in order to explain our decisions and let them know how their input has been considered".**

It is also recommended that the Rates Team work with the Communications team to develop a communications plan for the roll out of the new rates structure. An 8 week lead time would be appropriate for this scale of project (prior to the new rates structure being in place).

**Appendix 1**

- Residential - A minimum and Ad Valorem structure using the former Parramatta City Council minimum of \$707.50 (64% of residential ratepayers will receive a rates decrease). The minimum rates structure will allow Council to maintain a similar level of rating equity across all property forms and value due to Council's property profile and continued growth in apartments.
- Business Ordinary – A minimum and ad valorem structure with a minimum of \$500 based the former Auburn Council rates structure (52% of business ordinary ratepayers will receive a rates decrease).
- Business CBD and Industrial – A minimum and Ad Valorem structure using former Parramatta City Council minimum of \$725.
- Existing Special Rates to be incorporated into the general rate base, with total rates continuing to be charged in the same proportion across all ratepayer categories and sub-categories. Please note the minimum rate does not include the 2% IPART increase.

The above preferred option has the least impact on each former council area and maintains key rating principles of equity and simplicity.

Rating Category	Sub-Category	Description
Residential		All residential properties
Business	Ordinary	All ordinary business properties
Business	CBD	Parramatta CBD
Business	CBD # 2	Major shopping centres including Westfield
Business	Industrial	Industrial activities for example former shell site.



## **ACCESSIBLE**

**08 FEBRUARY 2021**

- 13.1 FOR NOTATION: Variations to Standards under Clause 4.6 of Parramatta LEP 2011, Auburn LEP 2010, Holroyd LEP 2013, The Hills LEP 2012, Hornsby LEP 2013 and SEPP 1..... 160
- 13.2 FOR APPROVAL: Extension of appointment of existing Local Planning Panel Members ..... 167

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**ACCESSIBLE**

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<b>ITEM NUMBER</b>	13.1
<b>SUBJECT</b>	FOR NOTATION: Variations to Standards under Clause 4.6 of Parramatta LEP 2011, Auburn LEP 2010, Holroyd LEP 2013, The Hills LEP 2012, Hornsby LEP 2013 and SEPP 1
<b>REFERENCE</b>	F2009/00431 - D07788326
<b>REPORT OF</b>	Group Manager - Development and Traffic Services

**PURPOSE:**

To provide Council with information each month on development applications determined where there has been a variation in development standards under Clause 4.6 of the Local Environment Plans or State Environmental Planning Policy No.1.

**RECOMMENDATION**

**That** the report be received and noted.

**BACKGROUND**

1. During the reporting period 11 November 2020 to 10 January 2021, there were five (5) Development Applications where there was a variation to a development standard under Clause 4.6. Refer to **Attachment 1** for further details.
2. Under Clause 4.6 of the relevant Local Environmental Plan (LEP) applying to the local government area of the City of Parramatta, development consent may be granted for development even though the development would contravene a development standard such as a height and/or floor space ratio standard contained within an LEP.
3. State Environmental Planning Policy No 1 (SEPP 1) contains similar provisions to Clause 4.6 and allows development to be approved even though it may not comply with a development standard in a state planning instrument, such as another SEPP.
4. A report is presented to Council each month on any development consent issued where the development does not comply with a development standard. This report follows the reporting requirements prescribed in Planning Circular PS08-014 issued by the (then) NSW Department of Planning.
5. Controls within Development Control Plans (DCP) are not development standards as a DCP is not an “environmental planning instrument”.

**ISSUES/OPTIONS/CONSEQUENCE**

6. There are no issues, options or consequence for Council associated with this report.

**CONSULTATION & TIMING**

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7. There are no consultation and timing considerations for Council associated with this report.

#### Stakeholder Consultation

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

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

#### Councillor Consultation

9. The following Councillor consultation has been undertaken in relation to this matter:

Date	Councillor	Councillor Comment	Council Officer Response	Responsibility
N/A	N/A	N/A	N/A	N/A

### **FINANCIAL IMPLICATIONS FOR COUNCIL**

10. There are no financial implications for Council associated with this report.

Myfanwy McNally  
**A/Group Manager Development and Traffic Services**

Paul Perrett  
**Chief Financial Officer**

Kelly Van Den Zanden  
**A/Executive Director City Planning & Design**

Brett Newman  
**Chief Executive Officer**

#### **ATTACHMENTS:**

- 1 [Development Application Variations under SEPP 1 - 11 November 2020 to 10 January 2021](#) 5 Pages

### **REFERENCE MATERIAL**

Development Application Variations to Standards under Clause 4.6 of Parramatta LEP 2011, Auburn LEP 2010,  
Holroyd LEP 2013, The Hills LEP 2012, Hornsby LEP 2013 and SEPP 1

Approved from 11 November 2020 – 10 January 2021

DA No	Address	Category of development	Environmental Planning Instrument and Zone	Development standard to be varied	Extent of Variation	Officer Recommendation	Determination	Date DA determined
DA/295/2020	659 Victoria Road MELROSE PARK NSW 2114  Lot 11 DP 128907 Lot 3 DP 588575	Mixed Use	PLEP2011  B4 Mixed Use	Clause 4.3 Height of building	Height Required: 28m  Proposed: 40.3m  Variation: 12.3m (44%)	Approval	Approved	25 Nov 2020 – Sydney Central City Planning Panel
<b>Justification of height variation:</b> <ul style="list-style-type: none"> <li>It is considered that the requested variations to the building development standard can be supported given: The proposal is consistent with the objectives of both the zone and height standard, including not resulting in any greater impact on the amenity of adjoining/nearby properties than a compliant scheme.</li> <li>A number of site-specific constraints limit the proposal's ability to comply with the height limit, including the need for significant fill, overland flow flooding, and the areas occupied by significant public roads, road widening and public open space.</li> <li>The applicant has demonstrated that the proposal has a preferable urban design outcome to a compliant scheme, as supported by Council's Urban Design Team and the Design Excellence Advisory Panel.</li> <li>The proposal significantly exceeds the minimum sustainability targets.</li> </ul>								

DA No	Address	Category of development	Environmental Planning Instrument and Zone	Development standard to be varied	Extent of Variation	Officer Recommendation	Determination	Date DA determined
DA/454/2020	104-128 Briens Road NORTHMEAD NSW 2152  Lot 110 DP 800504 Lot 111 DP 800504	Industrial	PLEP2011  IN1 – General Industrial	Clause 4.3 Height of building	<b>Required:</b> 12m  <b>Proposed:</b> 21.41m  <b>Variation:</b> 9.41m (78.48%)	Approval	Approved	25 Nov 2020 – Parramatta Local Planning Panel (PLPP)
<b>Justification of Height variation:</b> It is considered that the requested variations to the maximum height of building development standard can be supported given: <ul style="list-style-type: none"> <li>• Variation is for the height of the proposed sugar silos. The variation on site is less than the already approved High Bay Warehouse</li> <li>• The proposal represents an efficient use of resources (land and existing infrastructure), consistent with the height, bulk and scale of other buildings on this site.</li> <li>• The exceedance above the maximum height of buildings requirement of PLEP2011 is supportable in that the proposed building height plane will be compatible with the size and scale of existing buildings within the 13.8ha Coca-Cola Amatil (CCA) site.</li> <li>• The development results in a building with less visual impact than the existing two silos that are perched on top of an industrial building. The development will have no impact on the riparian zone or water quality of Toongabbie Creek.</li> <li>• No unacceptable environmental impacts will flow from the proposed development during both construction and future operations. The proposal will not contribute to any adverse environmental impacts in terms of solar access and overshadowing, visual and acoustic privacy, view loss or bulk and scale.</li> </ul>								

DA No	Address	Category of development	Environmental Planning Instrument and Zone	Development standard to be varied	Extent of Variation	Officer Recommendation	Determination	Date DA determined
DA/739/2019	5 Uhrig Road, LIDCOMBE NSW 2141  Lot 99 DP 1248789	Mixed Use	ALEP 2010  Carter Street Precinct Development Control Plan 2016  B2 - Local Centre	Clause 4.3 Height of building	<p><b>Required:</b> 72m (west) &amp; 42m (east)</p> <p><b>Proposed:</b> Tower 1 - 94.25m; Tower 2 - 72.15m; Tower 3 - 61.66m; Tower 4 - 20.88m Tower 5 - 18m; Commercial building - 30.67m.</p> <p><b>Variation:</b> Tower 1 - 52.25m (224%) Tower 2 - 30.15m (172%) Tower 3 - 19.66m (147%) Towers 4,5 &amp; 6 no variation</p>	Approval	Approved	17 Dec 2020 – Sydney Central City Planning Panel (SCCPP)
<p><b>Justification of Height variation:</b> It is considered that the requested variations to the maximum height of building development standard can be supported given:</p> <ul style="list-style-type: none"> <li>• It is not for the purpose of additional density;</li> <li>• It is consistent with the intended strategic direction and future intent for the precinct by demonstrating consistency with the exhibited draft</li> </ul>								

2020 master plan;

- There are no adverse outcomes for the public domain;
- The preconditions of Clause 4.6(4)(a), in relation to the adequacy of the applicant's written request and the public interest, are satisfied.

DA No	Address	Category of development	Environmental Planning Instrument and Zone	Development standard to be varied	Extent of Variation	Officer Recommendation	Determination	Date DA determined
DA/189/2019	180 Church St and 0 Civic Pl, PARRAMATTA (known as Parramatta Square)  Lot 14 DP 1255419	Mixed Use	PLEP2011  B4 Mixed Use	Clause 7.4 CBD Sun Access	Required: 12noon – 2pm  Proposed: Some tree planting and shade structures will overshadow during this period.	Approval	Approved	22 Dec 2020 – Sydney Central City Planning Panel

**Justification of Solar access variation:**

It is considered that the requested variations to the Solar Access development standard can be supported given:

- The proposed trees and structures are not inconsistent with the objective of the clause which is to protect public open space within Parramatta Square from overshadowing.
- Should the clause prevent installation of trees, shade structures and the like it would not allow appropriate measures to provide for amenity within the space to allow its use by the public. Rather the clause is intended to limit the shadow impact of buildings and structures surrounding the Square to specifically preserve access to sunlight in the 'sun box' area. It was not intended to prevent landscape treatments within the Square which are required to provide for the community use and enjoyment of the space.
- The proposal is consistent with the objectives of the standard and the zone and that there are sufficient environmental planning grounds to justify contravening the standard in this instance. It also demonstrates that the proposal is in the public interest and that strict application of the clause in this instance would be unreasonable and unnecessary.

DA No	Address	Category of development	Environmental Planning Instrument and Zone	Development standard to be varied	Extent of Variation	Officer Recommendation	Determination	Date DA determined
DA/242/2020	264-268 Pennant Hills Road, CARLINGFORD NSW 2118  Lot 1 DP 26212 Lot 1 DP 033201 Lot 2 DP 364225	Residential	PLEP2011  R4 – High Density Residential zone	Clause 4.3 Height of building	<b>Required:</b> 14m  <b>Proposed:</b> 14.84m  <b>Variation:</b> 840mm (6%)	Approval	Approved	23 Dec 2020 - Delegated Manager

**Justification of Height variation:**

It is considered that the requested variation to the maximum height of building development standard can be supported given:

- Non-compliance is minor in nature with the majority of the three buildings being compliant with the building height control. The point encroachments are internal to the site and their impact to the streetscape is negligible as it will be visually unnoticeable when viewed from the street level.
- The variation is primarily as result of appropriately responding to the topography of the land and the site context. The resultant development is consistent with the 4 storey development envisioned for the precinct.
- The proposal has been designed to ensure that privacy impacts are mitigated and that the proposal does not obstruct any recognised view corridors.
- The applicant's written request has adequately addressed the matters required to be demonstrated and that the request to vary the height development standard prescribed by the Parramatta LEP 2011s can be supported as the proposal achieves the objectives of the height development standard and zone, there are sufficient site specific reasons for the breach, and the proposal is in the public interest.

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**ACCESSIBLE**

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<b>ITEM NUMBER</b>	13.2
<b>SUBJECT</b>	FOR APPROVAL: Extension of appointment of existing Local Planning Panel Members
<b>REFERENCE</b>	F2016/02347 - D07802237
<b>REPORT OF</b>	Strategic Business Manager

**PURPOSE:**

To seek Council's approval to reappoint the current chair, alternate chairs and expert members of the Parramatta Local Planning Panel, for a further four month period, to 30 June 2021.

**RECOMMENDATION**

**That** Council reappoint the current Chair, alternate Chairs and expert members of the Parramatta Local Planning Panel until appointment of new members or until 31 December 2021 (whichever comes first).

**BACKGROUND**

1. In late 2017 changes to the Environmental Planning and Assessment Act 1979 (the EP&A Act) mandated all Sydney councils to have a Local Planning Panel (LPP) which would operate from 1 March 2018.
2. The Department of Planning, Industry and Environment (the Department) is responsible for the recruitment and selection of LPP chairs, alternate chairs and expert members, which then requires endorsement by Council.
3. In late 2017 the Department conducted an expression of interest (EOI) process which led to the selection of Council's current chair, alternate chairs and expert members.
4. The appointment of these panel members took effect from 1 March 2018 for a period of three years. The term for panel members is due to finish on 28 February 2021.
5. In early December 2020, Council received correspondence from the Department advising that the Minister for Planning and Public Spaces has requested the Department to conduct an EOI during early 2021 to refresh the chair and expert pools from which appointments to LPPs are made.
6. As this timing coincides with the expiration of the current term of LPP members Council has been requested to reappoint the panel members to 30 June 2021.

**ISSUES**

7. The current term of the Parramatta LPP chair, alternate chairs and expert members will finish on 28 February 2021. If Council does not reappoint the chair, alternate chairs and expert members the Parramatta LPP will be unable to operate. This means that any development applications (DAs) which are required under the Ministerial direction to be determined by the LPP will not be

able to be determined. In addition, any planning proposals (PPs) which require recommendations from the LPP before being considered by Council will not be able to progress.

8. Failure to reappoint the members to the Parramatta LPP would cause unnecessary delay to the progress of DAs and PPs. This would include DAs and PPs which have been accepted onto Council's Prioritisation Assessment Program and those forming part of Council's NSW Public Spaces Legacy Program. If Council fails to progress these proposals it would jeopardise State Government funding, of up to \$4.75 million, available to Council under the Public Spaces Legacy Program.
9. Once the Department has conducted the EOI process and made information available to Council, a report will put before Council for the endorsement of new panel members.

## CONSULTATION & TIMING

### Stakeholder Consultation

10. No stakeholder consultation has been undertaken in relation to this matter as it relates to a procedural process that the Department and Council are required to follow.

Date	Stakeholder	Stakeholder Comment	Council Officer Response	Responsibility
Nil				

### Councillor Consultation

11. No Councillor consultation has been undertaken in relation to this matter as it relates to a procedural process that the Department and Council are required to follow.

Date	Councillor	Councillor Comment	Council Officer Response	Responsibility
Nil				

## LEGAL IMPLICATIONS FOR COUNCIL

12. Under the EP&A Act Council is required to operate a LPP.
13. If Council does not reappoint the members it will not have a LPP and will not be able to exercise functions under the EP&A Act for the determination of DAs and reporting requirements for PPs.

## FINANCIAL IMPLICATIONS FOR COUNCIL

14. If Council resolves to approve this report in accordance with the proposed resolution, the financial impact on the budget are set out in the table below.

15. The financial impacts to the budget, as set out in this section, will be included in the next Quarterly Budget Review for endorsement by Council.
16. There are no additional financial implications for Council as a result of this report as the costs associated with the LPP are already included in the budget.
17. The table below summarises the financial impacts on the budget arising from approval of this report.

	FY 20/21	FY 21/22	FY 22/23	FY 23/24
<b>Operating Result</b>				
External Costs				
Internal Costs				
Depreciation				
Other				
<b>Total Operating Result</b>				
<b>Funding Source</b>				
<b>CAPEX</b>				
CAPEX				
External				
Internal				
Other				
<b>Total CAPEX</b>				
<b>Funding Source</b>	Existing	Existing	Existing	Existing

Kathleen Sales  
**Strategic Business Manager**

Paul Perrett  
**Chief Financial Officer**

Kelly van der Zanden  
**Acting Executive Director City Planning and Design**

Brett Newman  
**Chief Executive Officer**

#### **ATTACHMENTS:**

There are no attachments for this report.

#### **REFERENCE MATERIAL**



**THRIVING**

**08 FEBRUARY 2021**

16.1	FOR APPROVAL: Melrose Park Precinct Naming Proposal .....	172
16.2	FOR APPROVAL: Mural at 11 Brodie Street Rydalmere .....	201

## THRIVING

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<b>ITEM NUMBER</b>	16.1
<b>SUBJECT</b>	FOR APPROVAL: Melrose Park Precinct Naming Proposal
<b>REFERENCE</b>	F2019/02288 - D07609207
<b>REPORT OF</b>	Place Manager

### PURPOSE:

To endorse the proposed names for five new roads and one park in the Melrose Park Precinct Residential Development as outlined in this report.

### RECOMMENDATION

- (a) **That** Council approve the proposed names for five new roads and one park in the Melrose Park Precinct Residential Development and as shown on the Precinct Plan at **Attachment 1** of this report, as follows:

<b>Street</b>	Appleroth
	Lemon tree
	Rose bush
<b>Boulevard</b>	Bundil
<b>Lane</b>	Wykoff
<b>Park</b>	Putt Putt

- (b) **Further, that** these names be referred to the Geographical Names Board (GNB) of NSW for formal approval and Gazettal under the Geographical Names Act 1996.

### BACKGROUND

- Melrose Park Precinct is located on the northern side of the Parramatta River. The surrounding suburbs include Ermington, West Ryde, Meadowbank and Denistone West (**Attachment 1**).
- This precinct is currently undergoing significant residential redevelopment, to be completed in stages over the next 20 years. Stage 1 of the development includes the construction of a park and five roads to service the newly constructed high-rise units.
- As per 'Policy 283 – Road Naming Policy' (Council's Policy), road naming should be appropriate to the physical, historical or cultural character of the area. Preferred sources for road names include: Aboriginal names, local history (including early explorers, settlers, and other eminent persons), thematic names (such as flora and fauna) and landmarks.
- Furthermore, all road names must comply with the requirements outlined in Chapter 6 "Addressing Principles" of the Geographical Naming Board of NSW 'NSW Address Policy and User Manual' (GNB Guidelines), ensuring road naming is clear, accepted, unambiguous and readily communicated.
- Council's Cultural, Heritage & Tourism (CHT) team has researched the history and identity of the area. Below is a list of proposed names for the newly developed roads and park and a description of the origin:

<b>Street</b>	Appleroth	The name of the creator of Aeroplane Jelly Adolphus Herbert Frederick Norman Appleroth - an Aeroplane Jelly factory was located within the area.
	Lemon tree	In recognition of fruit growers who previously occupied this land. Fruit growers are highly significant to this area. There was a plethora of fruit growing operations across the development area from the water to Victoria Road. 1943 aerial map shows the land which were used for growing 'fruits, citrus, vegies, and plants'. Sands Directory and Post Office Directory 1918 lists many fruit growers, orchardists, dairies, market gardeners, some poultry farms.
	Rose bush	
<b>Boulevard</b>	Bundil	Sally Bundil was an Aboriginal person of Kissing Point, born circa 1810-1822.
<b>Lane</b>	Wykoff	Putt Putt golf on the corner of Victoria Road entertained the community from 1969 - 2016. Tom Wykoff brought Putt Putt to Australia from South Africa.
<b>Park</b>	Putt Putt	Named after a business that was located within that location - well known to the community (see above).

6. The Community Engagement team developed and arranged public consultation on the proposed names. The proposed names were promoted across Council's social media channels, on Council's website and request for feedback (including written submissions) on the proposed names on Council's engagement portal 'Parramatta Our Say'. Details relating to community responses and feedback can be found in **Attachment 2**.
7. The online consultation was held from Wednesday 18 November to Friday 18 December 2020 (meeting the minimum three weeks timeframe as outlined in Council's Policy and GNB Guidelines).

## ISSUES/OPTIONS/CONSEQUENCES

8. Providing road names for addressing of the units in the development is required for adequate navigation, emergency response and service delivery (including postal and utilities).
9. Developers and residents may seek compensation for any costs they claim are caused by delays in the naming process such as supply of building infrastructure services, re-addressing for residents and businesses and postal and delivery re-direction costs.
10. It is important to note that this consultation took place throughout the COVID-19 outbreak. While the response rate was still quite strong, the government restrictions that were introduced which prevented face-to-face consultations and the situation more generally, may have had an impact on overall

engagement numbers.

11. No advertisements were placed in the local paper, as outlined in Council's Policy and GNB Guidelines, as they no longer exist. The proposal was promoted via Council's social media and website instead.
12. A mixture of positive and negative comments were received from the community regarding the proposed naming options (see **Attachment 2** for further details). However, none of the concerns raised reached a level of the threshold (that being that a name is considered grossly offensive and/or significantly likely to cause offence to a large group of the community or particular ethnic, religious or other specifically identifiable groups) determined to remove and replace any of the proposed names with an alternative.
13. The names satisfy the addressing requirements of the Geographic Names Board (GNB), which has given prior concurrence to the proposed names.

## CONSULTATION & TIMING

### Stakeholder Consultation

14. The following stakeholder consultation has been undertaken in relation to this matter. Please refer to **Attachment 3** for further details:

Date	Stakeholder	Stakeholder Comment	Council Officer Response	Responsibility
Fri 29 May 2020	MProjects (Developer)	Refer to Attachment 3 for details	Refer to Attachment 3 for details	Place Services / Property & Place / Eva Farlow – Place Manager;  City Engagement & Experience / City Experience / Michelle Desailly – Interpretation & Strategy Coordinator
Wed 19 August 2020	Heritage Advisory Committee	Refer to Attachment 3 for details	Refer to Attachment 3 for details	City Engagement & Experience / City Experience / Michelle Desailly – Interpretation & Strategy Coordinator
Fri 25 September 2020	Herbert Appleroth (grandson)	Refer to Attachment 3 for details	Refer to Attachment 3 for details	City Engagement & Experience /

				City Experience / Michelle Desailly – Interpretation & Strategy Coordinator
Mon 21 September 2020	Dharug Aboriginal Custodian Corporation	Refer to Attachment 3 for details	Refer to Attachment 3 for details	City Engagement & Experience / City Experience / Michelle Desailly – Interpretation & Strategy Coordinator
Thu 8 October 2020	Tom Wykoff's immediate family	Refer to Attachment 3 for details	Refer to Attachment 3 for details	City Engagement & Experience / City Experience / Research team
Mon 23 November 2020	Directly impacted properties via letter and local community via social media	Refer to Attachment 3 for details	Refer to Attachment 3 for details	Place Services / Property & Place / Eva Farlow – Place Manager; Community Engagement / City Engagement & Experience / Mark Chircop – Community Engagement Officer
Wed 18 November to Fri 18 December 2020	LGA via 'Participate Parramatta' portal	Refer to Attachment 3 for details	Refer to Attachment 3 for details	Place Services / Property & Place / Eva Farlow – Place Manager; Community Engagement / City Engagement & Experience / Mark Chircop – Community Engagement Officer

Wed 25 November 2020	Participate Parramatta Online Community Panel Email(s)	Refer to Attachment 3 for details	Refer to Attachment 3 for details	Place Services / Property & Place / Eva Farlow – Place Manager; Community Engagement / City Engagement & Experience / Mark Chircop – Community Engagement Officer
Wed 18 November 2020	Prescribed Authorities	Refer to Attachment 3 for details	Refer to Attachment 3 for details	Place Services / Property & Place / Eva Farlow – Place Manager;
Wed 18 November 2020	Heritage NSW	Refer to Attachment 3 for details	Refer to Attachment 3 for details	Place Services / Property & Place / Eva Farlow – Place Manager;
Wed 18 November 2020	MProjects (Developer)	Nil comment provided	Nil response required	Place Services / Property & Place / Eva Farlow – Place Manager
Wed 18 November 2020	Land Information Services team – City of Ryde Council	Refer to Attachment 3 for details	Refer to Attachment 3 for details	Place Services / Property & Place / Eva Farlow – Place Manager;
Wed 18 November 2020	Open Space & Natural Reserves (OSNR) team	Nil comment provided	Nil response required	Place Services / Property & Place / Eva Farlow – Place Manager
Wed 18 November 2020	Aboriginal and Torres Strait Islander Advisory Committee	Nil comment provided	Nil response required	Place Services / Property & Place / Eva Farlow – Place Manager
Wed 18 November 2020	Council's Heritage Advisory Committee (HAC)	Nil comment provided	Nil response required	Place Services / Property & Place / Eva Farlow – Place Manager

Councillor Consultation

15. The following Councillor consultation has been undertaken in relation to this matter. Please refer to **Attachment 3** for further details:

Date	Councillor	Councillor Comment	Council Officer Response	Responsibility
Fri 17 July 2020	Rosehill Ward Briefing	Nil comment provided	Nil response required	Place Services Unit / Property & Place / Eva Farlow, Stephanie Cascun & Beth Andean – Place Managers
Wed 11 November 2020	ALL - via Councillor briefing note	Nil comment provided	Nil response required	Place Services Unit / Property & Place / Eva Farlow – Place Managers
Wed 18 November 2020	ALL – email notification regarding public consultation	Nil comment provided	Nil response required	Place Services Unit / Property & Place / Eva Farlow – Place Managers

**FINANCIAL IMPLICATION FOR COUNCIL**

16. The public consultation for the proposed road names was funded by the Developer, MProjects.
17. Once the naming proposal is approved, including gazettal by the GNB, Council will arrange for the fabrication and installation of street signs (including the subject street poles and sign blades) at the Developer's expense.
18. The notification to relevant government authorities and publishing in the Government Gazette is currently provided without charge by the GNB.

Eva Farlow  
**Place Manager**

Melinda Ta  
**Place Manager**

Paul Perrett  
**Chief Financial Officer**

Bryan Hynes  
**Executive Director Property & Place**

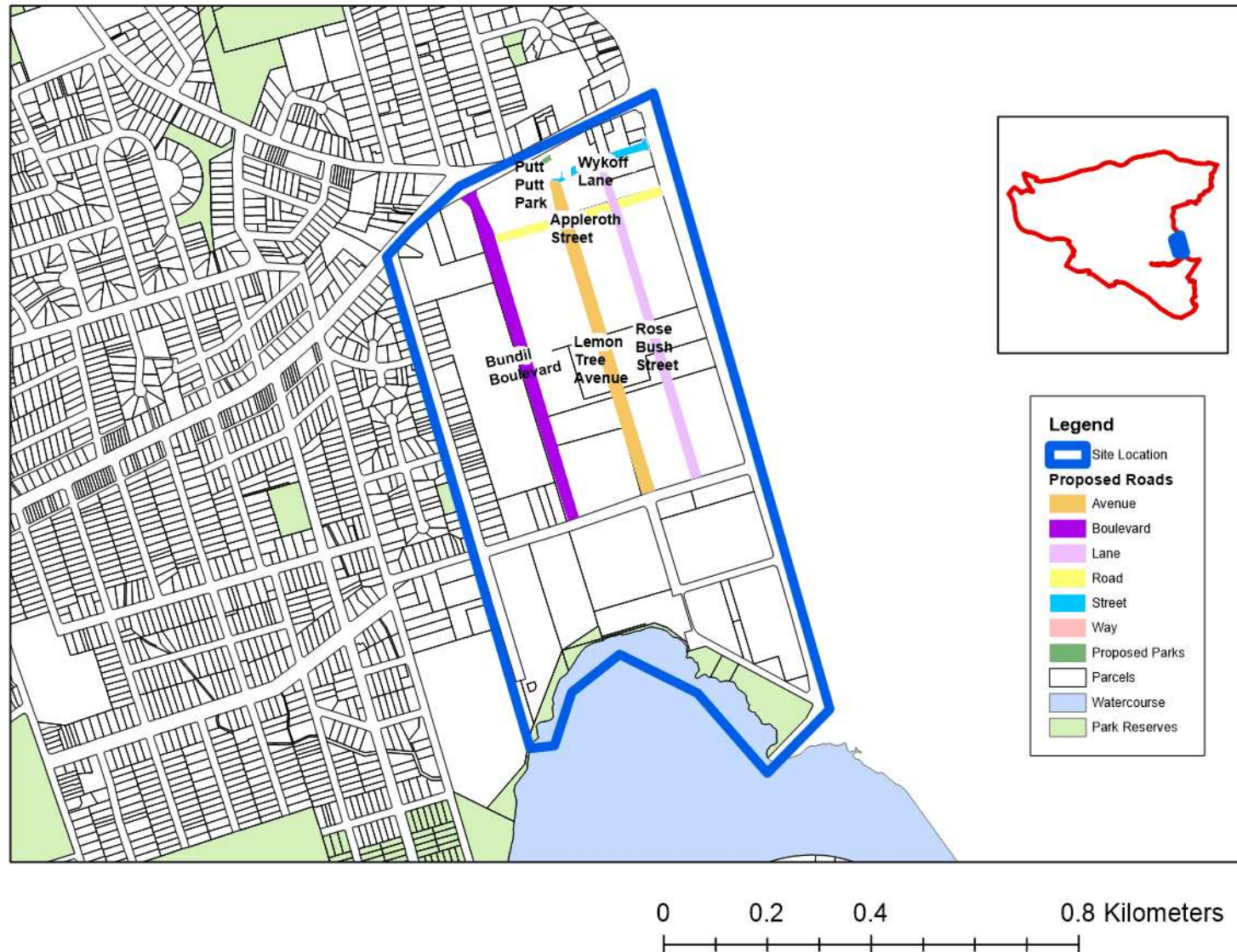
Brett Newman  
**Chief Executive Officer**

**ATTACHMENTS:**

<b>1</b> <a href="#"><u>↓</u></a>	Melrose Park Precinct Plan	1 Page
<b>2</b> <a href="#"><u>↓</u></a>	Stakeholder and Consultation table	9 Pages
<b>3</b> <a href="#"><u>↓</u></a>	Public Consultation - Key Findings and Engagement Evaluation Report	12 Pages

**REFERENCE MATERIAL**

# Melrose Park Unnamed Roads



1:10,389

Maps Updated and Published by Land Information Section  
 Copyright Parramatta Council 2020  
 Base data supplied from NSW Land Property Registry  
 Projection - Map Grid of Australia (MGA94)  
 Data - Geocentric Datum of Australia (GDA94)

While every effort has been made to ensure the correctness of the information on this map at the time of its Production, City of Parramatta Council does not warrant their information or plans do not contain errors and the Council shall be in no way liable for any loss, damage or injury as a result of any such errors.



Printed  
 31/08/2020

**Attachment 3****Stakeholder Consultation**

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

<b>Date</b>	<b>Stakeholder</b>	<b>Stakeholder Comment</b>	<b>Council Officer Response</b>	<b>Responsibility</b>
Fri 29 May 2020	MProjects (Developer)	Developer provided a written submission with proposed names	Council reviewed the submission and provided a response based on GNB criteria and Council's Road Naming policy	Place Services / Property & Place / Eva Farlow – Place Manager;  City Engagement & Experience / City Experience / Michelle Desailly – Interpretation & Strategy Coordinator
Wed 19 August 2020	Heritage Advisory Committee	28 September 2020 Council meeting minutes: Heritage interpretation (Naming roads and parks in Melrose Park) (Item 9)  11. The Committee was briefed by a Council officer on proposals for place naming in Melrose Park that reflect former significant activities (i.e. the Putt Putt site).	adopted suggestions - some inclusions of agricultural and plant themes.	City Engagement & Experience / City Experience / Michelle Desailly – Interpretation & Strategy Coordinator

		<p>12. The Committee suggested that research for names should include the pre-World War II orchards, as these were of heritage significance for an earlier period of the land.</p> <p>13. The Committee's comment has been referred to Council's Interpretation and Strategy Coordinator for consideration as appropriate.</p>		
Mon 21 September 2020	Dharug Aboriginal Custodian Corporation	name proposals provided by Dharug Traditional custodians - Dharug Aboriginal Custodian Corporation	N/A	City Engagement & Experience / City Experience / Michelle Desailly – Interpretation & Strategy Coordinator
Fri 25 September 2020	Herbert Appleroth (grandson)	provided email to confirm endorsement to nominate his grandfather's name.	N/A	City Engagement & Experience / City Experience / Michelle Desailly – Interpretation & Strategy Coordinator
Thu 8 October 2020	Tom Wykoff's immediate family	Josie Wykoff and family expressed their approval to	N/A	City Engagement & Experience / City

		propose the name 'Wykoff Street' to the City of Parramatta Council.		Experience / Research team
Mon 23 November 2020	789 properties were included in the mail out of a letter which was distributed to owners of properties surrounding Melrose Park Precinct from Monday 23 November 2020.	Feedback from those who received letters likely came through the survey hosted on Participate Parramatta, however confirming who actually provided comments isn't possible. A QR code (which linked directly to the Melrose Park Precinct Naming Project page on Council's engagement portal) provided exclusively on the letter was scanned 29 times.	N/A	Place Services / Property & Place / Eva Farlow – Place Manager;  Community Engagement / City Engagement & Experience / Mark Chircop – Community Engagement Officer
Wed 18 November to Fri 18 December 2020	Promoted across Council's social media channels, including the City of Parramatta Facebook (38,228 followers) and Twitter (8,772 followers) accounts, and Participate Parramatta Facebook (6,949 followers) account. \$249.62 was spent	Most feedback received on social media spoke to community frustration about the removal of Putt Putt from the site to make way for the new development. Many felt that as a result, the name Putt Putt Park could be seen as insensitive by the local community.	None of the comments on proposed names were deemed to reach the threshold that warranted a response – i.e. that a name is considered grossly offensive and/or significantly likely to cause offence to a large group of the community or particular ethnic, religious or other specifically identifiable groups (as described in GNB Guidelines).	Place Services / Property & Place / Eva Farlow – Place Manager;  Community Engagement / City Engagement & Experience / Mark Chircop – Community Engagement Officer

	on social media paid advertisements. 11,957 people were reached.			
Wed 18 November to Fri 18 December 2020	LGA wide via 'Participate Parramatta' portal	35 responses were received via Participate Parramatta. All provided comments. The page was visited by 638 individuals during the consultation period.	None of the comments on proposed names were deemed to reach the threshold that warranted a response – i.e. that a name is considered grossly offensive and/or significantly likely to cause offence to a large group of the community or particular ethnic, religious or other specifically identifiable groups (as described in GNB Guidelines).	Place Services / Property & Place / Eva Farlow – Place Manager;  Community Engagement / City Engagement & Experience / Mark Chircop – Community Engagement Officer
Wed 25 November 2020	Participate Parramatta Online Community Panel Email: 9,964 members.	N/A	N/A	Place Services / Property & Place / Eva Farlow – Place Manager;  Community Engagement / City Engagement & Experience / Mark Chircop – Community Engagement Officer

Wed 18 November 2020	Prescribed Authorities – NSW Police - email notification about Melrose Park Precinct Naming Public consultation now live.	Nil comment provided	Nil response required	Place Services / Property & Place / Eva Farlow – Place Manager
Wed 18 November 2020	Prescribed Authorities - NSW State Emergency Service - email notification about Melrose Park Precinct Naming Public consultation now live.	Nil comment provided	Nil response required	Place Services / Property & Place / Eva Farlow – Place Manager
Wed 18 November 2020	Prescribed Authorities - Fire and Rescue NSW - email notification about Melrose Park Precinct Naming Public consultation now live.	Nil comment provided	Nil response required	Place Services / Property & Place / Eva Farlow – Place Manager
Wed 18 November 2020	Prescribed Authorities - the Surveyor-General - email notification about Melrose Park Precinct Naming	Nil comment provided	Nil response required	Place Services / Property & Place / Eva Farlow – Place Manager

	Public consultation now live.			
Wed 18 November 2020	Heritage NSW - email notification about Melrose Park Precinct Naming Public consultation now live.	<p>Dear Mr Newman</p> <p>Attention: Ms Eva Farlow, Place Manager – CBD</p> <p>Thank you for the opportunity to comment on the proposed naming of five roads and a park in the Melrose Park Precinct.</p> <p>The proposed names are:</p> <ul style="list-style-type: none"> <li>• Lemon Tree Avenue</li> <li>• Rose Bush Street</li> <li>• Appleroth Street</li> <li>• Bundil Boulevard</li> <li>• Wykoff Street, and</li> <li>• Putt Putt Park.</li> </ul> <p>These names draw inspiration from local flora, as well as local historical figures, such as:</p> <ul style="list-style-type: none"> <li>• Adolphus Appleroth, founder of Aeroplane Jelly</li> <li>• Sally Bundil, an Aboriginal person of Kissing Point who lived during the early 1800s, and</li> </ul>	<p>Dear xxxxx,</p> <p>Thank you for your correspondence regarding the Melrose Park naming proposal.</p> <p>Council acknowledges your feedback regarding the proposed names and look forward to engaging your department for advice on future place naming projects.</p> <p>Regards,</p>	Place Services / Property & Place / Eva Farlow – Place Manager

		<ul style="list-style-type: none"> <li>• Tom Wykoff, who brought Putt Putt Golf to Australia.</li> </ul> <p>We note that the Geographical Names Board encourages place names that reflect the heritage, cultures and identity of a site. As such, we consider that the above names will have a positive heritage outcome.</p> <p>If you have any questions, please don't hesitate to contact me on the details below.</p> <p>Best regards</p>		
Wed 18 November 2020	Prescribed Authorities - NSW Rural Fire Service - email notification about Melrose Park Precinct Naming Public consultation now live.	Nil comment provided	Nil response required	Place Services / Property & Place / Eva Farlow – Place Manager
Wed 18 November 2020	Land Information Services team – City of Ryde Council - email	Thank you for letting us know about the road naming public consultation.	Nil response required	Place Services / Property & Place / Eva Farlow – Place Manager

	notification about Melrose Park Precinct Naming Public consultation now live.			
Wed 18 November 2020	MProjects (Developer) - email notification about Melrose Park Precinct Naming Public consultation now live.	Nil comment provided	Nil response required	Place Services / Property & Place / Eva Farlow – Place Manager
Wed 18 November 2020	Open Space & Natural Reserves (OSNR) team - email notification about Melrose Park Precinct Naming Public consultation now live.	Nil comment provided	Nil response required	Place Services / Property & Place / Eva Farlow – Place Manager
Wed 18 November 2020	Aboriginal and Torres Strait Islander Advisory Committee - email notification about Melrose Park Precinct Naming Public consultation now live.	Nil comment provided	Nil response required	Place Services / Property & Place / Eva Farlow – Place Manager
Wed 18 November 2020	Heritage Advisory Committee - email notification about	Nil comment provided	Nil response required	Place Services / Property & Place /

	Melrose Park Precinct Naming Public consultation now live.			Eva Farlow – Place Manager
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**Councillor Consultation**

The following Councillor consultation has been undertaken in relation to this matter:

Date	Councillor	Councillor Comment	Council Officer Response	Responsibility
Fri 17 July 2020	Rosehill Ward Briefing	Nil comment provided	Nil response required	Place Services Unit / Property & Place / Eva Farlow, Stephanie Cascun & Beth Andean – Place Managers
Wed 11 November 2020	ALL - via Councillor briefing note	Nil comment provided	Nil response required	Place Services Unit / Property & Place / Eva Farlow – Place Managers
Wed 18 November 2020	ALL – email notification regarding public consultation	Nil comment provided	Nil response required	Place Services Unit / Property & Place / Eva Farlow – Place Managers



# **Melrose Park Precinct – Place Naming Project (Stage One)**

## **Key Findings and Engagement Evaluation Report**

**December 2020**

[cityofparramatta.nsw.gov.au](http://cityofparramatta.nsw.gov.au)

# CONTENTS

1. Introduction.....	2
2. Executive Summary.....	4
3. Engagement Evaluation .....	5
4. Online Submissions .....	7
5. Email Submissions .....	10

# 1. Introduction

The Melrose Park Precinct is located to the north of Parramatta River and south of Victoria Road; it is also bordered by Ryde to the east and Ermington to the west. Covering approximately 30 hectares, when completed, the Melrose Park Precinct will include around 6,000 apartments, a new town centre, community amenities and around 5 hectares of public green open spaces and parklands.

In late 2020, community members and stakeholders were invited to provide feedback on the first round of name proposals put forward for the Melrose Park Precinct. Five roads and one park required naming as part of stage one consultation.

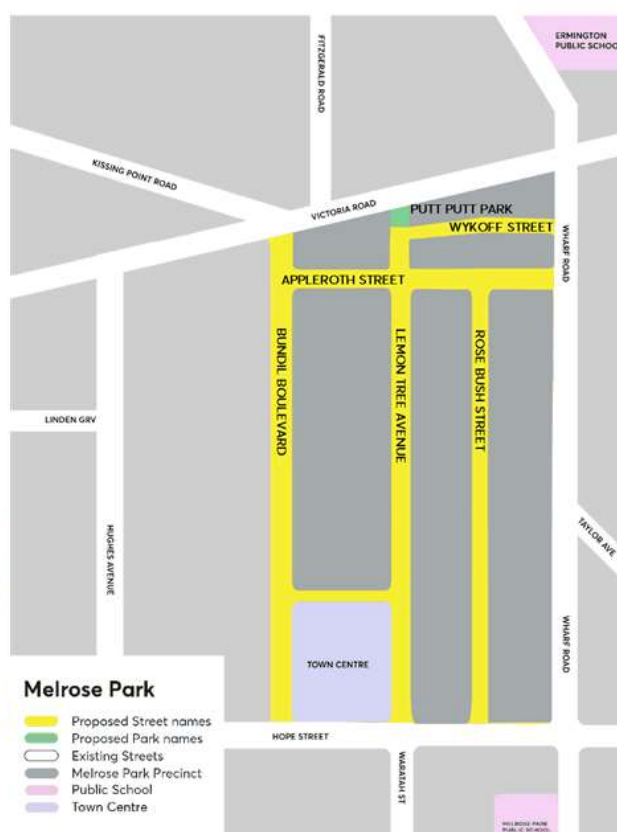
The place names that the community were asked to help name are identified on the map below. The names proposed for stage one pay respect to both the significant Indigenous and Non-Indigenous history of the site. Contextual information was provided for each of the proposed names.

The six place names put forward were:

- Appleroth Street
- Bundil Boulevard
- Lemon Tree Avenue
- Rose Bush Street
- Wykoff Street
- Putt Putt Park

Online consultation was held between **Wednesday 18 November** and **Friday 18 December 2020**.

Council sought to make sure that the proposed names reflect current community values.



The community was able to provide feedback on the proposed names via an online submission form accessed through Council's engagement portal, 'Participate Parramatta' ([participate.cityofparramatta.nsw.gov.au/](https://participate.cityofparramatta.nsw.gov.au/)). Community members and stakeholders were also provided with the opportunity to provide feedback via email.

It is important to note that this consultation took place throughout the COVID-19 outbreak. While the response rate was still quite strong, the government restrictions that were introduced which prevented face-to-face consultations and the situation more generally, may have had an impact on overall engagement numbers.

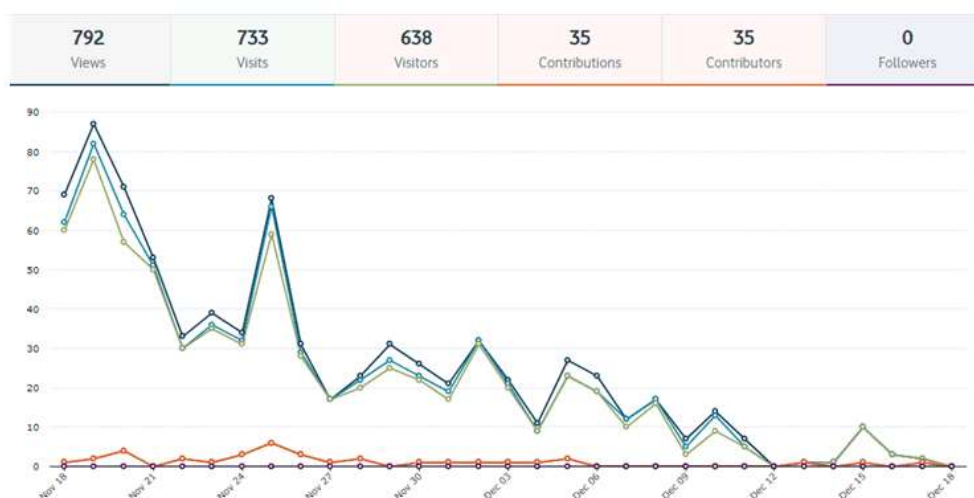
## Key Findings Report

This Key Findings Report collates and summarises the **35 responses** submitted via Participate Parramatta and **4 email submissions** received during the period the Melrose Park Precinct – Naming Project (Stage One) was open for comment.

### Participate Parramatta Engagement Portal Statistics

The Melrose Park Precinct project page on Participate Parramatta was **viewed 792 times** during the consultation period by 638 visitors, with 28 document downloads.

Over this time, **35 contributions** were made on the project page by 35 contributors using the online submission option.



## 2. Executive Summary

From Wednesday 18 November to Friday 18 December 2020, City of Parramatta sought stakeholder and community feedback on six proposed place names for stage one of the Melrose Park Precinct. During the consultation period, **35 responses** were submitted via Participate Parramatta, with **4 email submissions** also received.

### Summary of key findings

#### Online Submissions

Thirty-five comments were put forward by the community about the proposed names via the online submission option accessible on Council's engagement portal, Participate Parramatta.

There was a mixture of both negative and positive comments received, with several alternative name proposals also put forward.

Putt Putt Park was the most divisive of the proposed names with some highly supportive of recognising this part of the site's history, while others found the proposal lacked tact given that Putt Putt had to make way for the development.

For more detailed information, please see **pages 7 – 9**.

#### Email Submissions

Four email submissions were received during the consultation period. Council officers responded to each email submission directly. No feedback provided via email reached a threshold that it could impact the proposed names from moving forward.

For more detailed information, please see **pages 10 – 11**.

### Recommendation

Despite Council receiving a number of objections, none of the concerns raised reached a level considered appropriate of the threshold (that being that a name is considered grossly offensive and/or significantly likely to cause offence to a large group of the community or particular ethnic, religious or other specifically identifiable groups) determined to remove and replace any of the proposed names with an alternative.

As such, the proposed names should now be put forward to Council for endorsement.

To alleviate concerns raised in relation to 'Putt Putt Park', Council may however like to consider further recognising this much-loved community asset in any future design works at the park and consult the community further about this.

### 3. Engagement Evaluation

The below provides a snapshot of the communications and engagement channels used to promote the feedback opportunity to the community from **Wednesday 18 November to Friday 18 December 2020**.

Numerous channels were activated to reach as many community members as possible and direct them to the City Of Parramatta community engagement portal ([participate.cityofparramatta.nsw.gov.au/](https://participate.cityofparramatta.nsw.gov.au/)) to provide feedback.

Overall, **approximately 64,702** people saw the opportunity to share feedback based on the data captured from the following engagement channels.

#### Social media

Promoted across Council's social media channels, including the City of Parramatta Facebook (38,228 followers) and Twitter (8,772 followers) accounts, and Participate Parramatta Facebook (6,949 followers) account.

The best performing organic post of the social campaign is featured to the right.

As an organic post, the content performed very well with a reach of 3,187, while also achieving 65 link clicks and 271 engagements.

Of the 16 comments affiliated with this post, most were negative and spoke to community frustration about the removal of Putt Putt from the site to make way for the new development.

Many felt that as a result, the name Putt Putt Park could be seen as insensitive by the local community.

No other posts attracted this level of negative attention.

It is also important to note that a very high **69% of referrals** to the project page on Council's engagement platform came via social media.



The following results were achieved on social media:

	Paid advertisements	Organic
Reach	11,957	10,126
Link clicks	323	96
Engagements	404	363
Total spend	\$249.62	n/a

#### Email databases

Sent to the Participate Parramatta Online Community Panel on Wednesday 25 November 2020 (9,964 members) and Tuesday 15 December 2020 (9,955 members).

#### Letterbox drop

More than 789 properties were included in the mail out of a letter on Monday 23 November 2020, which was distributed to owners of properties in directly affected streets surrounding the Melrose Park Precinct. A QR code (which linked directly to the Melrose Park Precinct – Naming Project page on Council's engagement portal) provided exclusively on the letter was scanned 29 times.

## 4. Online Submissions

Please find below in full, all 35 responses received throughout the consultation period. The responses can also be categorised into the following themes:

THEME	NUMBER OF RESPONSES*
Positive feedback / Support for proposed names	11
Alternative proposals	10
Dharug / Aboriginal specific proposals	3
Criticism of Council or the site / Objection to proposed names	17
Uncategorised	1

\*Please note that total number of responses tally to greater than 35 as some comments are captured across multiple themes.

ALL RESPONSES
I would like Betty Cuthbert, whose family nursery was nearby, to be recognised. I would also like the Bartlett Park name kept.
Rose Bush Street needs a rethink - maybe Market Garden Street to reflect all the different nurseries and the Chinese market gardens that existed.
Great choice for Aeroplane Jelly. My wife worked with the founder's son for 20yrd and we still talk about the place.
Putt Putt? I'm aghast. You've completely read the room wrong on this one! As a community (and surrounds), we were devastated by the loss of our thriving community asset (yes, that's what we considered putt putt to be).
Support names that reflect the site's history, including indigenous history. Lemon Tree and Rose Bush are too generic. Existing suburb of Melrose Park uses aviator's names - maybe one future street name could reflect this local context & 80-year history.
DO NOT call it PUTT PUTT or anything of the sort. Consider other history of the area. Don't take from history that was ripped from the community that nobody wanted gone.
I am supportive of all these names as they are so unique, especially Putt Putt Park that is a fitting tribute!

Regarding street names for Melrose Park, I would like to see Charles Melrose, whom the area is names for, honoured in some way, either by "Charles Melrose Avenue" or similar, or Charles Melrose Place.
I suggest you name the area after Betty Cuthbert who trained for the Olympics on this site. Or name it after the Cuthbert Family who had a nursey on the land or the Swane family who also owned a nursery on the site on the Parramatta River side.
Rose Bush - sounds weird could it not just be Rose
So you knocked down the historic and iconic putt putt place to build this development but now you want to honour its memory by naming part of the development Putt Putt Park? That's really quite ironic and insulting. Like rubbing salt in a wound.
The names are very good
Definitely not putt putt park. Absolutely disgusted someone would think of such thing. First you knock down putt putt, build the ugliest building and don't realise that Victoria road cannot take another 5000 cars- traffic is bad enough!!!
Thank you for the opportunity to consult. I like Wykoff & Appleroth as they are specific to the past of the area. Rose and Lemon Tree Street are a bit dull and generalised. More Indigenous names, Bundil is good. Should have at least 2.
I believe some of the iconic brands that have been made on this site should have been used. Durex Lane, Mortein Ave, Finish Drive, Airwick Close, Dettol Street
Putty McPuttface
Wallumetta Ave/St would be a good idea. Wallumede clan of Durag people were the traditional owners of the land and Melrose Park was originally going to be called Wallumetta.
Why provide a space for comments that are limited to a couple of sentences only? Like the rest of this sham development a rush through token tick a box exercise in community engagement. Parramatta Council and Payce - crooks
As this precinct resides in Ermington it should reflect Ermington's heritage and not Melrose Park. Naming Putt Putt Park is an insult when clearly all residents wanted it to remain.
Betty Cuthbert is far and away the most significant character from this area. Her (unmarked) family home immediately across Victoria Rd looks out across this new 'suburb'. I know the main strip of Ermington shops bears her name and there is a monument???
The names are great! Recognising both indigenous and non-indigenous heritage of the area is very important. Please have signage on the significant indigenous culture the Dharug people had with the Parramatta river.
Definitely Putt putt park
Great to see Council is proposing to recognise the now lost Putt Putt course. It was a local landmark for many years and very popular with the local community. This name is certainly fitting for the new park as well as the streets to reflect local history

Well done Council on creating names that reflect the site history. I particularly like Putt Putt Park as recall spending many weekends with friends at the much-loved venue.
Suggest plaques/ signage explaining the history of each street name, as understanding the history behind each name makes a significant difference in understanding and respecting the street names.
The ghetto. They look so ugly that I think it would be an appropriate name
Not Putt Putt park. It would be an insult to the community considering a well-loved community business was destroyed in the process of the new buildings
Twilight Ave
I think it is disrespectful to name it putt putt park, especially after how this all went down. I'm sure a better option can be found
Most of the names are great but I feel Putt Putt Park is extremely tokenistic. It's SUCH a small park and that development was only possible because of Putt Putt going
Putt Putt Park: Terrible suggestion for a name. TBH you probably could not think of a worse name than Putt Putt Park, considering the history and reasons why Putt Putt is no longer there.
I'm not sure the Council should be proposing naming streets and parks after the Putt Putt business and owner especially after they sold them out when they didn't have to. It's a shame it is still not there. they Council is a shame for not asking before.
I like all the name choices with the exception of Putt Put park. Call it Wallumetta Park.
I think all the names above are great, especially love the reference to aeroplane jelly and putt putt. That's memories of growing up in the area.
The names aren't great!

## 5. Email Submissions

Four email submissions were received during the consultation period. The content of the emails has been provided in full below for reference.

Email submissions one and two put forward alternate name proposals, email submission three was primarily critical of the site as a whole and not the names themselves, while email submission four was questioning the use of the proposed suffixes.

### Email Submission One

Sent: Tuesday, 8 December 2020 2:10 PM  
To: 'placeservice@cityofparramatt.nsw.gov.au' <placeservice@cityofparramatt.nsw.gov.au>  
Subject:  
Good afternoon,

#### PROPOSE PLACE NAMES IN THE NEWLY DEVELOPED MELROSE PARK PRECINCT

ELIAS CRESENT – HAS LIVED IN ERMINGTON OVER 30YEAR  
LINDA STREET - Worked IN Ryde for 25 years  
JASON ROSS STREET - Grew up in West Ryde  
AUBREY AVENUE  
ISLA CRESENT

### Email Submission Two

Sent: Sunday, December 6, 2020 10:25:32 PM  
To: Place Services <placeservices@cityofparramatta.nsw.gov.au>  
Subject: Melrose Park Place Naming Project

\*\*\*[EXTERNAL EMAIL] Stop and think before opening attachments, clicking on links or responding. \*\*\*

To Whom it May Concern,

I'm writing to you to submit four names for consideration to replace Wykoff St, Bundil Boulevard, LemonTree Avenue and Rose Bush St (<https://participate.cityofparramatta.nsw.gov.au/melrose-park-naming-project>)

Given Melrose Park is named for Jimmy Melrose (<https://www.abc.net.au/local/stories/2008/07/05/2293535.htm>) you should perhaps name the streets in associations to his career as a pioneer Australian pilot. You could apply names that correspond to those of his planes: Billing; Westley; My Hildergarde and Queen Adelaide. Let's have something that celebrates and extends Australian history rather than overwrite it with a fruit salad or in this case a lemon!

I would propose Queen Adelaide Boulevard, Billing St, Westley St and My Hildergarde Ave to create consistency with the name of the suburb and the application of the street names.

Given the towers will likely be occupied by 'new Australians' this would be a fantastic way to provide context of there suburb to the history of Australia. The above names would also be consistent with Aeroplane Jelly's Appleroth Street.

Kind Regards,

## Email Submission Three

Sent: Wednesday, November 25, 2020 19:08  
 To: Place Services  
 Subject: Melrose Park Precinct Naming Project

\*\*\*[EXTERNAL EMAIL] Stop and think before opening attachments, clicking on links or responding. \*\*\*

To truly reflect the effect that this gross overdevelopment will have on the once quiet Melrose Park community the following names should be used:

1. **Wykoff Street** should be called **Whycantwegetoutofhere Street**. Thinking all of the traffic from the first stage of this development will be able to access in and out from Wharf Rd is a farce. The road into Victoria Rd opposite Kissing Point Rd should have been the first thing built
2. **Rose Bush Street** should be **Overdevelopment Drive**. The scale of the buildings will overshadow the quiet and tranquil area of the real Melrose Park, east of Wharf Rd
3. **Lemon Tree Avenue** should be **Future Slum Street**. This, like the other abomination in Meadowbank will be the Eastern European slums of the future. Images of piles up rubbish and abandoned household goods littering the street will be a feature in 10-20 years
4. **Blundil Ave** should be **Blunder Avenue**. This will reflect the wrong choices made by Council in their rush to grab the Section 94 and VPA 30 pieces of silver. None of which will be used to improve the infrastructure or recreational areas in the City of Ryde even though they will be the recipients of the extra street parking and use of areas such as Meadowbank Park.
5. **Appleroth St** should be **Rotten Apple Street**. This will provide a true reflection of the noise, smells and effect of squeezing so many apartments and people into such a small area. The social dislocation caused by this will be a blight on Parramatta Council.

## Email Submission Four

Sent: Wednesday, November 25, 2020 17:47  
 To: Place Services  
 Subject: Melrose Park Street names

\*\*\*[EXTERNAL EMAIL] Stop and think before opening attachments, clicking on links or responding. \*\*\*

Bundil Boulevard, Lemon Tree Avenue and Rose Bush Street are all of similar lengths and end at common streets so it is unusual they don't have common "appropriate road type suffixes e.g. road, street, avenue".

The failure to share common suffixes could be a source of endless debate. Whatever is chosen, "boulevard" seems pretentious.

## THRIVING

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<b>ITEM NUMBER</b>	16.2
<b>SUBJECT</b>	FOR APPROVAL: Mural at 11 Brodie Street Rydalmere
<b>REFERENCE</b>	F2019/04097 - D07856097
<b>REPORT OF</b>	Place Manager

### PURPOSE:

To seek approval to paint a mural on the building façade at 11 Brodie Street (private property), as part of the Better Neighbourhoods Program streetscape upgrade for Brodie Street, Rydalmere.

### RECOMMENDATION

- (a) **That** Council grant approval for the mural to be painted on the building at 11 Brodie Street (private property) Rydalmere.
- (b) **Further, that** a report be brought back to Council after the works are carried out summarising the results of the work.

### BACKGROUND

1. \$670,000 has been allocated to upgrade the local centre at Brodie Street, Rydalmere. This is a Better Neighbourhood Program project that was allocated funding as per the Council report FOR APPROVAL 'Better Neighbourhood Program 2019/20 and 2020/21' 11 June 2019'.
2. This local centre, is located in close proximity to the Western Sydney University Rydalmere campus, and is directly opposite the Rydalmere stop for Light Rail stage one (1).
3. The area is zoned light industrial, with Brodie Street housing two (2) cafes, a hairdresser, a dance studio, and a timber door outlet. This is a key employment precinct for the City of Parramatta Local Government Area, with a significant workforce.
4. The centre is highly visible from the Victoria Road bridge/overpass and is most heavily frequented by local students and workers.
5. It is expected that a mural at this site would become an iconic feature of the area; bringing a more vibrant atmosphere to the street, in similar way to other light industrial areas like Marrickville and Redfern.
6. It is anticipated that the streetscape upgrade with new granite pavement, new bespoke street furniture, and mature tree planting, along with the mural, will provide uplift to the centre, increasing economic interest, activation and long-term sustainability.
7. The total approximate cost of the project is \$49,830 (exc GST). This includes Project Management, Administration and Curation Fees of \$10,000 and Artist Fees, materials and installation of \$39,830.

## ISSUES/OPTIONS/CONSEQUENCES

8. Section 67(1) of the Local Government Act imposes restrictions on the ability of a Council to perform works on private property. Pre-requisites and reporting requirements must be adhered to by councils to ensure transparency regarding the spending of public funds. A resolution of Council is required before works are carried out; along with a follow up report once works are complete.
9. The mural is proposed for this specific location due to that fact that it is highly visible, this building provides a particularly large flat façade for painting, and the industrial area lends itself to this style of artwork. It is expected that a mural at this site will increase the vibrancy of the street, bringing increased patronage to the local shopping strip, increased economic investment and a more activated, sustainable local centre.

## CONSULTATION & TIMING

### Stakeholder Consultation

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

Date	Stakeholder	Stakeholder Comment	Council Officer Response	Responsibility
Round 1 June 2020 (3 weeks)	Community Consultation <ul style="list-style-type: none"> <li>- Letter to surrounding residents and businesses</li> <li>- What's Happening Here Signs on Site</li> <li>- Project Page on Council Web site</li> <li>- Social media promotion</li> </ul>	Parking is an issue for local businesses; there is not enough of it, and cars are parked illegally, dumping of waste also an issue for the area	Raised a service request and Council rangers went down and patrolled the area, timed parking spaces were also included as part of the concept design	Place Services
Round 2 28 September – 12 October 2020 ( 2 weeks)	Community Consultation <ul style="list-style-type: none"> <li>- Letter to surrounding residents and businesses</li> <li>- What's Happening Here Signs on Site</li> </ul>	Supportive of upgrade, want to ensure there will be enough tables and chairs for customers and that works do not	Showed the concept plan to business owners, talked through designs and confirmed we would coordinate the start date of construction	Place Services

	<ul style="list-style-type: none"> <li>- Project Page on Council Web site</li> <li>- Social media promotion</li> <li>- Face to face meetings with local businesses</li> </ul>	impact access to their businesses	with the shop owners	
25 August 2020	Owner of 11 Brodie Street <ul style="list-style-type: none"> <li>- Email</li> <li>- Face to face meeting</li> </ul>	Supportive of mural and happy for Council to paint whatever they want	Explained that Council was going to be doing some upgrade works to the streetscape and wanted to paint a mural on the building. Confirmed Council would continue to negotiate with them about the possibility and details of the mural in coming months.	Place Services

### Councillor Consultation

11. The following Councillor consultation has been undertaken in relation to this matter:

Date	Councillor	Councillor Comment	Council Officer Response	Responsibility
6 Feb, 17 July, 28 Aug, 9 Oct, 6 Nov 2020	Rosehill Ward Councillors	Supportive of Brodie Street upgrade and mural	Regular updates on the progress of ward projects at monthly ward briefings	Place Services

### **LEGAL IMPLICATIONS FOR COUNCIL**

12. Council has sought the advice of its internal legal team to help draft a contract with the property owner and with the artist, to ensure that Council has the rights to promote, remove, alter the artwork should it see fit.
13. This report has been prepared to fulfill the reporting requirements as stipulated in section 67 of the Local Government Act.

**FINANCIAL IMPLICATIONS FOR COUNCIL**

14. If Council resolves to approve this report in accordance with the proposed resolution, the cost of the mural is \$49,830 excluding GST.
15. The total budget for the program is \$670,000 and \$620,000 is included in the 2020/21 budget.
16. The mural expenditure is budgeted in the 2020/21 program.
17. The funding for this program is \$7.11.

Stephanie Cascun  
**Place Manager**

Melinda Ta  
**Place Manager**

Paul Perrett  
**Chief Financial Officer**

Bryan Hynes  
**Executive Director Property & Place**

Brett Newman  
**Chief Executive Officer**

**ATTACHMENTS:**

There are no attachments for this report.

**REFERENCE MATERIAL**

## **INNOVATIVE**

### **08 FEBRUARY 2021**

17.1	FOR APPROVAL: Minutes of the Heritage Advisory Committee Meeting held on 26 November 2020 .....	206
17.2	FOR APPROVAL: Gateway Request - Planning Proposal to increase commercial floorspace in Epping Town Centre .....	223
17.3	FOR APPROVAL: Post Exhibition - Planning Proposal to 'Switch Off' Clause 4.6 Variation as it applies to FSR for sites within the Epping Town Centre.....	386

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**INNOVATIVE**

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<b>ITEM NUMBER</b>	17.1
<b>SUBJECT</b>	FOR APPROVAL: Minutes of the Heritage Advisory Committee Meeting held on 26 November 2020
<b>REFERENCE</b>	F2013/00235 - D07781826
<b>REPORT OF</b>	Project Officer Land Use

**PURPOSE:**

To inform Council of key discussion points from the Heritage Advisory Committee meeting on 26 November 2020.

**RECOMMENDATION**

- (a) **That** Council receive and note the minutes of the Heritage Advisory Committee meeting of 26 November 2020.
- (b) **Further, that** Council endorse Professor Liston remaining as a member of the Heritage Advisory Committee for the current term of this Council notwithstanding her change in circumstances.

**BACKGROUND**

1. Council's Heritage Advisory Committee (the Committee) meets every two months and currently comprises 12 members. The purpose of the Committee is to advise Council on how better to conserve, promote and manage heritage within the Parramatta Local Government Area (LGA) for current and future generations.
2. Council receives periodic reports detailing the minutes of Heritage Advisory Committee meetings, in order to keep Council informed of the advice of the Committee. Council also has a decision-making role on Committee membership as well as on applications to the Local Heritage Fund (which are reported to Council via these periodic reports when such applications have been considered).
3. Due to the current Covid-19 situation, Committee meetings were initially suspended until August 2020. However, normal meeting schedules were recommenced and the last meeting of 2020 was held on 26 November 2020. This report summarises key discussion points of this meeting for Council's information. The minutes of the meeting are provided at **Attachment 1**.

**KEY DISCUSSION POINTS**

4. The key points discussed at the meeting are summarised below.

**Presentation - Best Practice in Promoting Visitor Experience (Item 4)**

5. Cassandra Farquharson, Western Sydney University (WSU) Student Project Officer, gave a presentation on best practice visitor experience and opportunities as applied to parts of Parramatta.

6. The Committee responded with suggestions to:
  - extend the free CBD bus service to Harris Park;
  - include the Eels festival in the visitor experience so as to involve the Darug culture;
  - include Lebanese Week and tours because of the importance of the religious aspect;
  - incorporate cultural landscapes including streetscapes, views and vistas;
  - incorporate the Smart City app into the visitor program; and
  - investigate appropriate grant applications and opportunities for shared funding to help overcome the biggest barrier of adequate funding.
7. The Committee's suggestions have been referred to Council's Cultural Heritage and Tourism Manager for possible inclusion in Council's visitor experience program.

### **Cultural Heritage and Visitor Services Update (Item 5)**

8. An update was provided by Council's Cultural Heritage and Tourism Manager on the following matters:
  - Parramatta History & Heritage Website: Includes work on a number of anniversaries and Foundation day videos, videos on the A-Z of things in Parramatta, 12 online biographies of historical and contemporary Parramatta people and continued digitisation of Council records.
  - Heritage assets: A 360 degree virtual map and tour of the City of Parramatta precincts and heritage attractions is in development that is designed to raise the profile of destination experiences.
  - Willow Grove: It is proposed to undertake further work to capture the historical significance of this 19th-century building.
9. There was a general discussion at the meeting on heritage signs, wayfinding signs and national heritage trail signs around Rosehill. Committee members and attendees stressed that it was important that the investigation of heritage mapping and signage should also apply to other parts of the LGA, such as Epping, Carlingford and Sydney Olympic Park. It was also suggested that the Toongabbie area should be investigated to determine if there are any properties with heritage value. The Committee agreed that these issues would be considered at a future meeting, and Council staff will ensure that these matters are included on the agenda for the Committee's next meeting on 18 February 2021.

### **Business Arising (Item 7)**

10. The Committee was briefed on the Development Application for the Parramatta Aquatics Centre.
11. The Committee was also briefed on the outcome of investigations into the problems with Council's Development Application Tracker. The Committee and attendees raised a number of further concerns on the difficulty of use of the Development Application Tracker. The particular concerns of the Committee together with a response from Council's Group Manager Development and

Traffic Services to these concerns are detailed in Table 1 below. This response has been circulated to Committee members.

**Table 1: Concerns with Council's Development Application Tracker**

<b>Concerns of Committee</b>	<b>Response - Group Manager Development &amp; Traffic Services</b>
There is a lack of any information on the DA Tracker from Councils that have recently been amalgamated with the City of Parramatta for properties with heritage significance.	Digitally held planning determinations are typically available for view on Council's DA Tracker regardless of whether they are from a former Local Government Area. Please note though that the DA Tracker will not display all records held against a property address that are either not planning determinations or that are not held digitally by Council. If there are specific examples of what needs to be displayed that can be looked at in consultation with the IT project team.
Some features are no longer available to view in the new DA Tracker making it very difficult for people to make submissions.	The submissions portal is available outside the DA Tracker and anyone can make submissions. This has now also been linked to the DA Tracker to assist with easier submissions. If there are other aspects of the DA Tracker functionality that are concerning the Committee we would welcome specific feedback so we can focus on those features. We are currently improving functionality in relation to viewing documentation associated with development applications for tree removal.
It is difficult to choose the right pathway to find a development application – certain areas of the DA Tracker need to be modified so as to locate new development applications, particularly those located in Conservation Areas.	If there are aspects of the DA Tracker interface that are concerning the Committee in terms of ease of access we would welcome specific feedback so we can focus on those features. This would appear to relate to the features of the DA Tracker and would need IT project team input.
Only some documents relating to development applications are now on-line – it is questioned whether it is the intention to have all documents on-line or whether the public will have to contact the Council officer to obtain further information.	There has been no deliberate reduction in the level of information viewable on the new DA Tracker compared to the older version. It is unclear whether the Committee is also hoping to be able to view non-planning documents relating to a particular address via the DA Tracker. There is no project at this time for that level of access to property information.

### **Development Applications (Item 8)**

12. The Committee was briefed by Council's Heritage Advisor on 10 Development Applications. The Committee did not raise any significant issues with these applications nor on the Heritage Advisor's proposed recommendations for the same.
13. Council's Heritage Advisor advised that, in future, he will forward an email to Committee members giving them advance notification of DAs with heritage significance. This notification will take place shortly after DAs have been received by Council.

### **City Planning Update (Item 9)**

14. The Committee was briefed on a number of Planning Proposals located within the Parramatta CBD. Table 2 below details the content of the briefing together with the Committee's response and action proposed by Council staff.

**Table 2: Briefing of CBD Planning Proposals**

<b>Planning Proposal (or site-specific DCP where relevant)</b>	<b>Briefing content</b>	<b>Committee's response and staff action</b>
20 Macquarie Street, Parramatta	A site-specific DCP and draft Planning Agreement are on exhibition from 25 November 2020 to 15 January 2021. The DCP contains an objective to protect heritage. Exhibition details were emailed to the Committee on 25 November 2020.	N/A
197 Church Street, Parramatta	This planning proposal and a site-specific DCP and draft planning agreement are on exhibition from 16 November to 16 December 2020.	<p>The Committee sought a 15m tower setback from Church Street to open up views to and from Centenary Square and St John's Cathedral and the Church Street heritage streetscape.</p> <p>The Committee's comments have been referred to the City Planning Team to be treated as a submission to the exhibition of this Planning Proposal.</p>
87–91 George Street, Parramatta	Confirmation that the Committee's previous recommendation for a 10m setback to the western boundary of adjacent heritage listed Perth House has been referred to the Applicant. This matter will be reported to Council in the first quarter of 2021.	N/A
St John's Cathedral site / adjacent land holdings	The Committee was updated on this project. While Council resolved to de-list the Church Hall this proposal has not been endorsed by the Department of Planning who have required the listing to remain. Any decision to allow demolition of the Hall will now need to be considered by the relevant determining Panel as part of a Development Application Process. This has presented some challenges in terms of what content should be included in any site specific DCP for the site. In normal circumstances a DCP would not include controls that promote the demolition of a listed heritage item.	N/A
8 – 14 Great Western Highway, Parramatta	The Committee had previously commented on this Planning Proposal during initial assessment. A draft DCP and VPA are going to Council on 7 December for endorsement for public exhibition (Note: after this briefing to the Committee, the DCP/VPA were endorsed for public exhibition by Council on 7 December 2020). The DCP contains controls to address impact on nearby heritage items. The report	The Committee commented that all points under section D of its submission on the Parramatta CBD Planning Proposal are relevant and should be taken into account in considering this site-specific Planning Proposal.

	to Council on 7 December states that if endorsed for public exhibition, a draft DCP will be presented to the Committee and their comments will be provided in the post exhibition report.	These comments have been referred to the City Planning Team for consideration as appropriate.
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## General Business (Item 11)

15. The Committee agreed that, until issues relating to the DA Tracker outlined in paragraph 10 of this report are resolved, they would like to be notified of relevant Development Applications via other means. They agreed to advise staff if they prefer to be notified of Development Applications by email, mail or both.
16. Council officers are awaiting advice from the Committee confirming the preferred method of notification for relevant Development Applications. Once received, this advice will be referred to Council's Development and Traffic Services Group for action.
17. If a response from the Committee is not received prior to the next Committee meeting (scheduled for 18 February 2021), Council staff will raise it again under "general business" at that meeting.

## COMMITTEE MEMBERSHIP ISSUE

18. The Chairperson of the Committee, Professor Liston, has recently advised of a change in personal circumstances. From the end of February 2021 she will no longer work in the Parramatta LGA. Neither does she live in Parramatta. She has sought advice as to whether the change of circumstances will affect her membership of the Heritage Advisory Committee.
19. The Terms of Reference for the Heritage Advisory Committee have the following membership requirements:
  - 4.2 *Applicants for membership of the Heritage Advisory Committee must have a proven commitment, sensitivity, and understanding of issues relating to heritage issues in the City of Parramatta LGA.*
  - 4.3 *In addition, applicants for membership should:*
    - 4.3.1 *live, work, or study in the City of Parramatta LGA, and or*
    - 4.3.2 *be an employee or member of an organisation whose primary function relates to the preservation of heritage.*
20. Council officers acknowledge that Professor Liston will in future no longer work in the Parramatta LGA, however, officers understand that she will be continuing her research through Western Sydney University (which is based in the LGA) and thus will continue to study within the LGA.
21. Further, Council officers consider that Professor Liston satisfies the critical membership requirement (4.2 above) of having a proven commitment, sensitivity and understanding of issues relating to heritage issues in the City of

Parramatta LGA. In particular, Professor Liston is a historian specialising in the 19th century and the convict period, with a special emphasis on the history of Western Sydney. She is a co-author of the history of Parramatta, '*Parramatta – a past revealed*', and a former member of the Heritage Council of NSW (1990s) with experience in researching and assessing the significance of the built environment. Prof. Liston has been a member of the Committee since its inception in the 1990s, including for several years recently as chair.

22. In conclusion, Council officers consider that Professor Liston continues to meet the criteria for membership and recommend that she remain as a member of the Committee for the current term of Council. However, because there are no provisions that cover changes in personal circumstances for members of Council committees, and because Council's role in the matter is to determine membership of committees, Council officers consider it prudent to inform Council of the change in Professor Liston's circumstances and recommend that Council confirm her continued membership for the current term of Council.
23. Following the next Council election, the membership of the Committee will be subject to a new process wherein returning and prospective new members will be invited to submit applications for membership. Professor Liston may submit a new application for membership following the next Council election based on her circumstances at that point in time.

#### **LEGAL IMPLICATIONS FOR COUNCIL**

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

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

25. Any actions arising from Minutes will be managed within existing budget allocations.

Paul Kennedy  
**Project Officer Land Use**

Sarah Baker  
**A/Team Leader Land Use Planning**

Robert Cologna  
**Land Use Planning Manager**

Paul Perrett  
**Chief Financial Officer**

Kelly van der Zanden  
**Acting Executive Director, City Planning and Design**

Brett Newman  
**Chief Executive Officer**

**ATTACHMENTS:**

1 [↓](#) Minutes of Meeting held 26 November 2020 10 Pages

**REFERENCE MATERIAL**



## MINUTES

Meeting Name	Heritage Advisory Committee	F2013/00235
Date	Thursday 26 November 2020	Time 5.08pm
Venue	Remote - Microsoft Teams	QUORUM 7
Attendees	Professor Carol Liston (Chairperson) (joined mtg at 6pm) David Hoffman Gary Carter Stephanie Licciardo Ruth Evans (joined meeting at 5.30pm) Callum Mealey Dr Scott Hill	
Present	COUNCILLORS (CITY OF PARRAMATTA) Clr Phil Bradley Clr Donna Davis STAFF (CITY OF PARRAMATTA) Justine Dowd (Cultural Heritage & Tourism Manager) Paul Kennedy (Project Officer Land Use & Committee Convenor) Stephen Pearson (Committee Clerk) Zoran Popovic (Heritage Advisor) GUEST Cassandra Farquharson (WSU Student Project Officer)	
Chaired by	David Hoffman	

In the absence of the Chairperson, Professor Carol Liston (who will be arriving late for the meeting), and the Deputy Chairperson, Jeffrey Allen (who is on holidays and has limited internet access), David Hoffman was elected to chair this meeting of the Committee.

### 1. WELCOME AND INTRODUCTIONS

David Hoffman welcomed everyone to the meeting. The meeting opened at 5:08pm.

David made an Acknowledgement of Country, recognising the Burramattagal Clan of the Darug people, the traditional owners of the land and waters of Parramatta and paid his respect to the elders both past and present including any emerging leaders and anyone with Indigenous heritage.

### 2. APOLOGIES

Apologies were received from Committee Members Jeffrey Allen (Deputy Chairperson) and Sarah Trevor.

An apology was received and noted for the late arrival of Professor Carol Liston (Chairperson).

[cityofparramatta.nsw.gov.au](http://cityofparramatta.nsw.gov.au)

### 3. CONFLICT OF INTEREST DECLARATIONS

There were no declarations of interest made at this meeting.

### 4. PRESENTATION BY CASSANDRA FARQUHARSON ON BEST PRACTICE VISITOR EXPERIENCE AND OPPORTUNITIES AS APPLIED TO PARTS OF PARRAMATTA

Cassandra Farquharson, Western Sydney University (WSU) Student Project Officer, gave a presentation to the Committee on best practice visitor experience and opportunities as applied to parts of Parramatta.

Cassandra outlined her qualification – Tourism Management Graduate WSU – and said that she has been engaged in looking at best practice examples of visitor precincts.

Cassandra's presentation (titled 'Connecting Key Precincts') covered the following:

- Key Precincts
  - Harris Park National Heritage and Town Centre (primary focus due to Light Rail route)
  - Parramatta River Corridor including WSU Campus
  - Rosehill
- Background and links to the Destination Management Plan (DMP)
  - Supports the DMP:
    - Sustainable business development
    - Meaningful visitor experiences
    - Increased visitation, length of stay and expenditure
  - Methods
    - Desktop research
    - Site visits
    - Travel experiences
    - Stakeholder meetings
- Findings
  - Collaboration
    - Limited collaboration regarding new product development
    - A greater focus on providing a unified visitor experience is needed
    - Interconnected experiences
  - Experiential
    - Tools to deliver heritage stories are just as important
    - Heritage experience needs to be more engaging
    - Appeal to diverse markets
  - Culture
    - Inclusion of alternate voices in Parramatta's tourism offering
    - Capitalising on Parramatta's diversity
    - Enabling residents to become advocates of the City
- Core Recommendations
  - Parramatta Heritage Pass
    - Combined visitation to Parramatta's best heritage attractions
    - Inspired by models in the UK

- Would provide '4 for the price of 3' access to heritage buildings
- Initial (stage 1) attractions include: Hambledon Cottage, Elizabeth Farm, Experiment Farm Cottage and Old Government House
- Future potential to incorporate other heritage buildings thus connecting precincts
- E-bike Hire
  - Engaging way for visitors to move between heritage precincts
  - Attracts diverse markets
  - Inspired by Queenstown (NZ) and Kilkenny (Ireland)
  - E-bike could be rented out without the Pass
  - City of Parramatta Council could put out an EOI for potential operators
  - Future potential for an auxiliary heritage trail app.
  - Suggested locations: Parramatta Wharf and Parramatta Park
- Harris Park Open Weekend
  - Showcasing the City's varied cultural heritage
  - Can incorporate Indigenous culture
  - Ticket holders gain exclusive access to in-house demonstrations and tours (e.g. cooking classes, tastings, sari folding, Our Lady of Lebanon Church)
  - Inspired by 'Sydney Open' concept
  - Encourages a sense of ownership and pride for residents – flow on effects for VFR markets
  - Future potential to extend to Granville and Merrylands – connecting precincts

The Committee was very impressed with Cassandra's study and findings and members thanked her for her work and for the presentation. It was also advised that Cassandra's presentation will be given to Parramatta Heritage Partners in the near future.

Committee Members were then given an opportunity to ask questions.

Questions were raised or comments were made in relation to:

- the possibility of extending the free bus service route to outside of the Parramatta CBD and to include a Harris Park link;
- suggestion of including the Eels Festival in the visitor experience so as to involve Darug culture;
- suggestion of including Lebanese Week and Lebanese Tours in the visitor experience as the religious aspect is very important
- incorporation of cultural landscapes, streetscapes, views and vistas in the programme as the City of Parramatta has a lot to offer in this regard;

Justine Dowd, Cultural Heritage & Tourism Manager, advised that Council is already doing a lot to enhance the visitor's experience to Parramatta and Cassandra's findings will provide useful suggestions to consider in conjunction with this program.

Reference was made to Council's current activities in respect of place making and Smart City, and it was suggested that the Smart City app might be able to be incorporated into the wider visitor experience program.

One of the biggest barriers identified by the Committee to expansion of the program is provision of adequate funding and it was suggested that staff could investigate submission of appropriate grant applications and opportunities for shared funding.

Committee members were asked to address any further questions to Justine Dowd [JDowd@cityofparramatta.nsw.gov.au](mailto:JDowd@cityofparramatta.nsw.gov.au)

Cassandra Farquharson left the meeting at this stage, the time being 5.45pm.

## 5. CULTURAL HERITAGE & VISITOR SERVICES

Justine Dowd, Cultural Heritage & Tourism Manager, provided the Committee with an update covering the following activities of the Cultural Heritage & Visitor Services Team:

- Parramatta History and Heritage website development - a number of anniversaries and Foundation Day videos have been added to the website
- Happenings in Parramatta (from A to Z) – preparation of short videos - filming is almost complete
- DigiVol – working with Parramatta Heritage Partners to digitise Council Reports and Valuation Books
- Development of on-line Historical and Contemporary Profiles of significant people in Parramatta – 12 profiles are being prepared
- Visitor Experience to promote our destination – a 360 degree virtual map and tour of the City of Parramatta precincts and a number of tourist heritage attractions is in development. This will raise the profile of our destination experiences which will enable potential visitors to have a glimpse of what they will experience when they come to Parramatta (this will also be used by industry to showcase the City of Parramatta on-line). The advantages of obtaining drone footage of heritage properties was discussed and the ability to capture an all-round 360° view was considered very important.
- Willow Grove, 34 Phillip Street, Parramatta - capturing the historical significance of this 19<sup>th</sup> Century building prior to its re-erection in North Parramatta

The Committee generally discussed heritage signs, wayfinding signs and National heritage trail signs around Rosehill. It was indicated that wayfinding activities are now the responsibility of Council's Place Services Team.

The advantages of obtaining drone footage of heritage properties was discussed and the ability to capture an all-round 360° view was considered very important.

Clr Donna Davis suggested that it would be useful to investigate heritage mapping and signage of heritage items in other parts of the local government area, such as Epping and Carlingford. The Committee agreed that this would be good to consider at a future Heritage Advisory Committee Meeting.

Clr Phil Bradley also suggested that it would be good to look at the Toongabbie area to determine if there are any properties with heritage value in that suburb.

Clr Davis also referred to Sydney Olympic Park (SOP), which area is rich in history. Justine advised that SOP is included in the 360° virtual map and tour project.

Professor Carol Liston (Chairperson) arrived at the meeting at 6.00pm during discussion on the above item.

Clr Donna Davis left the meeting at this stage, the time being 6.05pm.

6. CONFIRMATION OF MINUTES OF MEETING HELD ON THURSDAY 22 OCTOBER 2020

RESOLVED (Carter/Licciardo)

That the Minutes of the meeting of the Heritage Advisory Committee held on Thursday 22 October 2020 be received and noted as a true record of the meeting.

7. BUSINESS ARISING FROM MEETING HELD ON THURSDAY 22 OCTOBER 2020

Paul Kennedy reported on the following matters arising from the Heritage Advisory Committee Meeting held on Thursday 22 October 2020:

Item 9 – Cultural Heritage & Visitor Services – Report by Cassandra Farquharson

Paul advised that the report prepared by WSU Student Project Officer, Cassandra Farquharson on visitor experiences and opportunities was sent to Committee members on 26 November 2020.

Item 13 – Council's Development Application Tracker

Paul has consulted with Mark Leotta, Group Manager Development and Traffic Services. Mark had advised that issues regarding the Development Tracker were caused by the recent IT upgrade but statutory procedures were still being followed. On request, documents could be forwarded to members of the Committee. There was no intention to extend notification periods.

The Committee raised a number of concerns in regard to the DA tracker as follows:

- the lack of any information from Councils that have recently been amalgamated with the City of Parramatta in respect of properties with heritage significance in those areas;
- some features are no longer available to view in the new DA tracker making it very difficult for people to make submissions – it needs significant improvement (Clr Bradley indicated that he will follow up on this);
- it is difficult to choose the right pathway to find a development application – certain areas of the DA tracker need to be modified so as to locate new development applications, particularly those located in Conservation Areas (Paul Kennedy indicated that he will investigate this);
- only some documents relating to development applications are now on-line – the Committee questioned as to whether it is the intention to have all documents on-line or will the public have to contact the Council officer to obtain further information.

Item 13 – Council's Proposed New Aquatic Centre

Paul advised that previous public submissions submitted for the separate Aquatic Centre development applications will be retained and considered when the combined development application is considered.

8. DEVELOPMENT APPLICATIONS (ZORAN POPOVIC, COUNCIL'S HERITAGE ADVISOR)

A list of development applications being considered by Council's Heritage Advisor, Zoran Popovic, was distributed to the Committee and the Committee discussed the following applications on the list:

St John's Cathedral, Parramatta

Installation of internal and external lighting to St John's Cathedral and the provision of landscape works.

The Committee understood that the church is already lit at night - Zoran thinks that more attractive lighting is to be provided. There will also be lighting located within the landscape works.

14 Albion Street, Harris Park

Pre-lodgement for three options:

Option 1: - two storey alterations and additions to an existing single house

Option 2: - alterations and additions to an existing single house and two storey granny flat

Option 3: - the proposal for detached two storey granny flat.

51-53 Chester Street, Epping

Section 4.55(1A) modification of DA/1417/2011 (Hornsby Shire Council approval) for subdivision of two lots into four in two stages. Modifications include deletion of the staging requirement of the consent and realignment of the driveway.

The Administration team will decide this application.

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Reference was also made to other development applications not on the list, namely:

24 Victoria Street, Granville

Zoran recommends that this development application be not approved, as it breaks the symmetry of the building.

The Committee agrees with this recommendation.

Clr Bradley left the meeting at this stage, the time being 6.30pm.

24 Short Street, North Parramatta

Pre-lodgement for large addition at the rear.

189 Macquarie Street, Parramatta

Proposed towers with 5 basement levels. Sydney Central City Planning Panel will determine this application.

41-43 Hunter Street (St John's Church Manse)

The Committee questioned as to whether plans have been submitted for this development as yet. Should any member see any plans, they are asked to notify the rest of the Committee.

12-12A Grand Avenue, Rosehill

Boundary adjustment.

88 Eastwood Avenue, Epping

To construct concrete over an existing gravel driveway.

Zoran recommends that the driveway consist of two concrete strips as a full concrete driveway is not in keeping with a heritage house.

The Committee supports this recommendation and said that it is not always clear from some applications as to whether two concrete strips or a full concrete driveway are proposed.

14 Good Street, Granville

Application for a change of use – there is a problem with the associated signage.

BP Service Station, Cnr Hassall Street & James Ruse Drive, Rosehill

Sydney Central Planning Panel to replacing the existing tanks with new tanks – there may be a problem with signage.

25 Kent Street, Epping

House alterations and additions

Westmead Children's Hospital, 178 Hawkesbury Road, Westmead

Installation of a liquid nitrogen tank and site works

St Alban's Anglican Church, 3 Pembroke Street, Epping

Application for out of school care.

Notification to Committee of Development Applications with heritage significance

Zoran advised that in future, he will forward an email to Committee members giving them advance notification of development applications with heritage significance.

Zoran Popovic left the meeting at this stage, the time being 7.00pm.

**9. CITY PLANNING UPDATE (PAUL KENNEDY, PROJECT OFFICER LAND USE)**

Paul Kennedy informed the Committee of:

- a site-specific DCP and draft Planning Agreement for 20 Macquarie Street, Parramatta
- a Planning Proposal for 197 Church Street, Parramatta
- a Development Control Plan for 87-91 George Street, Parramatta
- a Planning Proposal for St John's Cathedral site/adjacent land holdings

[cityofparramatta.nsw.gov.au](http://cityofparramatta.nsw.gov.au)

7

- a Draft DCP and VPA for 8-14 Great Western Highway, Parramatta

#### 20 Macquarie Street, Parramatta

- Council staff will place a site-specific DCP and draft Planning Agreement for re-exhibition from 25 November to 15 January 2021
- The site is next to 197 Church Street and the heritage listed Murray Bros Building and within proximity of St John's Cathedral
- Contains an objective to ensure that the development does not have an unreasonable impact on the adjoining heritage listed shop at 197 Church Street.
- Exhibition detail were emailed to the Committee on 25 November
- Members can comment as individuals or as a Committee at this meeting

#### COMMITTEE'S RESPONSE

Committee members will make their individual responses in relation to 20 Macquarie Street, Parramatta.

#### 197 Church Street, Parramatta

- This Planning Proposal is on exhibition from 16 November 2020 until 16 December 2020
- Exhibition details were emailed to Committee on 18 November
- Members can comment as individuals or as a Committee at this meeting

#### COMMITTEE'S RESPONSE

In relation to the Committee's response to the Draft DCP for 197 Church Street, Parramatta, it recommends a 15m tower setback from Church Street to open up the vista to and from Centenary Square and St John's Cathedral and the Church Street heritage streetscape.

#### DCP for 87- 91 George Street, Parramatta

- Committee's recommendation for 10 m setback to western boundary of adjacent heritage listed Perth House has been referred to applicant
- Council officers are working with applicant to arrive at acceptable controls for draft DCP
- It is expected that matter will be reported to Council in first quarter of 2021

#### Planning proposal for St John's Cathedral site/adjacent land holdings

- As previously advised, the Gateway determination did not accept Council's position to delist St John's Hall and essentially deferred this decision to later in the development process
- A key issue is how a draft DCP can be prepared that will cover the possibility of the hall being retained or demolished
- Exhibition of relevant planning documents is expected in 2021
- Council officers will continue to update the Committee on this project

#### 8 – 14 Great Western Highway, Parramatta

- Committee previously commented on this PP during initial assessment
- Draft DCP and VPA are going to Council on 7 December for endorsement for public exhibition
- DCP contains controls to ensure that:

- building design is sympathetic to nearby heritage items
  - heritage items are protected during redevelopment
  - potential archaeology is managed in accordance with Heritage NSW requirements
- Planning proposal together DCP and VPA will be exhibited early next year
- The report to Council on 7 December states that if endorsed for public exhibition, the draft DCP will be presented to the Committee and their comments will be provided in the post exhibition report

#### Committee response

The Committee considered that the following points that it made under D for the CBD Planning Proposal were all relevant and should be applied to the Planning Proposal for 8 – 14 Great Western Highway, Parramatta. The Committee considered that these points should be drawn to Council's attention prior to exhibition.

- D 1 the importance of Parramatta's rich and diverse heritage (Aboriginal, non-Aboriginal and shared) and architectural development over time. The Committee considers that Parramatta is the sum of all its parts and it should not be reduced by a part-by-part nibbling of its identity;
- D2 a built heritage that reflects this rich and diverse history and architectural styles, not just concerns with the current trends in commercial and residential high-rise architecture;
- D3 a major stepping down provision for areas surrounding individual heritage items as well as conservation areas to give the heritage items room for space, setting, context and connection to/with other heritage items (e.g. 10 m Perth House, blocks on western side of Sorrell Street);
- D4 opening up vistas/sightlines to and from Civic Place and nearby landmarks by increasing setbacks closest to Civic Place e.g. corners of Church, Macquarie, Hunter Streets e.g. 15 m;
- D5 providing sufficient setbacks to all major historic landmarks, not only in Church Street; and
- D6 heritage considerations should be a key principle, incorporating design excellence, the heritage of Parramatta and its architectural history, and its city landscape as key values.

#### 10. COUNCIL REPORT – REPORT TO COUNCIL ON 30 NOVEMBER 2020

Paul Kennedy presented his report to be submitted to Council on 30 November 2020 to the Committee.

The report presented the minutes of the Extraordinary Heritage Advisory Committee meeting held on 1 October 2020, as well as the minutes of the Ordinary Heritage Advisory Committee Meeting held on 22 October 2020.

The report to Council highlighted the key discussion points of these meetings:

- Parramatta CBD Planning Proposal
- Revised plans for Powerhouse Museum including St George's Terrace and Willow Grove
- Committee membership – vacancies and possible ex-officio member
- Development Applications

- Cultural Heritage and Visitor Services Update
  - Parramatta History and Heritage digitisation projects
  - Research themes
  - Destination Management Plan
  - Signage for heritage sites
- City Planning update
- Applications for funding – Council's Local Heritage Fund

The Committee noted the report and the recommendation to be presented to Council on 30 November 2020, namely:

Council 30 November 2020

Item 17.2

**INNOVATIVE**

<b>ITEM NUMBER</b>	17.2
<b>SUBJECT</b>	FOR APPROVAL: Minutes of the Heritage Advisory Committee Meetings held on 1 and 22 October 2020
<b>REFERENCE</b>	F2013/00235 - D07653412
<b>REPORT OF</b>	Project Officer Land Use

**PURPOSE:**

To inform Council of key discussion points from the Heritage Advisory Committee meetings held on 1 and 22 October 2020.

**RECOMMENDATION**

- (a) **That** Council note the minutes of the Heritage Advisory Committee meetings held on 1 and 22 October 2020.
- (b) **That** Council extend an invitation to Cheryl Bates, President, Parramatta Branch of The National Trust NSW to attend future meetings of the Heritage Advisory Committee as an ex-officio member.
- (c) **Further, that** Council approve the Heritage Grants recommendations, as included in Item 12 of **Attachment 2**, as follows:
  1. Make a grant of \$1,402.50 for 1 Gladstone Street, North Parramatta from Council's Local Heritage Fund;
  2. Make a grant of \$1,842.50 for 70 Eastwood Avenue, Eastwood from Council's Local Heritage Fund; and
  3. Defer a decision on grant funding for 12 Oaks Street, Parramatta and for it be reconsidered with round 3 applications, which is the last round considered in the financial year.

**11. GENERAL BUSINESS****Notification of Development Applications to Committee Members****ACTION:**

For the time being until the DA Tracker is properly fixed, Committee members are asked to let Paul Kennedy know if they prefer to be notified of development applications by email, mail or both.

**12. INFORMATION SHARING**

Nil

**13. NEXT MEETING**

The next meeting will be held on Thursday 18 February 2021 at 5:00pm

The Meeting closed at 7.45pm.

## INNOVATIVE

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<b>ITEM NUMBER</b>	17.2
<b>SUBJECT</b>	FOR APPROVAL: Gateway Request - Planning Proposal to increase commercial floorspace in Epping Town Centre
<b>REFERENCE</b>	F2018/03032 - D07797520
<b>REPORT OF</b>	Team Leader Land Use Planning
<b>PREVIOUS ITEMS</b>	14.5 - Epping Town Centre Traffic Study and other Epping Planning Review Matters - Council - 09 Jul 2018 6.30pm

### PURPOSE:

The purpose of this report is to progress a Planning Proposal to mandate an increase in commercial floor space on certain land within the Epping Town Centre. This report recommends giving approval for the CEO to prepare a Planning Proposal based on planning approach 'Option 3' (as detailed in this report) then forwarding a Planning Proposal to the Department of Planning, Industry and Environment with a request for a Gateway Determination.

### RECOMMENDATION

- (a) **That** Council delegates authority to the Chief Executive Officer to prepare a planning proposal which seeks the following amendments to *Parramatta Local Environmental Plan 2011* and *Hornsby Local Environmental Plan 2013* applying to all land in the B2 Local Centre zone in the Epping Town Centre, with the exception of 6-14 and 18A Bridge Street and 24-30 High Street, relating to Option 3 detailed in this report that:
- i. Introduces new clauses which:
    - Mandate a minimum amount of non-residential uses to be provided on the ground, first and second floors of any building facing a street of up to a maximum of 1:1 floor space ratio (FSR) of non-residential floorspace in addition to the mapped maximum floor space ratio. The clause shall also indicate that the FSR of residential development permitted on the site should not increase as a result of this requirement.
    - Allow for an increase in maximum height of buildings from 48 metres in some parts of Epping and 72 metres in some parts of Epping up to 80 metres (approx. 24 storeys) where sites have a mapped FSR of 4.5:1 and from 72 metres up to 90 metres (approx. 28 storeys) where sites have a mapped FSR of 6:1, only where developments provide a minimum amount of non-residential uses of ground, first and second floors of any building facing a street.
    - Ensure any change of use proposed on the first three levels would not allow residential uses.
    - Apply an exception to that part of a building that faces a service lane or is required for entrances and lobbies, access for fire services or vehicular access associated or servicing residential accommodation above.
  - ii. Introduces a requirement that the proposed controls of the Planning Proposal apply to development applications determined once a Gateway Determination has been issued for this Planning Proposal.

- (b) **That** the Chief Executive Officer forwards the Planning Proposal to the Department of Planning, Industry and Environment (DPIE) to request the issuing of a Gateway Determination on behalf of Council.
- (c) **That** Council delegate authority to the Chief Executive Officer to prepare amendments to the relevant sections of the Parramatta Development Control Plan 2011 and Hornsby Development Control Plan 2013 to support the Planning Proposal relating to the following design controls, and place these on public exhibition with the Planning Proposal:
  - i. podium height controls;
  - ii. minimum floorplate dimensions;
  - iii. floor to ceiling heights for non-residential uses;
  - iv. location of services; and
  - v. building and podium setback controls.
- (d) **That** Council advises the DPIE that the Chief Executive Officer will be exercising the plan-making delegations for this Planning Proposal as authorised by Council on 26 November 2012.
- (e) **That** Council delegate authority to the Chief Executive Officer to correct any minor anomalies of a non-policy and administrative nature that may arise during the plan-making process.
- (f) **That** within 5 years of the planning controls being made as an LEP amendment, that a review be undertaken of the effectiveness of the controls relating to the mandatory provision of a minimum level of commercial floorspace in the B2 Local Centre zone within the Epping Town Centre and any associated recommendations and this review be reported to Council.
- (g) **That** Council continue to work with the State Government to resolve traffic issues in Epping.
- (h) **Further that**, Council note the Local Planning Panel's advice to Council at its meeting of 15 December 2020 is in support of the Planning Proposal, which is consistent with the Council Officer's recommendation in this report.

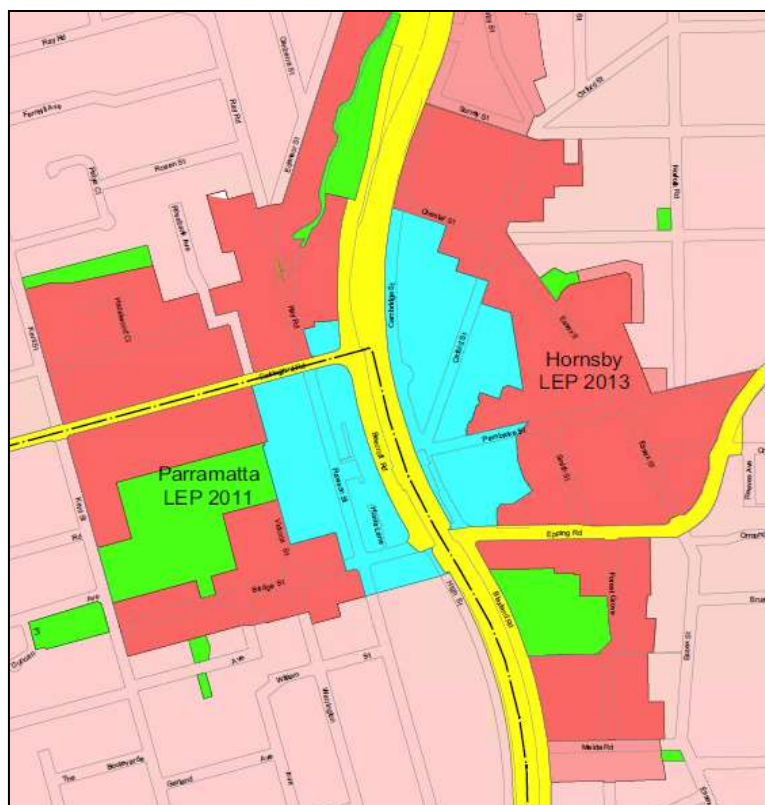
## SUMMARY

1. The loss of commercial floor space within the Epping Town Centre was a key planning issue examined by Council as part of Phase 1 of the Epping Planning Review (Review) undertaken between 2017 and 2018. The Review identified that since the 2014 Epping Urban Activation Precinct rezoning, new development within the B2 Local Centre zoning (refer **Figure 1**) has reduced the amount of commercial floor space (and therefore jobs) within the Epping Town Centre. Recent developments are typically replacing large and small-scale offices with shop top housing. These developments only provide ground floor retail or business premises with residential towers above and little or no floor space for other job generating activities.

2. This development type is inconsistent with the strategic vision set out in the Central City District Plan and Council's Local Strategic Planning Statement. This report seeks to provide options for Council to address this inconsistency.
3. This report considers three potential planning options in relation to the provision of commercial floor space in Epping, as follows:
  - a) **Option 1** – no change to planning controls, that is, based on current development trends, provision of only ground floor retail/business floor space; or
  - b) **Option 2** - mandate a minimum amount of non-residential floor space within the current maximum floor space ratio (FSR) and height controls; or
  - c) **Option 3** - mandate a minimum amount of non-residential floor space in addition to the current permitted maximum floor space ratio and height controls.
4. This report outlines the potential advantages and disadvantages of each Option. The Council Officer assessment concludes that Option 3 should be pursued. This recommendation is based on the market's likely response to the proposed planning controls (as opposed to Option 2). Council Officers believe this approach will be the most likely to achieve the forecast additional demand for commercial floorspace in the Epping Town Centre.
5. It is acknowledged that there would be some adverse impact by pursuing Option 3 in relation to increased overshadowing and traffic impact. However, on balance the impact is considered an acceptable compromise in order to practicably deliver the additional commercial floor space required to realise Epping as a thriving and vibrant employment centre.
6. It is noted that the three potential planning Options were presented to the Parramatta Local Planning Panel (Panel) at its meetings of 29 September and 15 December 2020. In its advice to Council at its meeting of 15 December 2020 the Panel is in support of the Planning Proposal, which is consistent with the Council Officer's recommendation in this report.

## CURRENT PLANNING CONTROLS

7. This planning matter relates to B2 Local Centre zoned land in the Epping Town Centre. As indicated on **Figure 1** the Epping Town Centre is divided by two sets of planning controls - the *Parramatta Local Environmental Plan (LEP) 2011* and *Hornsby Local Environmental Plan (LEP) 2013*.

**Figure 1:** B2 Zoned Land within the Epping Town Centre shown in blue

8. Council's current Harmonisation Planning Proposal seeks to consolidate into one Planning Instrument a set of controls that will replace the controls in the five different Local Environmental Plans that currently apply in different parts of the City of Parramatta. This Planning Proposal has received Gateway Determination from the Department of Planning, Industry and Environment (DPIE) and at the time of writing this report, was placed on public exhibition between 31 August and 12 October 2020. There is no change proposed to the extent of the B2 Local Centre zoning within the Epping Town Centre under the Harmonisation Planning Proposal.
9. **Table 1** summarises the planning controls, which apply to the B2 Local Centre zoning, both currently and under the Harmonisation Planning Proposal.

**Table 1** Summary of Planning Controls within the B2 Local Centre zoned sites in Epping Town Centre

	Maximum FSRs	Maximum Height of Building	Permitted Land Uses/Relevant clauses
<b>Hornsby LEP 2013</b>	6:1 & 4.5:1	72m & 48m	Commercial uses, shop top housing, tourist and visitor accommodation and community facilities
<b>Parramatta LEP 2011</b>	6.1; 4.5:1 & 3:1	72m, 48m & 21m	Commercial uses, shop top housing, tourist and visitor accommodation and community facilities
<b>Harmonisation Planning Proposal</b>	As above (no change)	As above (no change)	Permissible land uses as above. Clause requiring B2 zoned sites to include non-residential on the ground floor.

## BACKGROUND

### Epping Town Centre Urban Activation Process

10. On 14 March 2014, the then Department of Planning and Environment (Department) finalised the Epping Urban Activation Precinct (UAP) amendments to the Hornsby and Parramatta Local Environmental Plans (LEPs) via State Environmental Planning Policy (Epping Town Centre) 2013 ("the SEPP Amendment"). The SEPP Amendment provided capacity for approximately 10,000 additional dwellings and sought to revitalise the commercial and retail core adjacent to a major transport hub.
11. The FSR and height controls arising from the UAP are supported by controls in the relevant Parramatta and Hornsby DCPs. The provisions in both DCPs encourage new development within the Epping Town Centre to allocate a proportion of the development to non-residential uses. Hornsby DCP currently requires a 2 to 3 storey podium and Parramatta DCP currently requires 'up to' 4 storeys for commercial uses. Under current planning legislation, the role of DCPs have been weakened relative to their historical role, and are considered to be a guide, which can be varied as part of the development application process.
12. Therefore, since the 2014 rezoning, new development within the B2 Local Centre zoning has resulted in the development of residential floorspace at the expense of existing office floorspace. That is, development of shop top housing, with ground floor retail or business uses and residential towers above. This issue and others relating to the consequences of the loss of commercial floorspace is discussed in more detail below.

### Epping Planning Review Project – Stage 1

13. In December 2016, the Epping Planning Review (Review) was commenced by the City of Parramatta Council. The scope of the Review was to address the unintended consequences of the planning control amendments brought into effect in March 2014. One of the key issues explored by the Review was the loss of commercial floorspace within the Epping Town Centre. Background on the Review and a summary of key issues as outlined in the Epping Planning Review Discussion Paper (refer Section 8 for commercial floorspace) can be found at <https://www.cityofparramatta.nsw.gov.au/councilprecinct-planning/epping-planning-review>.
14. As part of the Review, Council commissioned SGS Economics and Planning to undertake a Commercial Floor Space Study to understand the loss of commercial floor space and Epping's role as a centre and therefore the future demand for retail and commercial floorspace. The Commercial Floor Space Study (the Study) is provided at **Attachment 1**.
15. Key issues identified in the Study include:
  - a. Recent development activity has seen the development of new residential floor space at the expense of existing commercial floor space. The market has determined that residential is the highest yielding land use, at the expense of existing commercial floor space.
  - b. The current planning controls are likely to continue to result in the loss of commercial floor space and, best case, replacing current ground level retail offerings.

- c. Due to some landowner desire to maintain the redevelopment potential of their land, there is currently very little commercial floor space on a long-term lease or a lease without a demolition clause. This creates an environment of uncertainty for existing and potential commercial tenants which has seen commercial uses unable to access appropriate floor space to support their business.
16. In order to address these key issues, the Study modelled three employment scenarios for Epping:
- a. **Low scenario** - where Epping is a population serving centre and represents a further reduction in office floor space;
  - b. **Medium scenario** - where Epping is a local centre (meeting the demands of a local catchment) and forecasts demand for 31,845sqm to 2036 of office floor space. This is in line with current provision; and
  - c. **High scenario**, where Epping fulfils its function as a sub-district centre (as a professional services hub) and forecasts demand for 55,616sqm to 2036 of office floor space.
17. The Study concluded:
- a. The office space demand for Epping is likely to sit between the medium and high scenario and therefore supportable demand of between 40,000sqm and 45,000sqm at 2036 is considered the most likely limit for office floor space for Epping. It is noted that the Study's reference to office floor space includes knowledge intensive, population serving and health and education.
  - b. The forecast demand for retail floor space in Epping to 2036 is 13,000sqm.
18. Current patterns of development are unlikely to deliver the quantum of commercial floor space required by 2036. The market is more likely to deliver an acceptable level of retail floor space at ground level. Therefore, the Study recommends applying a non-residential floor space ratio (excluding visitor and tourist accommodation) within the B2 Local Centre zone to ensure these uses are accommodated in a truly mixed-use development providing services for the local and surrounding population.

### Council Reports and Resolutions

19. On 9 July 2018, a report was considered by Council that detailed the findings of the Epping Planning Review, including the findings of the Commercial Floor Space Study and community feedback in relation to the loss of commercial floor space in Epping Town Centre. The 9 July 2018 Council report and minutes can be found at Item 18.4:  
[https://businesspapers.parracity.nsw.gov.au/Open/2020/OC\\_09062020\\_AGN\\_585\\_AT\\_WEB.HTM](https://businesspapers.parracity.nsw.gov.au/Open/2020/OC_09062020_AGN_585_AT_WEB.HTM) and the resolution at:  
[https://businesspapers.parracity.nsw.gov.au/Open/2020/OC\\_09062020\\_MIN\\_585.HTM#PDF2\\_ReportName\\_9025](https://businesspapers.parracity.nsw.gov.au/Open/2020/OC_09062020_MIN_585.HTM#PDF2_ReportName_9025).
20. Specifically in response to the loss of commercial floor space, Council (part) resolved at its meeting of 9 July 2018:
- (I) ***That a Planning Proposal including all necessary background studies and analysis be prepared to progress the recommended LEP amendments detailed in this report relating to new controls to require the provision of commercial floor space in the Town Centre and that the Planning***

*Proposal and associated material be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.*

21. Further, it is noted that Council at its 9 July 2018 meeting resolved to not support any planning proposal or preliminary planning proposal which seeks to deliver additional housing to what can be achieved under the current planning controls, unless it seeks to address a planning issue identified in the Council's Epping Planning Review process related to:
- commercial floor space in Epping Town Centre; or
  - the planning controls that should apply to the heritage conservation areas or areas that interface with the High Density Residential zones surrounding Epping Town Centre.

## KEY ISSUES

### Fulfilling Epping's role as a Strategic Centre

22. Epping is identified as a Strategic Centre in the Greater Sydney Commission *Central City District Plan (2018)* (District Plan), and as a result of this was also identified as a Strategic Centre in Council's Local Strategic Planning Statement (LSPS). Further details on the objectives/vision for Epping set out in these documents is included in paragraphs 31 – 40 of the report considered by the Local Planning Panel which can be viewed utilising this link.  
[https://businesspapers.parracity.nsw.gov.au/Open/2020/LPP\\_29092020\\_AGN\\_641\\_AT.PDF](https://businesspapers.parracity.nsw.gov.au/Open/2020/LPP_29092020_AGN_641_AT.PDF)
23. The employment targets for Epping Town Centre in the District Plan and Council LSPS and compared to the recommendations of the Commercial Floor Space Study are outlined in Table 2 below.

**Table 2:** Summary of job targets for Epping Town Centre

Strategy/ Study	Job Target / Project Demand to 2036	Notes
Central District Plan (March 2018)	7,000 – 7,500	
Epping Commercial Floor Space Study (SGS Economics 2017)	5,674- 9,353	The jobs forecast range is based on between a 'medium' to 'high' employment forecast scenario. The SGS Study notes the high scenario is aspirational and in light of the competitive offer of Epping, the supportable demand for office floor space sits between 40,000 & 45,000sqm (by 2036) and 13,000sqm of retail floor space (by 2036).
Council's Local Strategic Planning Statement (March 2020)	9,400	This jobs forecast is based on a 'high employment scenario' as per the Commercial Floor Space Study (SGS) and as identified in the Study, the high scenario is aspirational.

24. The Census employment figures for the Epping Town Centre indicate a loss of 1,827 jobs over a 5 year period, as follows:
- 2011 Census – 5,550 jobs; and
  - 2016 Census – 3,723 jobs.
- It is expected that this loss will continue with the types of development occurring in the Town Centre.

25. Council Officers have undertaken analysis of sites which have redevelopment potential zoned B2 Local Centre within the Epping Town Centre (excluding those sites that have already realised redevelopment potential). The analysis assumes that future development of these sites would include ground floor retail and first and second floor commercial (or other non-residential uses).
26. The analysis found that there is potential for these sites to yield approximately 57,000sqm of non-residential floor space comprising:
  - a. Approximately 10,750sqm of retail floor space on the ground floor; and
  - b. Approximately 46,250sqm of commercial or non-residential floor space on the first and second storeys.
27. The above analysis demonstrates that by providing non-residential within the first three levels of development, that the projected demand identified in the SGS Commercial Floor Space Study of between 40,000 and 45,000sqm of office floor space may be met, and the projected demand of 13,000sqm of retail floor space by 2036 could be met (noting that the existing non-residential floor space is not included in calculations).
28. It is important to note that larger sites in Epping (over 6,500sqm in site area) that were included in the projections above, could accommodate significantly more non-residential floor space through their redevelopment within the Epping Town Centre and therefore the projected overall non-residential floor space may further increase.

### **Options for Achieving Non-Residential Floor Space**

29. In order to achieve commercial floor space targets for Epping (described above), there are three potential planning approaches, as follows:
  - a. **Option 1** – no change to planning controls and let market conditions dictate the commercial floor space achieved, based on recent development trends this may result in only ground floor commercial (retail) being delivered however market conditions could change over time; or
  - b. **Option 2** - mandate a minimum amount of non-residential floor space within the current maximum floor space ratio controls; or
  - c. **Option 3** - mandate a minimum amount of non-residential floor space in excess of the current maximum floor space ratio (FSR).
30. The Commercial Floor Space Study concludes that Option 1 would likely result, based on current development trends and permissibility of shop top housing within the B2 Local Centre Zone, in retail or business on the ground floor with residential towers above. Therefore, over time this would result in further commercial floor space and job loss within the Epping Town Centre.
31. Options 2 and 3 would provide for future commercial and retail floor space targets for Epping to be met, and would require changes to planning controls, that is, an amendment to the Hornsby LEP 2013 and Parramatta LEP 2011 via a Planning Proposal. Therefore, an assessment of these two options is presented in more detail in this report below.

### **Commercial Floor Space Traffic Study**

32. In order to understand and compare the traffic impact of the planning options for increasing commercial floor space in the Epping Town Centre, Council commissioned EMM Consulting to undertake a traffic study. The Commercial Floor Space Traffic Study (February 2020) is provided at **Attachment 2**.

33. The Commercial Floor Space Traffic Study (the Traffic Study) modelled three planning scenarios at the year 2026:
- Scenario 0 – Baseline - a forecast development scenario of the existing pattern of development.
  - Scenario 1 - a minimum 3 storeys be provided of non-residential uses within the existing FSR (i.e. Option 2).
  - Scenario 2 – a minimum of 3 storeys be provided of non-residential uses in addition to the existing FSR (i.e. Option 3).
34. Each of the key impacts under the morning and afternoon peaks are described below. Note that the term 'level of service' refers to how well the road intersection is operating from a commuter's perspective. Typically, six levels of service are defined and each is assigned a letter designation from A to F, with level of service 'A' representing the best operating conditions, and level of service 'F' the worst.

*Traffic Impact at the Morning Peak*

35. The key results in relation to the morning peak are summarised in **Table 3** below. It is noted that four key intersections will be already operating under the Baseline Scenario (at 2026) at highly congested traffic conditions (level of service F) – these are Carlingford Road/Midson Road; Carlingford Road/Ray Road/Rawson Street; Carlingford Road/Beecroft Road; and Epping Road/Essex Street. Both Scenarios 1 and 2 will further increase the delays to three of these intersections during the morning peak. In addition, two intersections will experience changes to the level of service under both Scenarios.

**Table 3.** Summary of Impact on Key Intersection at Morning Peak for each Scenarios

Intersection	Summary of Impact of Scenarios 1 & 2 against Base Case
Carlingford Rd/Ray Road/Rawson Street	Will continue to operate at level of service F - with increase in intersection delays less under Scenario 1 (59.3 sec) than Scenario 2 (134.2 sec).
Carlingford Road/Beecroft Road	Will continue to operate at level of service F - with increase in intersection delays slightly greater under Scenario 1 (17.8 sec) than Scenario 2 (17.4 sec).
Epping Road/Blaxland Road/Langston Place	Will change from a level of service C (baseline) to level of service D (both Scenarios).
Epping Road/Pembroke Street	Will change to a level of service A (baseline) to level of service B. Both levels of service A and B are acceptable levels of service.
Epping Road/Essex Street	Will continue to operate at level of service F - with increase in intersection delays under both Scenarios 1 and 2. The increase in delay time is less in Scenario 1 (17.7 sec) than under Scenario 2 (19.7 sec).
Carlingford Rd/Midson Road	Will continue to operate at level of service F – with increase in intersection delays slightly greater under Scenario 1 (17.8 sec) than under Scenario 2 (17.4 sec).

*Traffic Impact at the Afternoon Peak*

36. In the afternoon, peak traffic conditions generally perform better than the morning peak, which is primarily believed to be due to the Epping Bridge widening relieving westbound traffic flows.
37. There are no changes to service levels for any of the key intersections under Scenarios 1 or 2 (as compared to Baseline 2026). However, the Carlingford Road/Beecroft Road intersection, which will be operating at over capacity traffic conditions (level of service F), will experience increases in the level of delay (37 and 49.5 seconds respectively) under Scenarios 1 and 2.

*Traffic impact - Conclusions*

38. It is acknowledged that there are, and will be, highly congested traffic conditions in Epping under the current planning controls, and that the proposal to mandate additional non-residential floor space will result in additional delays at identified intersections in the peak (in the short to medium term). Notwithstanding this, it is recommended the mandating of non-residential floor space within Epping Town Centre be pursued.
39. As a result of changes to planning controls, there will be a short to medium term adverse traffic impact, however this must be balanced with the long term pursuit of the strategic goal of making Epping a thriving Town Centre. There are demonstrable benefits from having an activity and employment based centre which is best placed to serve the needs of the broader community.
40. Furthermore, Council will continue to focus its efforts on delivering and advocating for the necessary traffic and transport improvements required in Epping. By taking advantage of Epping as a public transport hub this will continue to assist in resolving the road based transport issues, and seeking improvements in public transport provisions in areas east and west of Epping to reduce the levels of private vehicle through traffic, which is currently the primary source of congestion problems in the Epping Town Centre.
41. Whilst this approach would result in additional short term congestion, in the longer term it would help establish Epping as a thriving centre with a sustainable mix of use, and rely on future transport improvements that encourage use of other forms of transport to resolve the road based transport issues.

**Height of Buildings and Potential Overshadowing**

42. If Option 3 was pursued as a Planning Proposal, it would result in an increase in density and height controls on B2 zoned sites within the Epping Town Centre. **Table 4** and **Figure 2** indicate the current maximum FSR and heights available under the LEPs and proposed FSR and heights that would be required to accommodate the additional commercial floor space provision under Option 3. This is based on a modelled development of a 3 storey commercial podium and residential tower above.

**Table 4:** Proposed FSR and Height of buildings under Option 3

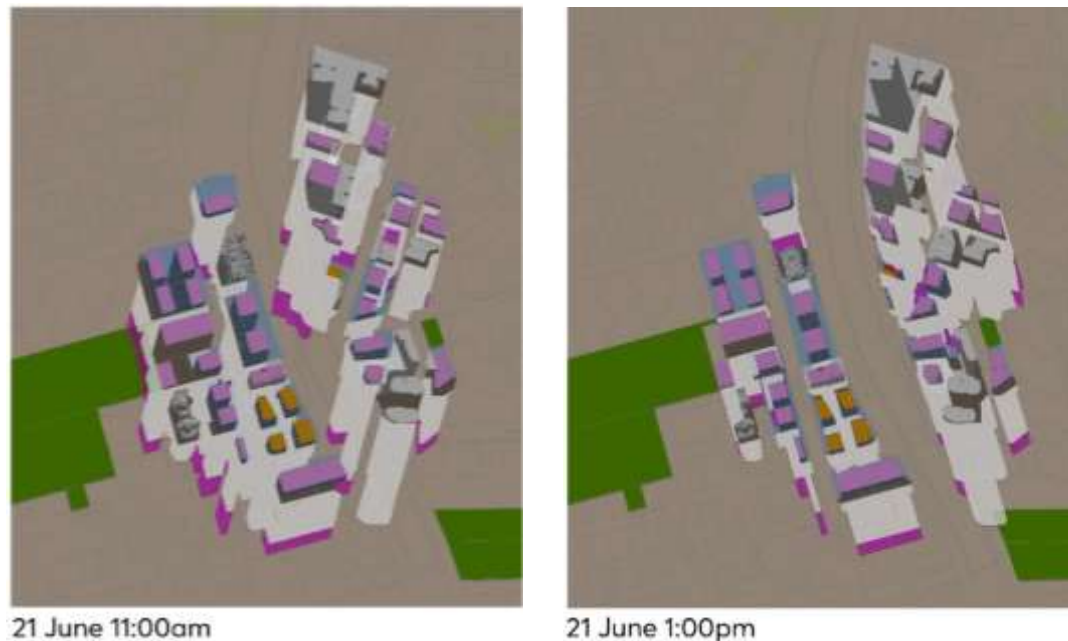
Current Maximum FSR and Height of Building (HoB) Controls on B2 sites in Epping	Proposed Maximum FSR and Height of Building (HoB) Controls on B2 sites in Epping
6:1 and 72 metres (22 storeys)	7:1 FSR and 90m (28 storeys)
4.5:1 and 72 metres (22 storeys)	5.5:1 FSR and 80m (24 storeys)
4.5:1 and 48 metres (15 storeys)	5.5:1 FSR and 80m (24 storeys)
3.5:1 and 21 metres (6 storeys)	No change proposed. As detailed below the sites are at 6, 8, 10, 12, 14 and 18A Bridge Street and 24-30 High Street and have shadow impact on adjacent residential heritage areas.

**Figure 2:** Proposed Building Height and FSR changes in Epping Town Centre

- Building height increase from 72m to 90m (FSR increase 6:1 to 7:1)
- Building height increase from 72m to 80m (FSR increase 4.5:1 to 5.5:1)
- Building height increase from 48m to 80m (FSR increase 4.5:1 to 5.5:1)
- Building height currently 48m but zoned Residential with no FSR denoted on FSR Map - no change to controls

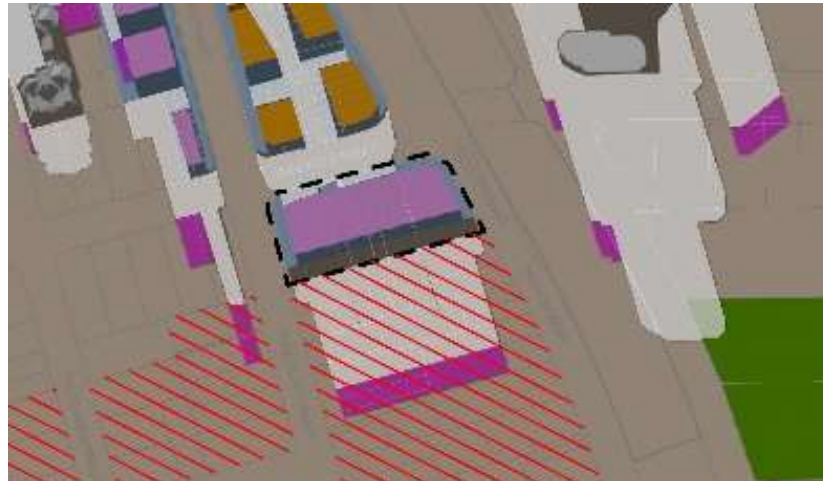
43. Comprehensive urban design analysis was undertaken by Council's City Design Unit to devise proposed maximum FSR and heights. Background to the urban design analysis and resultant FSR and heights are detailed in the Local Planning Panel reports of 29 September (refer to paragraphs 76 to 82) and 15 December 2020 (refer to paragraphs 17 to 25) which can be viewed utilising these links.  
[https://businesspapers.parracity.nsw.gov.au/Open/2020/LPP\\_29092020\\_AGN\\_641\\_AT.PDF](https://businesspapers.parracity.nsw.gov.au/Open/2020/LPP_29092020_AGN_641_AT.PDF)  
[https://businesspapers.parracity.nsw.gov.au/Open/2020/LPP\\_15122020\\_AGN\\_576\\_AT.PDF](https://businesspapers.parracity.nsw.gov.au/Open/2020/LPP_15122020_AGN_576_AT.PDF)
44. The urban design testing highlights the need for additional height to accommodate the additional commercial floor space (between 2 to 5 storeys depending on the size and shape of the site).
45. Additional height is also required to rectify the historical 'mismatch' between the current height and density (FSR) controls for B2 Local Centre zoned sites in Epping Town Centre. Those areas within the B2 zone where the increase in height goes from 48m to 80m is outlined above in **Table 4** and **Figure 2**. As detailed in the Local Planning Panel report of 29 September 2020, the increase in height is justified due to the history of consistent use of Clause 4.6 for substantial height variations and the need to gain better tower form and separation outcomes on those sites which have irregular subdivision patterns. It is acknowledged that not all sites will require this additional height.
46. An impact of additional density and height (and therefore taller buildings) is an increase in overshadowing. The difference in overshadowing extent between Option 2 (current planning controls) and Option 3 (additional height and density to the current planning controls) was calculated by Council's City Design Unit via a 3D model for all B2 Local Centre zoned sites in Epping Town Centre. The shadows cast were analysed on an hourly basis between 10am and 2pm on 21 June (winter solstice), as this is the time of the year that the sun is lowest in the sky and the shadows cast are the longest and is provided at **Attachment 3**.
47. **Figures 3 and 4** below provide a snapshot from the shadow analysis at 11am and at 1pm on 21 June. The pink shaded area indicates the potential net increase in overshadowing caused by increasing the height and density to accommodate an increase in commercial floor space. It is noted that the grey areas include both the shadow under the existing planning controls (Option 2) and shadow from Option 3 (therefore no resultant net increase of shadow).

**Figures 3 and 4:** Net shadowing increase (shown in pink) between Option 2 and Option 3 on B2 Local Centre zoned sites in Epping Town Centre on 21 June at 11am and at 1pm.



48. The overshadowing analysis at **Attachment 3** shows that any additional overshadowing (shown in pink) falling on the edge of Boronia Park, the residential areas to the south west of the Epping Town Centre and over the railway line between 10am and 11am, is marginal and has progressed further eastward by 12 midday. Therefore the overall net additional overshadowing caused by Option 3 for the majority of B2 sites is considered acceptable.
49. However it is noted that the additional net shadow (shown in pink) caused by additional height and density at 6, 8, 10, 12, 14 and 18A Bridge Street and 24-30 High Street largely impacts those sites to its immediate south for the majority of time between 10am and 2pm (refer **Attachment 3** and **Figure 5**). **Figure 5** below highlights the overshadowing impact at 12pm as a result from an increase in density and height from these sites. The sites impacted are located along Rawson and High Streets, are low density residential areas and sit within the Epping Eastwood Heritage Conservation Area under the Parramatta LEP 2011. It is therefore recommended that the B2 Local Centre sites 6, 8, 10, 12, 14 and 18A Bridge Street and 24-30 High Street be excluded from any planning proposal for Option 3.
50. The exclusion of these sites would not impact substantially on the delivery of commercial floor space in the future, as the sites have a current maximum FSR of 3:1 and height of buildings of 21 metres, the lowest density and height controls in the Epping Town Centre.

**Figure 5:** Additional overshadowing at 12 midday (shown in pink) onto the Epping Eastwood Heritage Conservation Area and residential area (shown in red hatched line) by sites along Bridge and High St (shown in black dash line).



### Market Response

51. Another key issue to consider when examining how to achieve an increase in commercial floor space in Epping Town Centre is how the market - developers and/or landowners - will respond to Options 2 and 3.
52. A key risk for the implementation of Option 2 (to mandate a minimum amount of commercial floor space within the current height and FSR controls), is that the market will attempt to avoid the amendment to the planning controls. Based on development trends since the 2014 rezoning of Epping Town Centre, the market has determined for Epping that residential is the highest yielding land use, that is, residential floor space gains higher financial returns than commercial floor space. Option 2 will result in displacing current allowable residential floor space for commercial floor space within shop top housing development.
53. The timeframe for a planning proposal to be finalised, that is, the legal amendment to the local environment plan (LEP), is between 12 and 18 months. In the time it takes to process the planning proposal for Option 2, it is anticipated that landowners / developers will lodge development applications for shop top housing developments to ensure that they realise the land's development potential. A standard length of a development approval is for 5 years. Therefore the key achievement of increasing commercial floor space may be lost within the timeframe for processing the planning proposal and the length of time a development approval stands.
54. Alternatively Option 3, would result in an increase in commercial floor space whilst maintaining the residential development potential on any site. It is anticipated that the market would respond positively to Option 3 and the delivery of an increase in commercial floorspace in Epping Town Centre.

### PLANNING PROPOSAL – OPTION 2 OR 3

55. Three potential planning approaches have been identified in relation to the provision of commercial floor space in Epping. As Option 1 will likely continue to result in the loss of commercial floor space and does not address Epping as a Strategic Centre it is recommended that this option is not pursued.

56. As Options 2 and 3 would require potential changes to planning controls, they each would result in the need to prepare a planning proposal to amend the Hornsby LEP 2013 and Parramatta LEP 2011. Council Officers recommend pursuing Option 3 as a planning proposal. An assessment of the relative merits Options 2 and 3 is summarised below.

**Option 2 - mandate a minimum amount of non-residential floor space within the current maximum floor space ratio and height controls.**

57. As detailed in the assessment section of this report, Option 2 results in some short to medium term traffic impact, however Council will continue to build, plan for and advocate for improvements to the road network in Epping and to take advantage of the public transport centre it has become.
58. Although on paper Option 2 would deliver an increase in non-residential floor space, practicably it is unlikely the market would respond favourably to the proposed controls. Council may experience a rush of development applications lodged for sites in Epping by landowners and developers in order to avoid the proposed controls. This would result in a lost opportunity to deliver commercial floor space within Epping Town Centre, in most cases a permanent loss due to the strata of residential units, which would be unlikely to be redeveloped again within 50 to 80 years.

**Option 3 - mandate a minimum amount of non-residential floor space in excess of the current maximum floor space ratio (FSR).**

59. Option 3 involves increasing the commercial floor space requirements by amending the height and density (FSR) controls to retain, where it results in minimal impact, an FSR for residential equivalent to existing levels. This would mean increases in overall density and building heights but makes delivery of more commercial floor space more viable.
60. Landowners or developers may support Option 3 as it would not decrease the residential potential available on a site, which is currently viewed by the market as the highest yielding land use. However it is acknowledged that concerns in relation to any increase in building height and density of development in and around Epping are issues local residents and other stakeholders raised during the Epping Planning Review.
61. Traffic impact in the morning peak, in the short to medium term, would be greater than Option 2 (refer to paragraphs 38-41 above), however as stated above, this must be balanced with the long term pursuit of creating a vibrant employment based Town Centre. It is also recognised that further traffic and transport improvements need to be advocated for and undertaken by Council to ease congestion.
62. The overshadowing analysis discussed suggests the impact earlier in this report is within acceptable limits except for the shadow cast by sites at 6, 8, 10, 12, 14 and 18A Bridge Street and 24-30 High Street and therefore it is recommended that these sites be excluded from the planning proposal.

**Recommendation - Option 3**

63. Council Officers recommend that Council proceed with Option 3, to mandate a minimum amount of commercial floor space in addition to the existing height and density controls. Specifically, it is recommended to prepare a planning proposal which applies to the B2 Local Centre zoning of the Parramatta LEP 2011 and Hornsby LEP 2013 within the Epping Town Centre to:

- a. Introduce a new clause which mandates a minimum amount of non-residential uses to be provided on the ground, first and second floors of any building facing a street of up to a maximum of 1:1 floor space ratio (FSR) of non-residential floorspace in addition to the mapped maximum floor space ratio. The clause shall also indicate that the FSR of residential development permitted on the site should not increase as a result of this requirement.
  - b. Allow for an increase in maximum height of buildings from 48 metres in some parts of Epping and 72 metres in some parts of Epping up to 80 metres (approx. 24 storeys) where sites have a mapped FSR of 4.5:1 and from 72 metres up to 90 metres (approx. 28 storeys) where sites have a mapped FSR of 6:1, only where developments provide a minimum amount of non-residential uses of ground, first and second floors of any building facing a street.
  - c. Ensure any change of use proposed on the first three levels would not allow residential uses. Apply an exception to that part of a building that faces a service lane or is required for entrances and lobbies, access for fire services or vehicular access associated or servicing residential accommodation above.
  - d. Introduce a requirement that the proposed controls of the planning proposal apply to development applications determined once a Gateway Determination has been issued for this Planning Proposal.
64. Regardless of which option is pursued, it is recommended for reasons of expedience that the Chief Executive Officer (CEO) be granted delegation to prepare and forward the Planning Proposal to the Department of Planning, Industry and Environment (DPIE) to request the issuing of a Gateway Determination on behalf of Council.

## **PARRAMATTA LOCAL PLANNING PANEL**

65. As per the Ministerial direction issued on 27 September 2018, Council is required to refer all planning proposals prepared after 1 June 2018 to the Local Planning Panel (Panel) for advice before Council considers whether or not to forward them to the Department of Planning, Industry and Environment (DPIE) for a Gateway Determination. The Panel considered this matter at its meetings on 29 September and 15 December 2020.
66. The Panel meeting on 29 September 2020 considered a detailed assessment of the three planning Options for increasing commercial floorspace described in this report. The Panel Report and Minutes can be found at Item 5.2:  
[https://businesspapers.parracity.nsw.gov.au/Open/2020/LPP\\_29092020\\_AGN\\_641\\_AT.PDF](https://businesspapers.parracity.nsw.gov.au/Open/2020/LPP_29092020_AGN_641_AT.PDF)  
[https://businesspapers.parracity.nsw.gov.au/Open/2020/LPP\\_29092020\\_MIN\\_641.PDF](https://businesspapers.parracity.nsw.gov.au/Open/2020/LPP_29092020_MIN_641.PDF)
67. The Panel advice to Council was consistent with the Council Officer recommendation to proceed with Option 3, however the Panel provided additional recommendations relating to the following matters.
- a. That a savings clause be explored whereby a development application must consider the proposal at a certain date, in order to prevent a rush of

- development applications being lodged to avoid providing a mandated minimum provision of commercial floorspace.
- b. That a more equitable solution to the amount of additional floor space awarded as bonus should be restricted to not more than 0.5:1, thereby reducing the potential overshadowing and other potential environmental impacts.
  - c. That a review be undertaken of the proposed amendments and their effectiveness, no later than 3 years from the commencement of the LEP and it be written into the Planning Proposal.
  - d. That Council undertake a campaign to advocate use of public transport and help find new ways to encourage its use over the private car.
68. Following the September 2020 Panel meeting Council Officers undertook additional analysis to address these recommendations. A further report was presented to the Panel on 15 December 2020 to address these matters. In addition further urban design testing that had been undertaken resulted in further clarification being provided to the Panel on the amount of additional floorspace that would be required to achieve the commercial floor space targets in the Epping Town Centre.
69. The 15 December 2020 Panel Report and Minutes can be found at Item 6.1:  
[https://businesspapers.parracity.nsw.gov.au/Open/2020/LPP\\_15122020\\_AGN\\_576\\_AT.PDF](https://businesspapers.parracity.nsw.gov.au/Open/2020/LPP_15122020_AGN_576_AT.PDF)  
[https://businesspapers.parracity.nsw.gov.au/Open/2020/LPP\\_15122020\\_MIN\\_576.PDF](https://businesspapers.parracity.nsw.gov.au/Open/2020/LPP_15122020_MIN_576.PDF)
70. The Panel advice to Council was consistent with the Council Officer recommendation to proceed with Option 3 and advised Council to forward the Planning Proposal to the Department of Planning, Industry and Environment for the purposes of requesting a Gateway Determination.

## **DEVELOPMENT CONTROL PLAN**

71. If Option 2 or 3 were pursued as a planning proposal, supporting controls would be drafted as an amendment to the Epping Town Centre controls contained in the Hornsby DCP 2013 and Parramatta DCP 2011. Potential draft DCP controls would relate to the following:
- a. setting podium height controls to ensure appropriate height of podium at street level;
  - b. minimum floorplates dimensions for non-residential uses to ensure that floorplates are flexible for both office, and other non-residential uses to be located;
  - c. floor to ceiling heights for non-residential uses (which are higher than residential floor to ceiling heights);
  - d. location of services (to prevent the first three floors filling up with 'services'); and
  - e. new building and podium setback controls.
72. It is recommended that Council delegate authority to the CEO to prepare amendments to the relevant sections of the Parramatta Development Control Plan (DCP) 2011 and Hornsby Development Control Plan (DCP) 2013 to support the planning proposal relating to design controls and place these on public exhibition with the Planning Proposal.

## POTENTIAL INFRASTRUCTURE FUNDING IMPLICATIONS

73. Under Council's Planning Agreement Policy (adopted 26 November 2018) Council may, at its discretion, enter into a planning agreement for a Planning Proposal. The landowner would be required to provide infrastructure contributions that are valued at least 50 per cent of the land value uplift under Council's policy.
74. In relation to Option 2, the proposed amendments to the planning controls do not result in any additional density or land uplift, therefore the Policy is not applicable. Furthermore, any future development (residential or non-residential uses) would need to pay development contributions to fund local infrastructure in accordance with the relevant development contributions plan.
75. In relation to Option 3, the proposed amendments to the planning controls would result in additional density and land uplift from commercial land uses. Council Officers recommend that no planning agreement be applied to these sites for the following reasons:
- a. Based on the historic pattern of development to date, the market has been reluctant to deliver additional commercial floor space, therefore any additional monetary payment requirement may further dissuade commercial floor space provision;
  - b. This is line with Council's policy position contained in the Parramatta CBD Planning Proposal which is to prioritise employment-generating floor space and to not subject this floor space to community infrastructure provisions;
  - c. No planning agreements were in place at the time of the 2014 Epping rezoning for those B2 Local Centre zoned sites already developed;
  - d. It is not practical to require a VPA with every individual landowner in Epping to achieve a contribution and it is unlikely in the view of Council Officers that the DPIE would support a community infrastructure mechanism such as the one proposed in the Parramatta CBD Planning Proposal for a lower order centre such as Epping; and
  - e. Development contributions will apply at the time of development.

## PLAN MAKING DELEGATIONS

76. Delegations were announced by the Minister for Planning in October 2012, allowing councils to make LEPs of local significance. On 26 November 2012 Council resolved to accept the delegation for plan making functions. Council also resolved that these functions be delegated to the CEO.
77. Should Council resolve to proceed with this planning proposal, Council should exercise its plan-making delegations. This means that after the planning proposal has been to Gateway, undergone public exhibition and been adopted by Council, Council officers will deal directly with the Parliamentary Counsel Office in the drafting of the LEP amendment, which is then signed by the CEO before being notified on the NSW Legislation website.
78. It is therefore recommended that Council request the DPIE that Council be granted plan-marking delegation for this Planning Proposal

## CONSULTATION

Stakeholder Consultation

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

<b>Date</b>	<b>Stakeholder</b>	<b>Stakeholder Comment</b>	<b>Council Officer Response</b>	<b>Responsibility</b>
22 September 2020	Email advising of the report being considered by the Local Planning Panel at its meeting of the 29 September 2020 to: <ul style="list-style-type: none"> <li>- President of the Epping Civic Trust</li> <li>- President of the Epping Chamber of Commerce</li> </ul>	Two members of the Epping Civic Trust addressed the Panel and raised concerns in relation to the proposed height and density of Option 3. One member was supportive of Option 1 and the other was supportive of a business zoning to be established in Epping Town Centre.	Local Planning Panel (LPP) considered the stakeholder comment. (Note these matters have been addressed in the LPP and Council report).	LPP
4 December 2020	Email advising of the report being considered by the Local Planning Panel at its meeting of the 15 December 2020 to: <ul style="list-style-type: none"> <li>- President of the Epping Civic Trust</li> <li>- President of the Epping Chamber of Commerce</li> <li>- Hornsby Shire Council</li> </ul>	None	N/A	LPP

Councillor Consultation

2. The following Councillor consultation has been undertaken in relation to this matter:

<b>Date</b>	<b>Councillor</b>	<b>Councillor Comment</b>	<b>Council Officer Response</b>	<b>Responsibility</b>
28 July 2020	Epping Ward Councillors	Supportive of a planning approach to increase commercial floorspace in	Council Officers have subsequently provided the Epping Ward Councillors with updates on the drafting of the Planning Proposal including providing prior	City Planning Unit

		Epping Town Centre as per resolution of 9 July 2019.	notification to them on the reports made to the Local Planning Panel on 29 September and 15 December 2020.	
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## FINANCIAL IMPLICATIONS FOR COUNCIL

79. The preparation of the Planning Proposal and development control plan amendments and any subsequent public exhibition material would be prepared by Council Officers and therefore the costs are within the existing City Planning budget.

## NEXT STEPS

80. If Council resolves to proceed with a Planning Proposal for Options 2 or 3, Council Officers will prepare a planning proposal document under the CEO delegation and it will be forwarded to the DPIE for a Gateway Determination.
81. If a Gateway determination is issued, the Planning Proposal will be placed on public exhibition in conjunction with an associated site specific DCP and the outcomes will be reported to the Local Planning Panel if any submissions are received. If no submissions are received, the matter will be reported directly to Council post-exhibition.

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## **ATTACHMENTS:**

- |                   |                                     |          |
|-------------------|-------------------------------------|----------|
| <a href="#">1</a> | Epping Commercial Floorspace Study  | 78 Pages |
| <a href="#">2</a> | Commercial Floorspace Traffic Study | 64 Pages |
| <a href="#">3</a> | Shadow Analysis Epping Town Centre  | 1 Page   |

## REFERENCE MATERIAL

# Epping town centre Commercial Floorspace Study

## Final report

City of Parramatta Council  
June 2017



Independent insight.



This report has been prepared for City of Parramatta Council. SGS Economics and Planning has taken all due care in the preparation of this report. However, SGS and its associated consultants are not liable to any person or entity for any damage or loss that has occurred, or may occur, in relation to that person or entity taking or not taking action in respect of any representation, statement, opinion or advice referred to herein.

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## TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY</b>	<b>1</b>
<b>1 INTRODUCTION</b>	<b>3</b>
1.1 Study area	3
1.2 Scope of work	4
1.3 Structure of the report	4
<b>2 STRATEGIC AND POLICY FRAMEWORK</b>	<b>5</b>
2.1 Current planning context	5
2.2 Summary	19
<b>3 EPPING'S ECONOMIC PROFILE</b>	<b>20</b>
3.1 Socioeconomic factors	20
3.2 Industry and employment analysis	22
3.3 Recent trends and employment forecasts	30
3.4 Summary	30
<b>4 MARKET TRENDS AND DRIVERS</b>	<b>32</b>
4.1 Retail market trends	32
4.2 Office market trends and drivers	35
4.3 Other non-residential uses trends and drivers	39
4.4 Epping community workshop	40
4.5 Role and opportunities for the Epping town centre	41
<b>5 RETAIL DEMAND ASSESSMENT</b>	<b>43</b>
5.1 Existing and future retail supply	43
5.2 Retail floorspace demand	46
5.3 Supply/demand gap analysis	51
5.4 Implications	53
<b>6 OFFICE DEMAND ASSESSMENT</b>	<b>54</b>
6.1 Value of office uses in the Epping town centre	54
6.2 Competitive offer of Epping town centre	54
6.3 Office floorspace demand forecast approach	60
6.4 Implications for Epping	65
<b>7 IMPLICATIONS AND DIRECTIONS</b>	<b>67</b>
7.1 The role of Epping town centre	67
7.2 Potential approaches	68
7.3 Achieving the vision for Epping as a sub-District centre	69
<b>8 APPENDIX</b>	<b>71</b>

## LIST OF FIGURES

FIGURE 1. EPPING TOWN CENTRE AND PRIORITY PRECINCT	3
FIGURE 2. LAND ZONING, EPPING TOWN CENTRE	7
FIGURE 3. BUILDING HEIGHTS, EPPING TOWN CENTRE	8
FIGURE 4. FLOOR SPACE RATIO, EPPING TOWN CENTRE	9
FIGURE 5. HERITAGE, EPPING TOWN CENTRE	10
FIGURE 6. EPPING TOWN CENTRE URBAN ACTIVATION PRECINCT	12
FIGURE 7. DEVELOPMENT ACTIVITY IN THE EPPING TOWN CENTRE	14
FIGURE 8. DEVELOPMENT TYPE IN THE EPPING TOWN CENTRE	15
FIGURE 9. DWELLING NUMBERS IN RECENT DEVELOPMENT APPLICATIONS IN THE EPPING TOWN CENTRE	16
FIGURE 10. RETAIL AND/OR COMMERCIAL FLOORSPACE IN RECENT DEVELOPMENT APPLICATIONS IN THE EPPING TOWN CENTRE	17
FIGURE 11. DWELLING NUMBER AND RETAIL FLOORSPACE CAPACITY IN CURRENT PLANNING PROPOSALS IN THE EPPING TOWN CENTRE	18
FIGURE 12. FORECAST POPULATION GROWTH	20
FIGURE 13. FORECAST POPULATION GROWTH BY AGE AND SEX	21
FIGURE 14. FORECAST NEW DWELLINGS	21
FIGURE 15. RESIDENT WORKFORCE – PART TIME AND FULL TIME WORK	22
FIGURE 16. EMPLOYMENT BY INDUSTRY IN EPPING TOWN CENTRE	23
FIGURE 17. PAST EMPLOYMENT NUMBERS IN THE EPPING TOWN CENTRE	23
FIGURE 18. BREAKDOWN OF EMPLOYMENT BY GSC CATEGORIES	24
FIGURE 19. INDICATIVE EMPLOYMENT DISTRIBUTION BY TRAVEL ZONE	25
FIGURE 20. BREAKDOWN OF EMPLOYMENT BY GSC CATEGORIES ACROSS THE WEST CENTRAL DISTRICT AND GREATER SYDNEY	26
FIGURE 21. EMPLOYMENT BY INDUSTRY IN EPPING, WEST CENTRAL AND GREATER SYDNEY	26
FIGURE 22. CHANGE IN EMPLOYMENT, 1996-2011	29
FIGURE 23. CHANGE IN EMPLOYMENT, 2006-2011	30
FIGURE 24. RETAIL SALES BY CATEGORY (YEAR-ON-YEAR CHANGE, 2015-2016)	33
FIGURE 25. GROWTH IN ONLINE RETAIL (% MONTH-ON-MONTH)	34
FIGURE 26. PRIMARY TRADE AREAS & RESIDENTS – EPPING, EASTWOOD AND CARLINGFORD	47
FIGURE 27. PERCENTAGE OF RETAIL EXPENDITURE ONLINE BY YEAR – FORECAST 2016 TO 2036	48
FIGURE 28. EXPENDITURE IN EPPING PTA BY YEAR (CONSTANT 2016 \$ AUD)	49
FIGURE 29. FLOORSPACE DEMAND BY YEAR - EPPING (CONSTANT 2016 \$ AUD)	49
FIGURE 30. EXPENDITURE IN EASTWOOD PTA BY YEAR (CONSTANT 2016 \$ AUD)	50
FIGURE 31. EXPENDITURE IN CARLINGFORD PTA BY YEAR (CONSTANT 2016 \$ AUD)	50
FIGURE 32. LOCAL OFFICE MARKET	62
FIGURE 33. FORECAST OFFICE FLOORSPACE SCENARIOS (SQUARE METRES)	65

## LIST OF TABLES

TABLE 1. CURRENT PARKING REQUIREMENTS IN EPPING	11
TABLE 2. LABOUR PARTICIPATION RATE OF THE RESIDENT WORKFORCE	22
TABLE 3. GSC JOB CLASSIFICATION	24
TABLE 4. LOCATION QUOTIENT	28
TABLE 5. ESTIMATED FLOORSPACE BY RETAIL TYPE – EPPING	44
TABLE 6. FLOORSPACE BY RETAIL TYPE - EASTWOOD	44
TABLE 7. FLOORSPACE BY RETAIL TYPE - CARLINGFORD	45
TABLE 8. RETAIL PROJECTS IN LOCAL RETAIL MARKET AS AT MAY 2017	45
TABLE 9. SUMMARY OF ESTIMATED FLOORSPACE SUPPLY IN THE LOCAL MARKET	45
TABLE 10. PER CAPITA EXPENDITURE (2016)	48
TABLE 11. EPPING PTA POPULATION - 2016-2036	49
TABLE 12. EPPING PTA FLOORSPACE DEMAND (SQUARE METRES)	50
TABLE 13. EASTWOOD AND CARLINGFORD PTA POPULATION: 2016-2036	50
TABLE 14. EASTWOOD AND CARLINGFORD PTA FLOORSPACE DEMAND (SQUARE METRES)	51
TABLE 15. EPPING - FLOORSPACE DEMAND VS. CURRENT SUPPLY (SQ.M.) EX. VACANT	51
TABLE 16. EPPING SUPPLY SURPLUS/DEFICIT CALCULATIONS ('000 SQ.M.)	52
TABLE 17. COMBINED SUPPLY SURPLUS/DEFICIT CALCULATIONS ('000 SQ.M.)	52
TABLE 18. COMPETITIVE OFFER ASSESSMENT	57
TABLE 19. EPPING AS POPULATION SERVING CENTRE – JOBS BY GSC INDUSTRY	61
TABLE 20. EPPING AS POPULATION SERVING CENTRE – TOTAL OFFICE FLOORSPACE BY GSC INDUSTRY	62
TABLE 21. EPPING AS LOCAL CENTRE – JOBS BY GSC INDUSTRY	63
TABLE 22. EPPING AS LOCAL CENTRE – TOTAL OFFICE FLOORSPACE BY GSC INDUSTRY	63
TABLE 23. MODELLING IMPACTS OF A SYDNEY METRO STATION ON ACCESSIBILITY BY PUBLIC TRANSPORT	64
TABLE 24. EPPING AS SUB-DISTRICT CENTRE –JOBS BY GSC INDUSTRY	64
TABLE 25. EPPING AS SUB-DISTRICT CENTRE – FLOORSPACE BY GSC INDUSTRY	65

# EXECUTIVE SUMMARY

SGS Economics and Planning has been commissioned by City of Parramatta Council to prepare a commercial floorspace study for the Epping town centre. This project forms part of the Epping Planning Review. The objective of this project is to identify the level of commercial (retail, office and business) floorspace required to meet current and future demand.

## Method

This study has involved an extensive review of existing state and local planning documents to understand the current planning environment. The impact of these planning controls, including recent changes introduced through the Epping Priority precinct planning process have been examined through a review of recent development applications, planning proposals and preliminary planning proposals.

This report includes an examination of the demographic and economic profile of the Epping town centre as well as an analysis of current market trends impacting on the office and retail uses in the Epping town centre. This analysis includes a review of local trends and macroeconomic trends shaping these uses now and into the future.

Consultation has also been conducted to supplement this analysis. Consultation has been conducted with the following groups:

- City of Parramatta Council
- Epping Chamber of Commerce
- Local real estate agents
- Landowners in the Epping town centre (i.e. land zoned B2 Local Centre)

Community members have also been consulted through a community workshop to identify their current and desired uses of the Epping town centre.

Demand for retail and office floorspace has been forecast in light of these findings. Retail demand has been forecast considering the surrounding local retail market and current local expenditure profiles. Three scenarios have been forecast for office floorspace demand considering different roles for the Epping town centre.

## Key findings

**The Epping town centre is currently considered as a local centre in State planning documents, with recent planning through the Priority Precinct process highlighting future residential uses.**

State planning documents identify Epping as a local centre, supporting the daily needs of the surrounding population. The Epping town centre is identified in the *Draft West Central Plan* as a local centre with the potential to operate as a commercial and retail node, subject to 'the right planning and investment'. The recent Priority Precinct process however has prioritised residential development in the Epping town centre, indicating that demand for office floorspace is likely to be redirected to other nearby employment centres, which may limit this potential node from being realised.

**Prior to the Priority Precinct process, the Epping town centre contained a relatively even mix of industries, providing local retail and services as well as employment opportunities across a range of industries.**

At the 2011 Census, there were 4,512 jobs in the Epping town centre accommodated in approximately 55,000 square metres of office floorspace and 12,900 square metres of retail floorspace. Recorded

employment was evenly split across the Greater Sydney Commission's four industry classes; knowledge intensive, population serving, industrial, and health and education. This split of jobs indicates that Epping is an accessible location, and has attracted jobs in industries that do not rely on local populations, such as knowledge intensive jobs in professional services.

**Recent development activity has seen the development of new residential floorspace at the expense of existing office floorspace that has been supporting this local employment. The quantum of retail floorspace remains the same as existing sites are redeveloped.**

Since new planning controls were introduced in 2014, a significant amount of development activity has been recorded in the Epping town centre and the wider Priority Precinct. The majority of development in the Epping town centre is for 'mixed use' development, with commercial floorspace to support retail and office uses on the ground floor and residential floorspace on the remaining floors. This is in spite of existing local design controls encouraging the first 2 to 3 storeys of new development in the town centre to be allocated to non-residential uses.

**Epping continues to experience demand for retail and office floorspace, however development activity has seen commercial uses unable to access appropriate floorspace to support their business.**

The Epping town centre remains a desirable location for businesses to locate. The high quality public transport infrastructure and connections across Greater Sydney continue to attract new and existing retail and office uses to the Epping town centre. However, there is currently very little commercial floorspace on a long term lease and/or a lease without demolition clauses and land owners aim to retain the potential to redevelop their site. This impacts on the operation and certainty of businesses and has seen high demand for existing floorspace.

**In light of this demand, forecast population growth, the size and infrastructure investment in the centre, Epping is considered to function as a sub-District centre, playing a more significant role than other nearby local centres.**

Given Epping's close proximity to other strategic centres at the metropolitan level and the factors identified above, the role of Epping now and into the future is considered to be a sub-district centre, which meets the needs of a local residential population as well as providing higher-order services and commercial space for small to medium sized businesses. This would place Epping between local and District centres in the Greater Sydney Commission's hierarchy.

**In light of this sub-District centre function, over the next 20 years there is forecast demand for 13,000 square metres of retail floorspace and 55,616 square metres of office floorspace in the Epping town centre.**

These numbers represent the total demand for floorspace to 2036. This quantum of commercial floorspace is forecast to support the functioning of the Epping town centre to meet the needs of surrounding residents and to provide diverse employment opportunities in small to medium enterprises in a highly accessible location in Greater Sydney.

**Current patterns of development are unlikely to deliver the quantum of floorspace required by 2036. A non-residential floorspace ratio is recommended as a means to deliver commercial floorspace.**

A minimum non-residential floorspace ratio requiring a proportion of floorspace in new developments for commercial uses is recommended across the Epping town centre to ensure these uses are accommodated in truly mixed use developments providing services for the local and surrounding population, and enabling Epping to fulfil its role as a sub-District centre.

# 1 INTRODUCTION

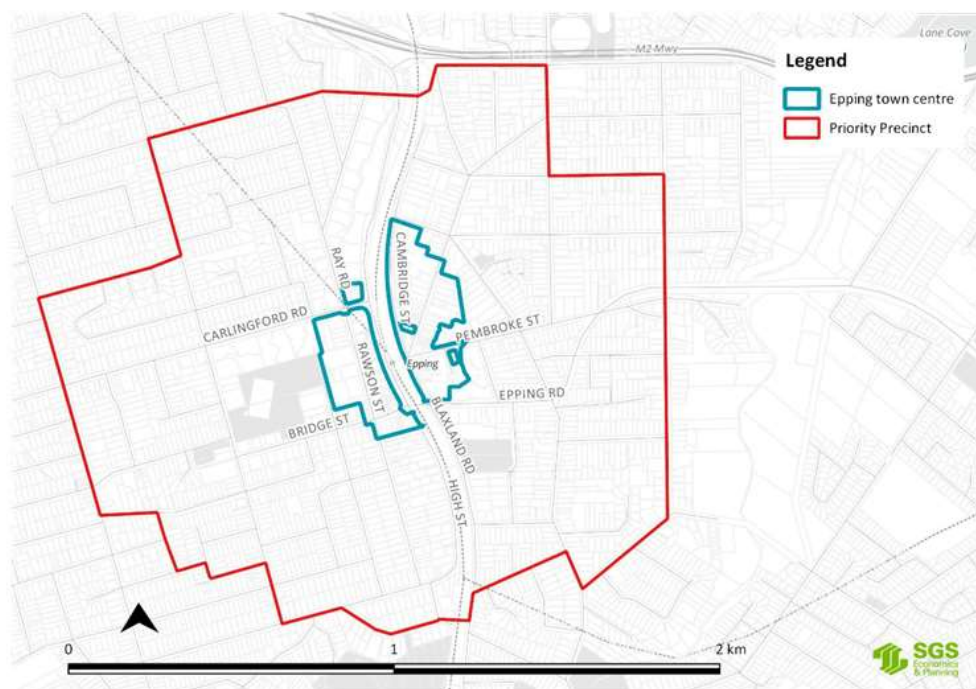
SGS Economics and Planning has been commissioned by City of Parramatta Council to prepare a commercial floorspace study for the Epping town centre. The objective of this project is to identify the level of commercial (retail, office and business) floorspace required to meet current and future demand and any changes that should be made to planning documents to meet this demand.

This project forms part of the Epping Planning Review. The Epping Planning Review follows the incorporation of the whole of the Epping town centre into the City of Parramatta local government area in 2015 (the eastern side was previously in the Hornsby LGA). The Epping Planning Review intends to deliver one set of planning controls for Epping with an integrated infrastructure plan taking into account the needs of residents, workers and visitors.

## 1.1 Study area

Figure 1 shows the study area/s for this report. For the purposes of this report, the Epping town centre is defined as the land zoned B2 Local Centre around the train station. The wider Epping centre incorporates land within 800 metres of the train station that was included in the Epping Priority Precinct (formerly Urban Activation Precinct). The terms Epping town centre and Epping Priority Precinct are used throughout this report to refer to the areas shown in blue and red outline respectively in Figure 1.

FIGURE 1. EPPING TOWN CENTRE AND PRIORITY PRECINCT



Source: SGS Economics and Planning, 2017

## 1.2 Scope of work

This report analyses demand for commercial floorspace. Commercial floorspace refers to the sum of retail, office and other non-residential floorspace in the Epping town centre. Demand for social infrastructure, however, is assessed in a separate report.

This report considers the following:

- Review of the local and state planning context for the Epping town centre and wider area
- Analysis of Epping's existing economic profile
- Review of market drivers for office, retail and other commercial floorspace
- Assessment of local market conditions and recent trends impacting on non-residential floorspace in the Epping town centre
- Assessment of demand for retail, office and other commercial floorspace in the Epping town centre to 2036
- Articulate the role and function of the Epping town centre in light of these factors and identify planning mechanisms required to achieve this vision.

## 1.3 Structure of the report

The remaining chapters of this report are as follows:

<b>Chapter 2: Strategic and policy framework</b>	Outlines the existing planning framework impacting on the Epping town centre, including the Priority Precinct planning process.
<b>Chapter 3: Epping's economic profile</b>	Reviews the current and projected economic profile for Epping as a residential and employment centre.
<b>Chapter 4: Market trends and drivers</b>	Analyses macroeconomic and local trends impacting on office, retail and other commercial uses, including findings from consultation with relevant stakeholders
<b>Chapter 5: Retail demand assessment</b>	Calculates demand for retail floorspace in the Epping town centre and surrounds to 2036.
<b>Chapter 6: Office demand assessment</b>	Calculates demand for office floorspace in the Epping town centre and surrounds to 2036.
<b>Chapter 7: Implications and directions</b>	Outlines the proposed role and function of the Epping town centre and recommends strategies to achieve this vision.

An Appendix has also been included listing recent retail developments in Epping town centre and the local retail market.

## 2 STRATEGIC AND POLICY FRAMEWORK

### 2.1 Current planning context

#### NSW strategies and policies

##### **A Plan for Growing Sydney (2014)**

*A Plan for Growing Sydney* is the primary strategic planning document for metropolitan Sydney, guiding and shaping development of the city to 2031. *A Plan for Growing Sydney* has four goals to deliver new housing and employment across the metropolitan area:

- a competitive economy with world class services and transport;
- a city of housing choice with homes that meet our needs and lifestyles;
- a great place to live with communities that are strong, healthy and well connected; and
- a sustainable and resilient city that protects the natural environment and has a balanced approach to the use of land and resources

*A Plan for Growing Sydney* identifies the Epping town centre as one of its 10 Priority Precincts. Priority Precincts were chosen based on their alignment with housing, employment and urban renewal strategies, their potential to capitalise on existing infrastructure, their importance to more than one LGA, their environmental, social and economic sustainability, and potential development of the area being consistent with market demand. The *Plan* outlines the intent of the NSW Government to match expected population growth with new infrastructure, schools, recreation facilities and improved public roads and services. Further detail of the planning of the Epping Priority Precinct is included below.

Epping is also identified in the *Plan* as part of the North West Rail Link corridor (now known as Sydney Metro Northwest). The corridor is intended to be a focus for increased housing, economic activity and social infrastructure, and is noted as being important for its accessibility to the Global Economic Corridor.

##### **Towards Our Greater Sydney 2056 and Draft West Central District Plan (2016)**

In 2016, the Greater Sydney Commission (GSC) released draft District Plans. These plans sit under *A Plan for Growing Sydney* and provide further detail for planning each of Sydney's six districts. The GSC also released a draft amendment to *A Plan for Growing Sydney* setting out a vision for the metropolitan area to 2056.

One of the crucial concepts and metropolitan priorities of *Towards our Greater Sydney 2056* is the a 30-minute city. This plan intends to increase the range of jobs and services and other opportunities that people can get to within 30 minutes from their place of residence. A 30-minute city intends to improve the quality of life of Greater Sydney residents and improve accessibility and transport outcomes across the metropolitan area.

The draft District Plans contain a three-level hierarchy of centres:

- Strategic centres
- District centres
- Local centres

Strategic centres are the most significant centres across Greater Sydney and generally contain at least 20,000 jobs. Strategic centres meet one of the following criteria:

- a higher proportion of knowledge-economy jobs, principally relating to the presence of major hospitals, tertiary education institutions, stand-alone office development or a combination of these
- the presence of existing or proposed major transport gateways
- a major role in supporting the increased economic activity of the Eastern, Central or Western Cities.

Examples of Strategic centres include Greater Parramatta, Sydney Olympic Park and Macquarie Park.

District centres are defined by one of the following characteristics and generally contain between 5,000 and 10,000 jobs:

- the scale of retail activity, generally over 50,000m<sup>2</sup> of floor space
- the presence of health and education facilities that serve the district and the local community
- the level of transport services

Examples of District centres include Hornsby, Castle Hill and Burwood.

Under the *Draft West Central District Plan*, Epping is identified as a local centre. Local centres are defined in the draft District Plans as varying in size from a few shops on a corner to a vibrant main street and generally serving the local population.

The *Draft West Central District Plan* identifies Epping as one of the local centres that will support the Greater Parramatta and Olympic Peninsula (GPOP). The renewal and revitalisation of Epping town centre is identified as one example of the major changes happening in the district that have involved concurrent investment in growth and renewal opportunities. Along with Merrylands, Epping is identified as a local centre 'that, with the right planning and investment, could reach their potential as emerging commercial and retail nodes' (page 48).

The forecast for the town centre under the *Draft Plan* is for up to 3,750 dwellings to be delivered. One of the key actions identified for the Parramatta LGA is also to progress the delivery of urban renewal in the Epping town centre. No employment targets are provided.

### Local planning controls

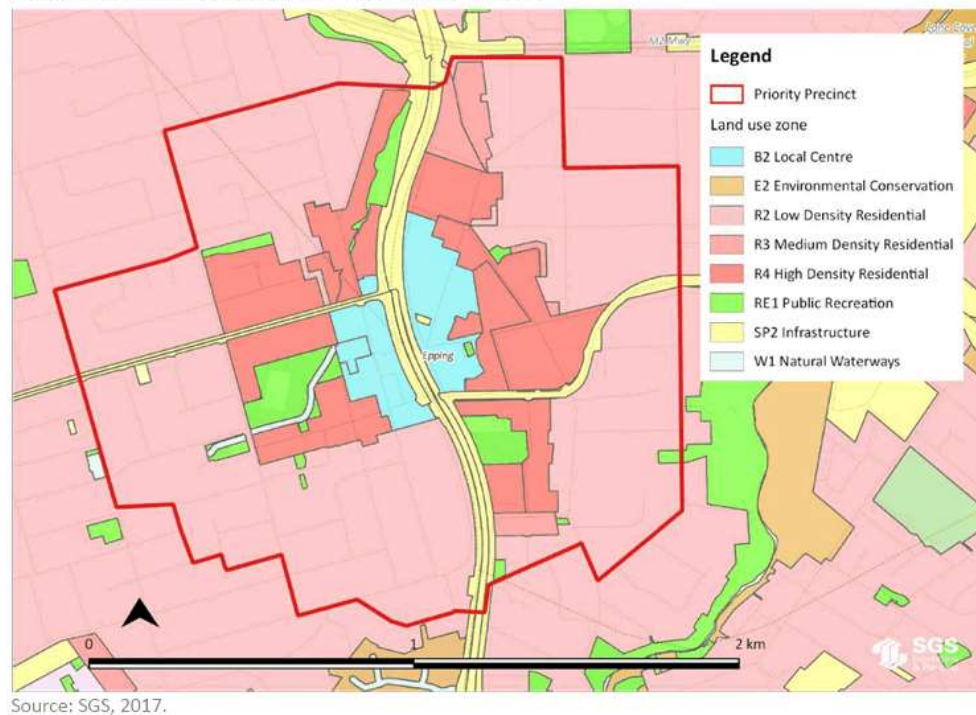
#### Current zoning and LEP controls

The current LEP controls contained in the *Parramatta Local Environmental Plan 2011* and the *Hornsby Local Environmental Plan 2013* have resulted from the Priority Precinct planning process and have largely been harmonised across the two environmental planning instruments.

The current zoning for the Epping town centre area is shown in Figure 2, where the B2 Local Centre zoned areas represent the focus for retail and commercial uses in the centre. The B2 Local Centre zone permits the following uses with consent:

- Commercial development (including office, retail and other businesses)
- Residential development in the form of shop top housing, boarding houses or seniors housing
- Tourist and visitor accommodation
- Community facilities
- Services such as child care centres, schools, recreation facilities, medical centres and function centres

FIGURE 2. LAND ZONING, EPPING TOWN CENTRE



The objectives of the B2 zone under the Hornsby LEP 2013 are to:

- Provide a range of retail, business, entertainment and community uses that serve the needs of people who live in, work in and visit the local area,
- Encourage employment opportunities in accessible locations, and
- Maximise public transport patronage and encourage walking and cycling.<sup>1</sup>

In addition to these, the Parramatta LEP 2011 includes the objective for the B2 zone to:

- Encourage the construction of mixed use buildings that integrate suitable commercial, residential and other developments and that provide active ground level uses.<sup>2</sup>

<sup>1</sup> Hornsby Local Environmental Plan 2013, <http://www.legislation.nsw.gov.au/#/view/EPL/2013/569/full>

<sup>2</sup> Parramatta Local Environmental Plan 2011, <http://www.legislation.nsw.gov.au/#/view/EPL/2011/540/full>

The current maximum building heights for the town centre core under the LEPs are shown in Figure 3. The B2 zoned areas closest to the rail line and Beecroft Road have a maximum height of 72 metres (approximately 22 storeys). Surrounding B2 Local Centre zoned land has a maximum height of buildings of 48 metres (approximately 15 storeys).

FIGURE 3. BUILDING HEIGHTS, EPPING TOWN CENTRE

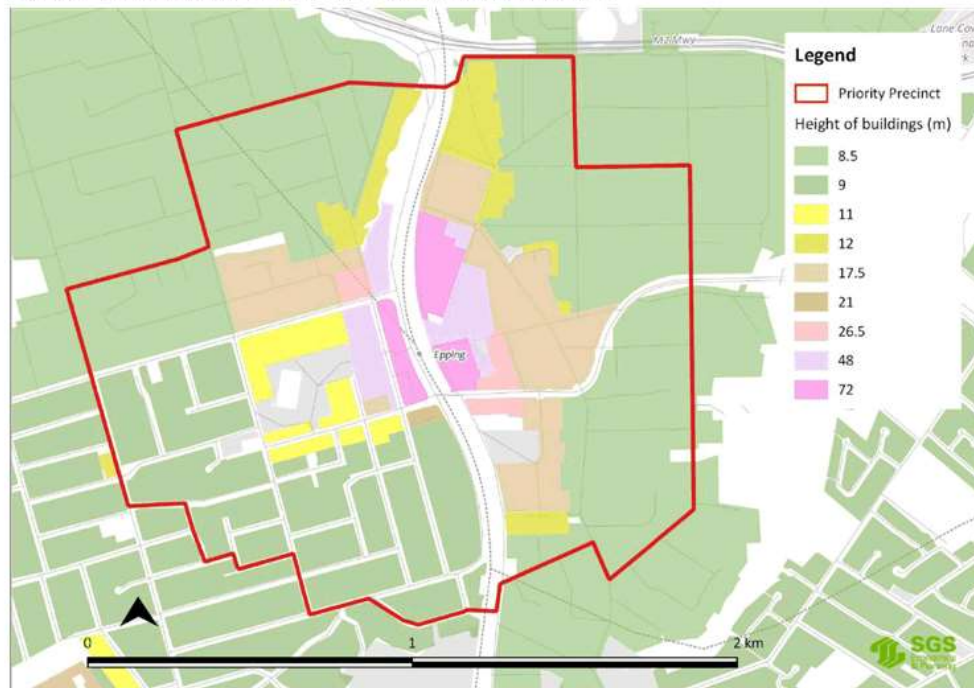
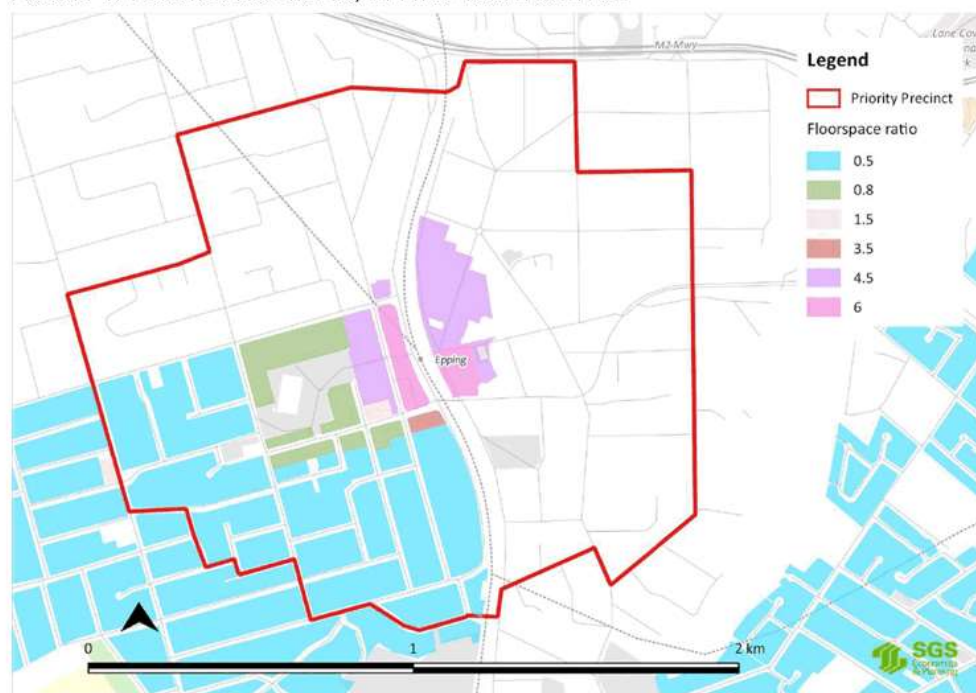


Figure 4 shows the current floor space ratios (FSR) in Epping. Two sections close to the railway and Beecroft Road have a FSR of 6:1. These sites have a maximum height of building for 72 metres. The rest of the B2 Local Centre zoned land has a FSR of 4.5:1. Land zoned R4 High Density Residential in the former Hornsby local government area do not have FSR controls. R4 High Density Residential land in the former Parramatta City Council local government area have FSR controls ranging from 0.8:1 to 0.5:1.

FIGURE 4. FLOOR SPACE RATIO, EPPING TOWN CENTRE



Source: SGS, 2017.

Heritage items identified in the LEPs are shown in Figure 5. There are several local heritage items along Oxford Street, including The School of Arts building, St Albans church, some shopfronts and some houses now used for non-residential purposes. Forest Park to the south of the Epping town centre and bushland to the north are identified as landscape heritage items under the *Hornsby Local Environmental Plan 2013*. The town centre and R4 High Density Residential zoned land are surrounded by heritage conservation areas to the south, east and north. The heritage conservation areas also contain heritage items of local and/or landscape significance.

FIGURE 5. HERITAGE, EPPING TOWN CENTRE



Source: SGS, 2017.

The current library site is subject to additional permitted uses under Schedule 1 of the *Hornsby Local Environmental Plan 2013*. Residential flat buildings are permitted with consent provided that the consent authority is satisfied that the ground floor uses of the building would be used only for the purposes of a community facility.

#### DCP controls

The *Parramatta Development Control Plan 2011* and *Hornsby Development Control Plan 2013* identify Epping as a commercial town centre providing services to a wide local catchment. The two DCPs identify the following common elements in the desired future character for Epping:

- Compact, walkable and vibrant urban centre
- Mix of residential, commercial and retail uses
- Main street, fine grain retail development with high quality public domain. New development is expected to contribute positively to the public domain.
- Preservation and enhancement of local heritage items and character
- High quality built form, especially concerning high density development forms.

The *Parramatta Development Control Plan 2011* emphasises the need for high quality, slim-line towers fronting Rawson Street and Beecroft Road, with existing heights and densities in Boronia Park to remain and act as a buffer between high and low density areas. The human scale is also a significant consideration, with appropriate setbacks to avoid dominating the street, and improving pedestrian connections across the Epping town centre either side of the rail line.

The *Hornsby Development Control Plan 2013* also emphasises the activation of ground floor uses with specific controls regarding the use of outdoor dining and use of the footpath for retail uses and maintenance of a main street retail urban form.

Both DCPs contain detailed controls for setbacks (both at street level and raised podiums), locations for active street frontages, open spaces (both private and public), landscaping and street frontage widths.

The *Parramatta Development Control Plan 2011* specifically encourages the amalgamation of lots to ensure orderly development and identified existing and planned pedestrian connection networks through the town centre.

Both the *Parramatta Development Control Plan 2011* and *Hornsby Development Control Plan 2013* contain development controls requiring a 2 to 3 storey podium element for development in the B2 Local Centre zone with a tower development above the podium. This podium control aims to deliver a human-scale development as well as provide space for non-residential floorspace within the first 2 to 3 storeys of the development.

The two DCPs contain different parking requirements for new development in the Epping town centre. Table 1 outlines the parking requirements as per the *Parramatta Development Control Plan 2011* and *Hornsby Development Control Plan 2013*.

The *Parramatta Development Control Plan 2011* requires parking to be provided in basements on B2 Local Centre and R4 High Density Residential zoned land. The *Hornsby Development Control Plan 2013* requires resident and visitor parking to be located underground and encourages at grade parking for shoppers.

TABLE 1. CURRENT PARKING REQUIREMENTS IN EPPING

Category	<i>Parramatta Development Control Plan 2011</i>	<i>Hornsby Development Control Plan 2013</i>
Residential (per dwelling)	0.5 spaces – Studio	0.75 spaces – 0-1 bedroom
	0.75 spaces – 1 bedroom	1 space – 2 bedrooms
	1 space – 2 bedrooms	1.5 spaces – 3 or more bedrooms
	1.5 spaces – 3 or more bedrooms	
	1 space for every 10 dwellings for visitors 1 space for every 50 dwelling for car share	1 space for every 7 dwellings for visitors
Retail and hospitality	Minimum of 1 space per 60m <sup>2</sup> of gross floor area, maximum of 1 space per 30m <sup>2</sup> of gross floor area	1 space per 29m <sup>2</sup> of gross lettable floor area
Commercial	Minimum of 1 space per 70m <sup>2</sup> of gross floor area, maximum of 1 space per 50m <sup>2</sup> of gross floor area	1 space per 48m <sup>2</sup> of gross floor area
Medical uses	Minimum of 1 space per 70m <sup>2</sup> of gross floor area, maximum of 1 space per 50m <sup>2</sup> of gross floor area	3 per surgery – health consulting rooms
		4 per surgery – medical centres
Bulky goods premises	Minimum of 1 space per 60m <sup>2</sup> of gross floor area, maximum of 1 space per 30m <sup>2</sup> of gross floor area	1 space per 75m <sup>2</sup> of gross lettable floor area

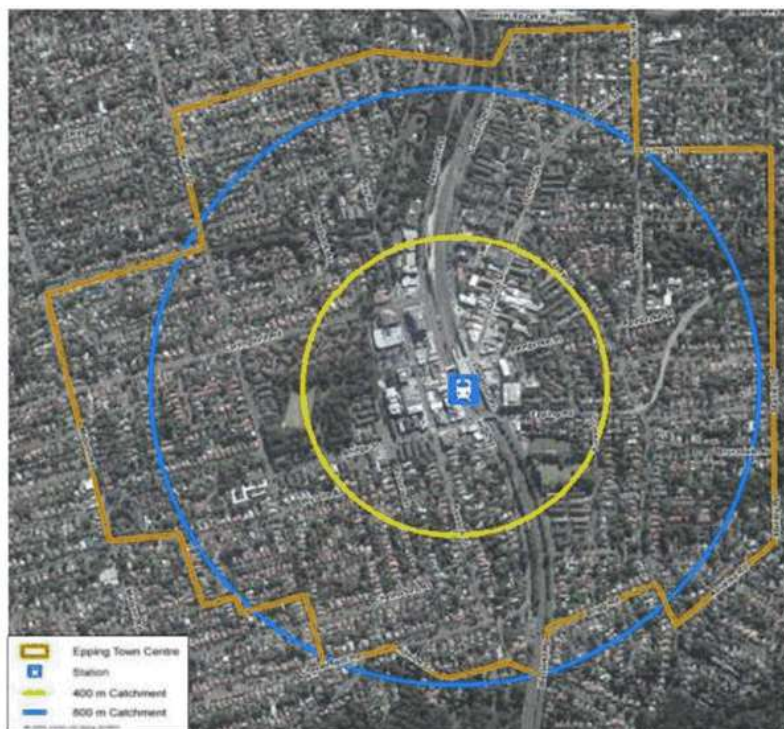
Source: *Parramatta Development Control Plan 2011*, *Hornsby Development Control Plan 2013*

Note: Parking rates under the *Hornsby Development Control Plan 2013* shown are for development within 800m of the train station. Higher rates apply further from the train station.

### Epping UAP/Priority Precinct Process

As noted above, Epping has been identified as one of 10 Priority Precincts (formally Urban Activation Precincts) by the NSW Government. The Epping town centre was identified as an Urban Activation Precinct in 2012 by then Department of Planning and Infrastructure (now Department of Planning and Environment (DPE)). The Epping town centre Urban Activation Precinct boundary is shown in Figure 6.

FIGURE 6. EPPING TOWN CENTRE URBAN ACTIVATION PRECINCT



Source: NSW Department of Planning & Infrastructure, 2013.

### Background studies

The *Epping town centre Study* was completed in 2011. The purpose of this study was to enable Epping to fulfil its role as a town centre in the Sydney metropolitan context and to maximise the benefits arising from State Government infrastructure investment.

At the time of the study, Epping supported around 12,900 square metres of retail floorspace, and around 55,000 square metres of commercial office floorspace, as well as schools and other community facilities. It was identified that with the planning controls of the time, there was limited potential for increased development in the catchment area, but that there were few environmental constraints that would limit greater residential intensification.

The study identified that most office developments in the Epping town centre were concentrated in three precincts in larger floorplate developments. These three precincts were largely located on the edges of the centre. The Study noted that while there was a larger amount of office space than would typically be provided in a town centre, Epping would be unlikely to compete and be able to attract significant additional employment growth because of its proximity to larger and well-established employment centres..

The study also argued that demand for larger, higher grade floorplates would result in reduced demand for the type of space on offer in Epping, and that larger commercial sites in the centre would provide redevelopment opportunities, particularly for housing and retail uses.

The study also noted that retail uses were concentrated along Rawson Street, Oxford Street, Beecroft Road, Bridge Street and Langston Place, with the western side of the railway line accommodating the

majority (85%) of retail floorspace. A number of issues for the area in terms of its retail market were identified, including traffic congestion limiting both vehicular and pedestrian access, and trade being lost to surrounding centres.

#### **Planning the Priority Precinct**

As part of the process of rezoning the Epping town centre, a number of key issues were raised with the DPE. These include height and density controls, public space, traffic, heritage items and conservation areas, and the additional services such as schools that would be required. The *Finalisation Report* outlines the changes to the planning controls, which primarily included:

- Mixed use commercial and residential buildings in the core area within 400 metres of the railway station, permitting building up to 22 metres high and FSR's up to 6:1,
- The introduction of 5 residential intensification precincts within the wider town centre precinct, allowing for buildings up to 5 storeys, and
- The introduction of new and expanded heritage conservation areas, applicable to 30% of the precinct.

Changes to the proposal between the *Planning Report* and the *Finalisation Report* increased the estimated dwelling yield within the precinct from 3,600 to 3,750. Development of the Epping town centre under these controls was found to be feasible, including with increased Section 94A contributions to fund local infrastructure improvements, reflecting the strength of the residential market.

A key concern that was raised in the planning process was that the rezoning would reduce the amount of commercial floorspace in the precinct, and thus reduce employment opportunities. However, it was recommended that no changes be made to the proposed B2 areas, and that market demand would dictate the volume of commercial and other uses within the town centre. It was noted that there would likely be less demand for larger floor plate uses in Epping due to the popularity of nearby centres such as Macquarie Park and Norwest Business Park, but that there would still be demand for smaller commercial premises.

A feasibility study prepared as part of the finalisation of the UAP envisaged a strong retail focus of the Epping town centre servicing the local residential and employee population. The feasibility report suggested that there would be significant opportunities for retailers including cafés and restaurants to be included as part of future developments given the area's expected population growth. The development of commercial office floorspace is not included in the assessment.

The council-owned car park adjacent to Boronia Park was subject to specific masterplanning as part of the Priority Precinct planning process. Sites adjacent to the carpark, including the supermarket and office building, were included in this masterplanning process in consultation with these land owners. While in general the new planning controls introduced through the Priority Precinct planning process would allow for feasible development, it was also suggested that on the Council site, towers well-exceeding the allowable heights would be needed for any development to remain feasible and deliver on open space requirements. The masterplanners recommended that greater FSR's or building heights only be permitted where significant public benefits are provided, such as in public domain improvements.

#### **Vision for Epping as a Priority Precinct**

The vision for the Epping Priority Precinct contained in the planning reports prepared by DPE is for a revitalised precinct, accommodating 3,750 new homes within a 10 minute walk of existing public transport, employment and local services. This vision includes:

- A compact high density town centre core, where the majority of new dwellings are within the core, tall buildings are setback from streets, and where a range of retail and commercial activities occur at lower levels and service the local population,
- Increased residential densities adjoining the town centre, to allow for apartment buildings of 2-6 storeys in new residential areas, and for the retention of existing high, medium and low density areas,
- Heritage conservation areas and items to not be subject to increased dwelling densities,
- A revitalised public domain to create a lively centre, with improvements and the establishment of new public spaces in specific streets, and

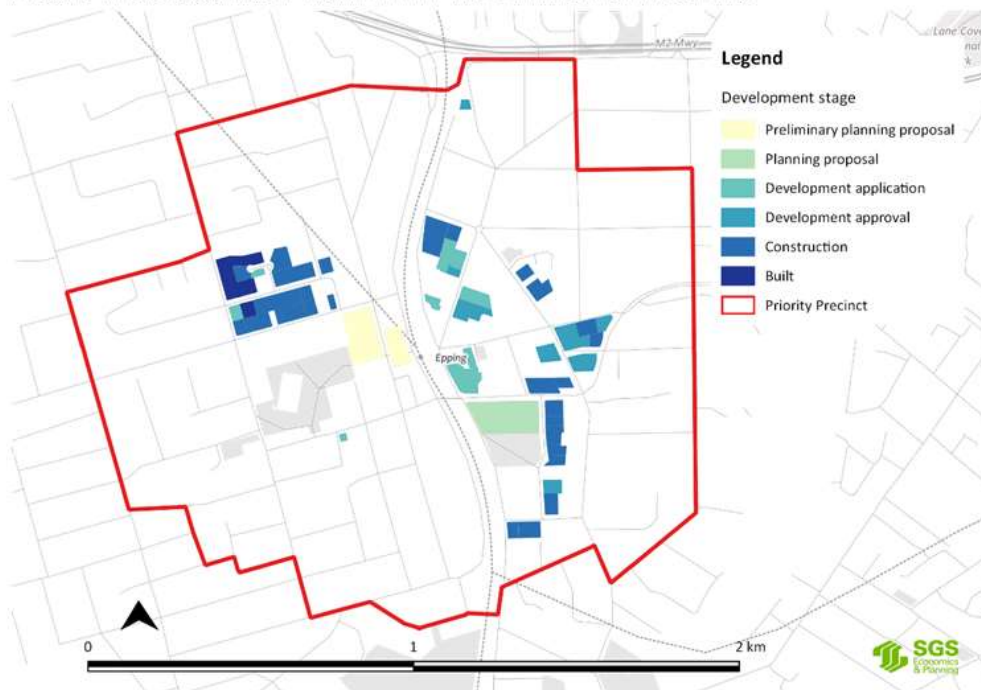
- Improved connections, especially for pedestrians and cyclists.

### Recent development and proposals

The redevelopment opportunities identified in the 2011 *Epping Town Centre Study* have started to occur, with the commercial precincts to the north of the town centres currently being redeveloped for residential purposes.

Development to date has been concentrated around Cliff Road on the western side of the precinct, and around Forest Grove, Epping Road, and Pembroke Street in the south-east. The location of planning proposals and development applications in Epping town centre and their stage of development is shown in Figure 7.

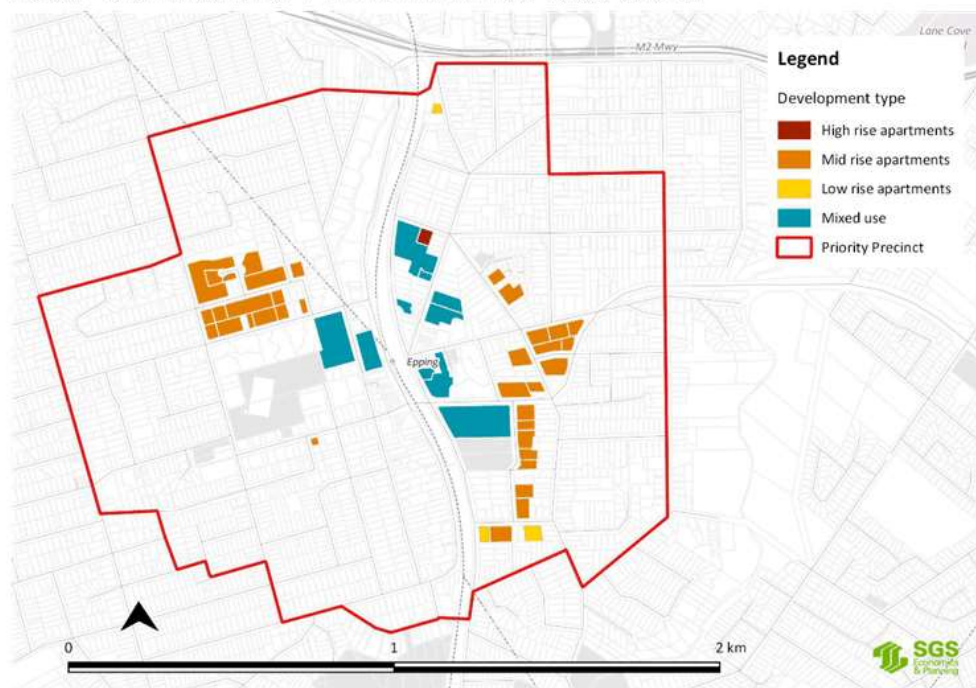
FIGURE 7. DEVELOPMENT ACTIVITY IN THE EPPING TOWN CENTRE



Source: SGS Economics and Planning, 2017

Following the designation of Epping as a Priority Precinct and the subsequent rezoning to concentrate growth around the railway station, much of the development activity and development in the pipeline is for high density residential uses and mixed use buildings with ground floor commercial uses and residential development from the second storey up. This differs from the DCP controls requiring the first 2 to 3 storeys for non-residential floorspace. Figure 8 below shows the location and type of development included in recent development applications.

FIGURE 8. DEVELOPMENT TYPE IN THE EPPING TOWN CENTRE



Source: SGS Economics and Planning, 2017

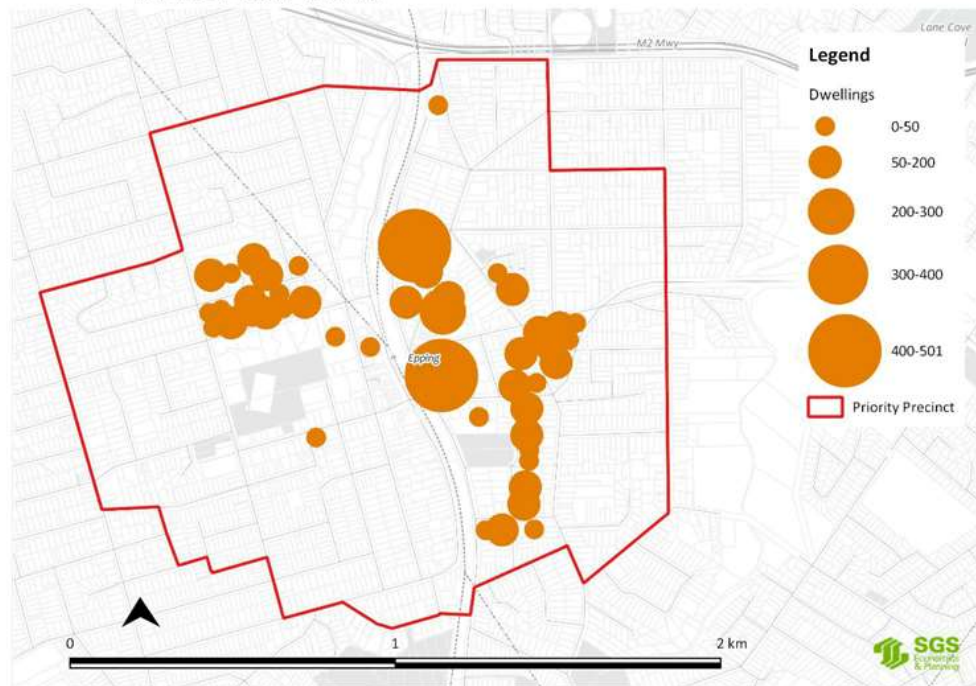
Note: Low rise includes residential development up to 3 storeys, mid rise includes development between 4 and 7 storeys, high rise includes 8 storeys and higher.

The Epping Priority Precinct is forecast to have the potential for 5,530 dwellings by 2036. This is 1,780 dwellings above the final vision for the Priority Precinct of 3,750 dwellings published in 2014. In the period to December 2016, there were 43 development applications lodged, including a total of 3,855 apartments. A total of 39 of these have been approved, including 3,157 apartments. The approved dwellings at the time of writing represent approximately 57% of all dwelling potential for the Epping Priority Precinct.

Of the developments approved or under construction, the number of dwellings has ranged from 12 up to 464. At the time of writing, City of Parramatta Council is considering a pre-lodgement development application containing 501 dwellings in the Epping town centre.

Figure 9 below shows the location of approved new dwellings in the Epping Priority Precinct. Clusters of residential development are evident in areas zoned R4 High Density Residential around the town centre and on the eastern side of the Epping town centre.

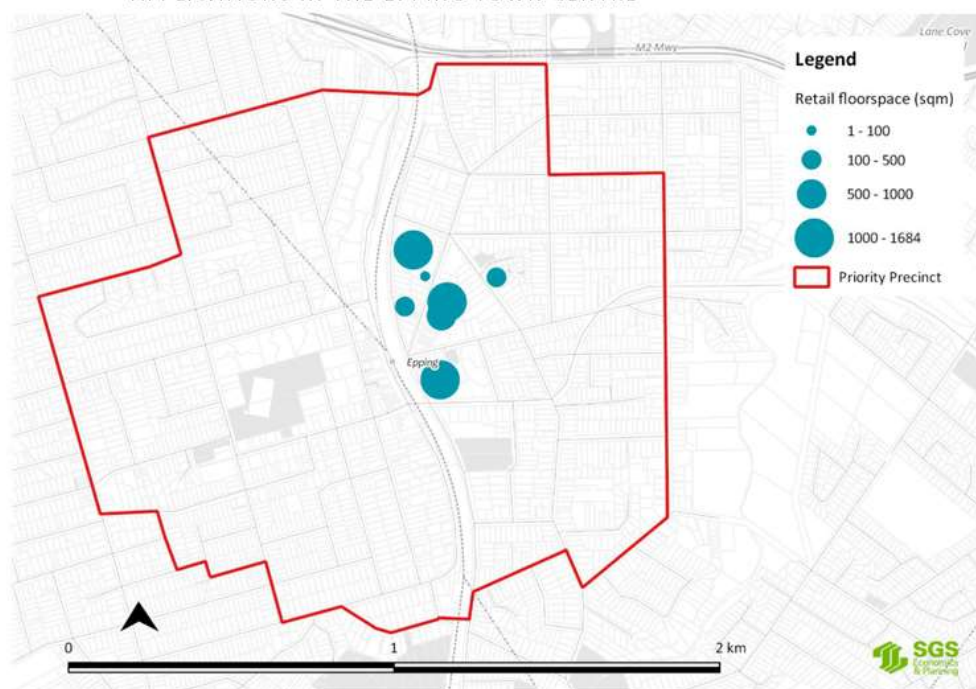
FIGURE 9. DWELLING NUMBERS IN RECENT DEVELOPMENT APPLICATIONS IN THE EPPING TOWN CENTRE



Source: SGS Economics and Planning, 2017

Recent development applications in the Epping town centre contain limited floorspace for retail and/or commercial uses. Figure 10 below shows the location and square metres of retail and/or commercial floorspace included in recent development applications. This floorspace is included on the ground floor or upper ground floor of developments on sloping sites. Retail floorspace proposed in recent development applications is solely located on the eastern side of the Epping town centre.

FIGURE 10. RETAIL AND/OR COMMERCIAL FLOORSPACE IN RECENT DEVELOPMENT APPLICATIONS IN THE EPPING TOWN CENTRE



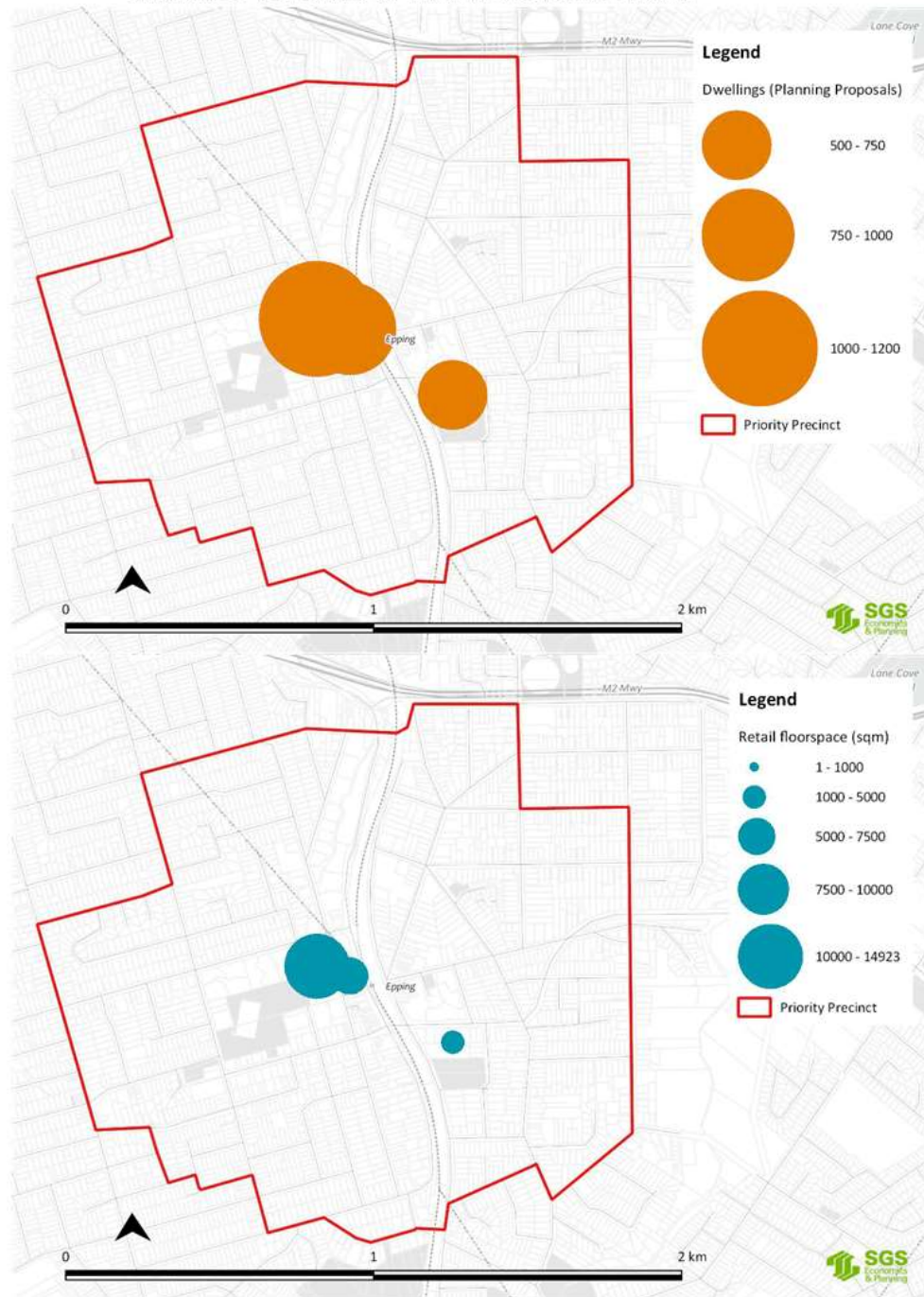
Source: SGS Economics and Planning, 2017

Recent planning proposals received by City of Parramatta Council (both preliminary and formal applications) seek to increase the height of buildings and floorspace ratios applicable to different sites in the Epping town centre. In one case, the planning proposal also seeks to change the zone of the affected lots from B2 Local Centre to B4 Mixed Use.

Due to the nature of planning proposals, the exact specifications of the future land uses are not known. Figure 11 below provide an indication of the capacity for residential floorspace (by dwellings) and retail/commercial floorspace (by square metres) respectively. The proposed height of buildings and floorspace ratios are significantly higher than what is permissible under the current planning controls and, as such, the dwelling capacity proposed is significantly higher than the current development applications.

Recent planning proposals largely discuss shop top housing as the likely land use on the subject sites. The quantum of dwellings and commercial floorspace is taken from the planning proposal documents.

FIGURE 11. DWELLING NUMBER AND RETAIL FLOORSPACE CAPACITY IN CURRENT PLANNING PROPOSALS IN THE EPPING TOWN CENTRE



## 2.2 Summary

Review of the current LEPs and DCPs applicable to the Epping town centre suggests that local government plans for the area define it as an important commercial and retail centre, providing local employment opportunities. State level policy around Epping, particularly its designation as a Priority Precinct, is more focused on the town centre accommodating high density residential development with some mixed use functions rather than maintaining Epping's historic office employment function.

Epping's proximity to key destinations and employment locations via rail, such as Macquarie Park, North Sydney and the Sydney CBD, is a strong strategic advantage for the town centre, particularly with the establishment of the Metro Northwest link. However, while Epping's transport accessibility is rated highly, it has declined as a commercial office given newer and larger centres nearby (including Parramatta and Macquarie Park). Planning controls in these centres typically include zones which prohibit residential development and these have supported the growth of office employment. Epping in contrast has mixed use zones which allow residential and has therefore transitioned away from its previous role as a commercial office location.

Analysis of recent development in and around the town centre shows that the vast majority of planning proposals and development applications are focused on establishing high density residential dwellings, with in some cases commercial and retail included on the ground floor as part of mixed use buildings. A number of these proposals have also sought to develop sites above the building height and FSR limits introduced under the Priority Precinct planning process outlined in both the Parramatta and Hornsby LEPs.

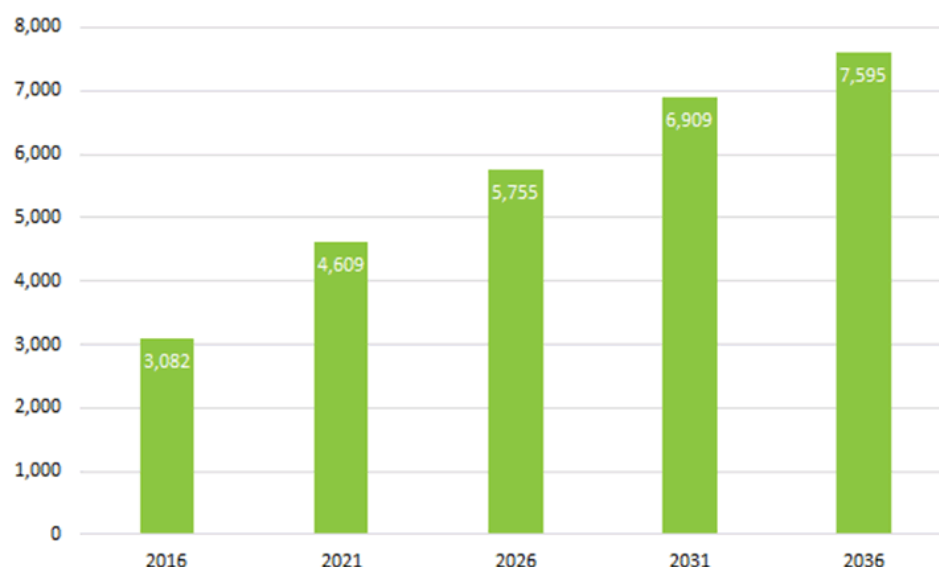
This trend, along with policies at the State level which are focused on providing more housing, is likely to have implications for the provision of floorspace in the Epping town centre in future. If current development trends continue, Epping town centre is likely to continue to lose its commercial floorspace, to residential floorspace in mixed use developments. However, retail floorspace is likely to remain constant as mixed use developments with ground floor retail replace existing shop fronts.

## 3 EPPING'S ECONOMIC PROFILE

### 3.1 Socioeconomic factors

The Epping town centre's population is forecast to more than double between 2016 and 2036. The town centre is forecast to increase at a compounded annual growth rate of 4.61% to grow to 7,595 residents by 2036. The forecast population growth of the Epping town centre is shown in Figure 12<sup>3</sup>.

FIGURE 12. FORECAST POPULATION GROWTH



Source: SGS, 2017, using TPA, 2016

Forecast population by age and sex is shown below in Figure 13. At 2016, Epping has significant proportions of young adults aged between 20 and 34. These age groups dominate the Epping town centre's population mix.

While significant increases are forecast for the elderly population (i.e. those aged 75 years and over) and children at 2036, the age of residents remains skewed towards a young adult population. This reflects the nature of development proposed in the Epping town centre outlined in Chapter 2 and the proximity of Epping to employment and higher education facilities.

<sup>3</sup> It is noted that City of Parramatta Council has prepared an analysis of projected population in the Epping town centre based on development application data. This differs from the population projection used in this report, which have been prepared by NSW Transport Performance and Analytics for land use forecasts across Greater Sydney. The methodologies differ between the two forecasts.

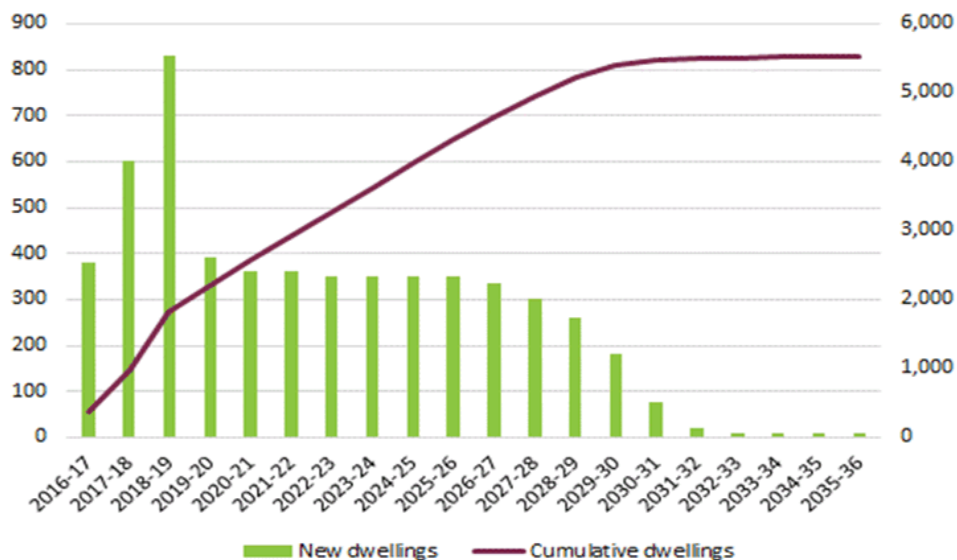
FIGURE 13. FORECAST POPULATION GROWTH BY AGE AND SEX



Source: SGS, 2017, using TPA, 2016

Figure 14 below shows the dwellings by year to 2036 forecasted by the Department of Planning and Environment. The Epping Priority Precinct is forecast to include an additional 5,530 dwellings between 2016 and 2036. The majority of these new dwellings are forecast to be developed in the next 6 years, with an additional 2,920 dwellings forecast between 2016/17 to 2021/22. There is potential for these additional dwellings to be developed earlier than forecast in light of recent development application activity in the Epping town centre.

FIGURE 14. FORECAST NEW DWELLINGS



Source: SGS, 2017, using DPE, 2016

The participation rate of the resident workforce is shown below in Table 2. The current labour participation rate of residents of the Epping town centre (72.11%) is currently above average for the City of Parramatta local government area (70.16%) and comparable to labour participation across Greater Sydney (72.27%). The proportion of residents engaged in the workforce is forecast to increase between 2016 to 2036, from 72.11% to 76.48%.

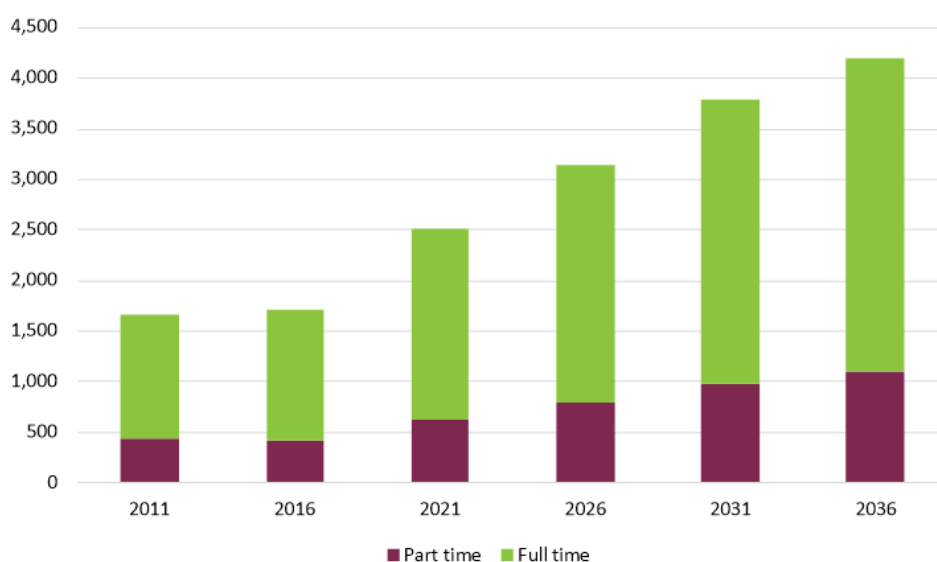
TABLE 2. LABOUR PARTICIPATION RATE OF THE RESIDENT WORKFORCE

	2016	2036
Epping town centre	1,706	4,201
Labour force participation rate	72.11%	76.48%

Source: SGS, 2017

The split between part time and full time work of Epping town centre residents is forecast to remain constant in the twenty years between 2016 and 2036, as shown in Figure 15. Full time work is forecast to remain the dominant means of employment, accounting for approximately 74% of the resident workforce. Part time work accounts for approximately 26% of employment among the resident workforce of the Epping town centre.

FIGURE 15. RESIDENT WORKFORCE – PART TIME AND FULL TIME WORK



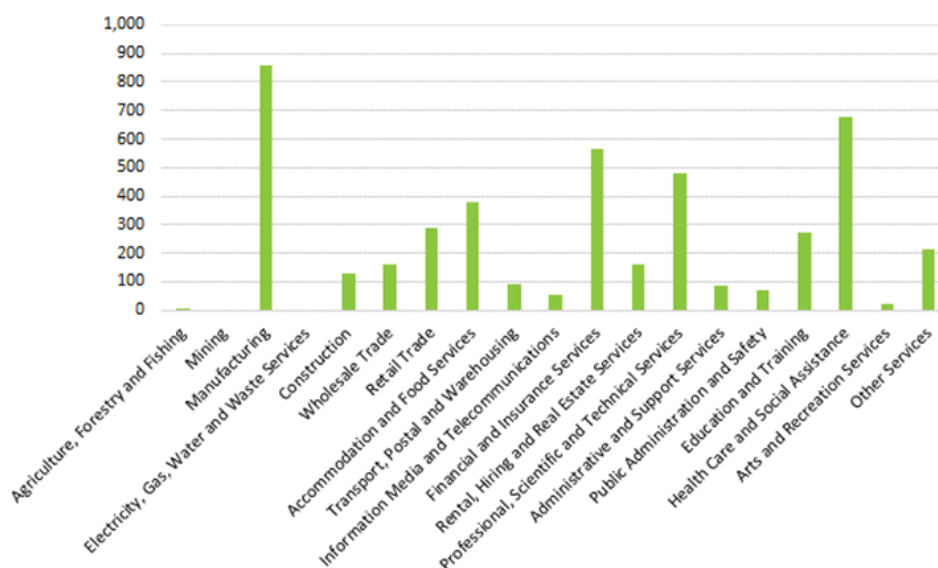
Source: SGS, 2017

### 3.2 Industry and employment analysis

At the 2011 Census, there were 4,512 jobs in the Epping town centre and a total of 5,550 jobs in the Epping Priority Precinct. Employment in the Epping town centre is shown below in Figure 16.

The majority of these jobs were in Manufacturing, Financial and Insurance Services and Health care and Social Assistance industries. These reflect the significant employers located in Epping at the time of the 2011 Census, such as Unilever (food manufacturing) and Westpac (banking).

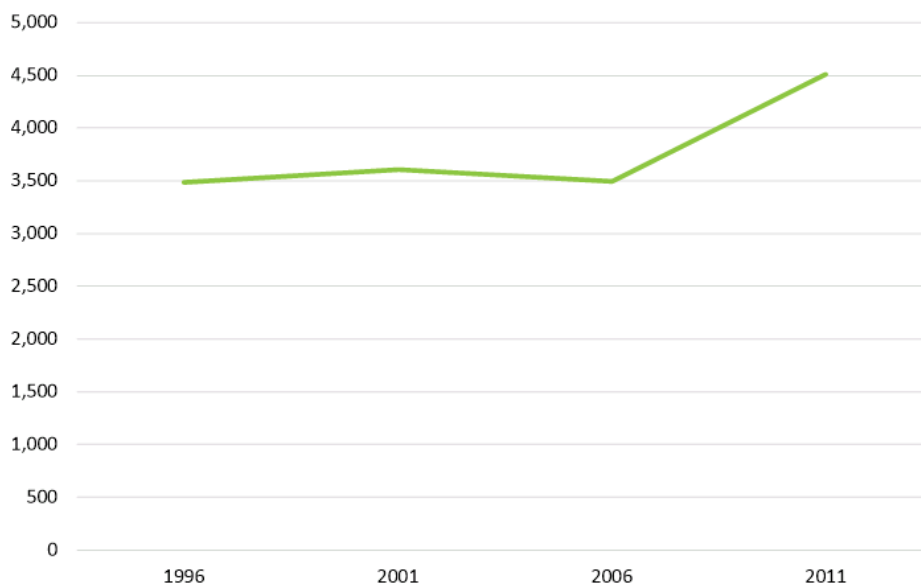
FIGURE 16. EMPLOYMENT BY INDUSTRY IN EPPING TOWN CENTRE



Source: SGS, 2017 using ABS, 2011

Employment in Epping has remained relatively stable in the Epping town centre in the 15 years from 1996 to 2011. Total employment grew from approximately 3,488 to 4,512. Peak employment in recent years was in 2011, when employment grew by 1,021 jobs from 2006.

FIGURE 17. PAST EMPLOYMENT NUMBERS IN THE EPPING TOWN CENTRE



Source: SGS, 2017 using ABS, 2011

The Greater Sydney Commission has established a simplified categorisation of employment in the draft District Plans. These categories provide an indication of where different industries and use locate and cluster across Greater Sydney. These categories are defined in Table 3.

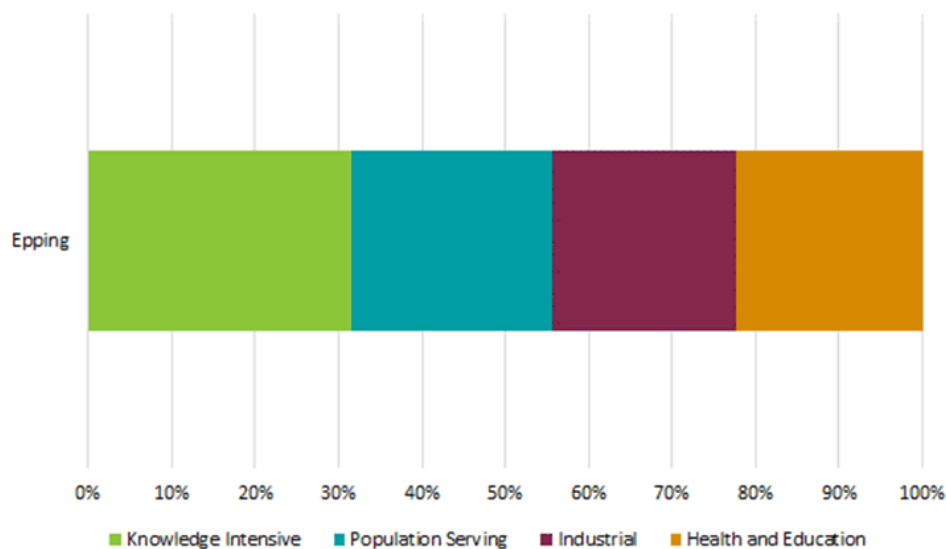
TABLE 3. GSC JOB CLASSIFICATION

Category	ABS Industry Classification (ANZSIC 2006)	Examples
Knowledge Intensive	Information Media and Telecommunications Financial and Insurance Services, Rental, Hiring and Real Estate Services Professional, Scientific and Technical Services Administrative and Support Services Public Administration and Safety Advanced Manufacturing	Major finance and consulting firms, research institutions, government departments and agencies, property and real estate firms, innovation hubs, HR and recruitment firms
Population Serving	Retail Trade Accommodation and Food Services Arts and Recreation Services Construction Other Services	Shops, cafes, restaurants, hotels, art galleries and museums, gyms, sporting facilities, building and construction
Industrial	Agriculture, Forestry and Fishing Mining Manufacturing Electricity Gas, Water and Waste Services Wholesale Trade Transport Postal and Warehousing	Warehouses, logistics, factories, energy plants, peri-urban
Health and Education	Education Health Care and Social Assistance	Universities, hospitals, medical research, schools, medical clinics

Source: GSC, 2016

Epping has a relatively even mix of employment against the four Job Classification categories established by the Greater Sydney Commission in the draft District Plans. Approximately 32.0% of all jobs in Epping fall within the Knowledge Intensive category. The split between Population Serving, Industrial and Health and Education jobs are relatively even, representing 24.1%, 22.0% and 22.4% of all jobs respectively. The breakdown of jobs in Epping is shown in Figure 18.

FIGURE 18. BREAKDOWN OF EMPLOYMENT BY GSC CATEGORIES

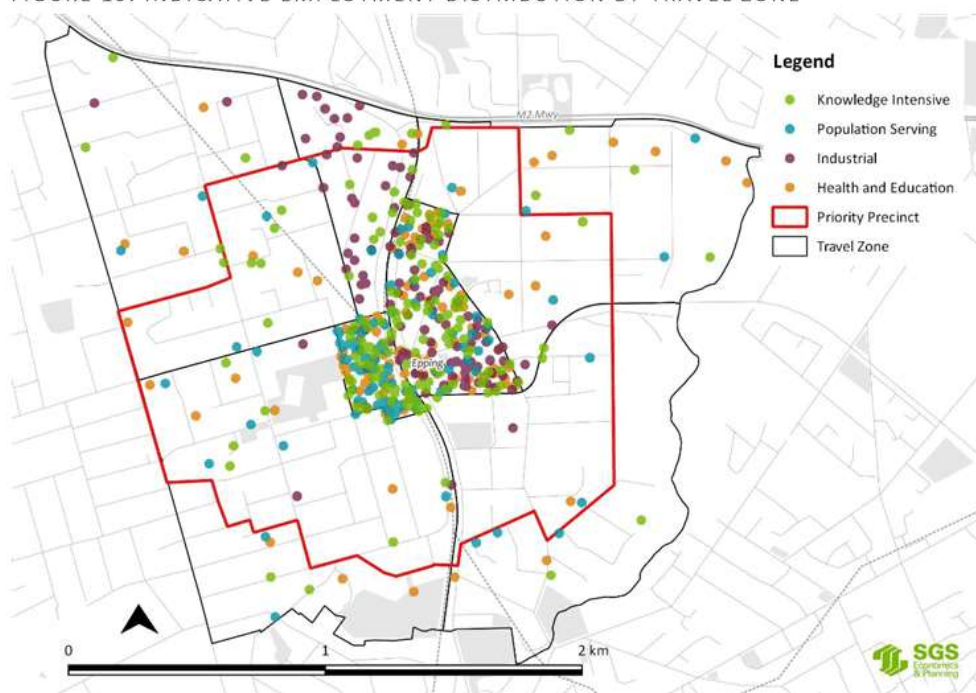


Source: SGS, 2017

The distribution of jobs in Epping by Travel Zone is shown in Figure 19. It must be noted that the dots are randomly allocated within the Travel Zone and do not reflect actual individual job locations. One dot represents 10 jobs as recorded at the 2011 Census.

The majority of jobs in the Epping Priority Precinct are clustered around the Epping town centre at the train station on B2 Local Centre zoned land. This is especially true for Knowledge Intensive and health and Education jobs, which have clustered on both sides of the train station. A cluster of Population Serving jobs is more pronounced on the western side of the station. Conversely, Industrial jobs have largely clustered on the eastern side of the station, presumably within the office park development along Cambridge and Oxford Streets, and to the north of the town centre.

FIGURE 19. INDICATIVE EMPLOYMENT DISTRIBUTION BY TRAVEL ZONE



Source: SGS, 2017

Note: 1 dot = 10 jobs. Dots reflect every 10 jobs in the class within that Travel Zone. Dots are randomly allocated within the Travel Zone and do not reflect actual individual job locations.

A comparison of jobs by GSC job category to the West Central District and Greater Sydney is shown in Figure 20. The Epping town centre has a similar proportion of knowledge intensive jobs to Greater Sydney and a higher proportion compared to the West Central District. Conversely, the Epping town centre's proportion of population serving jobs is lower than the West Central District and Greater Sydney. Epping also has a higher proportion of Health and Education employment. The split of jobs in the Epping town centre indicates that Epping is an accessible location, attracting jobs in industries that do not rely on local populations, such as knowledge intensive jobs in professional services.

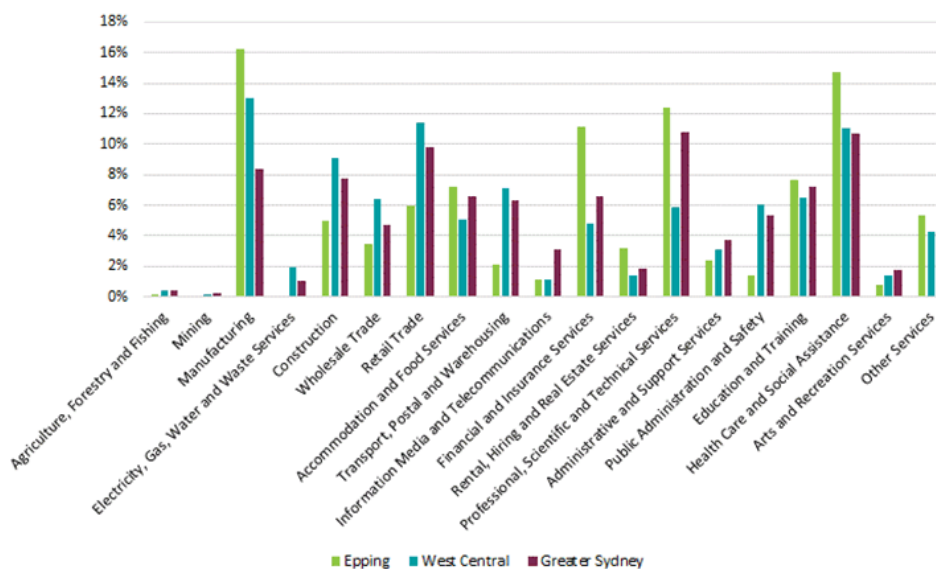
FIGURE 20. BREAKDOWN OF EMPLOYMENT BY GSC CATEGORIES ACROSS THE WEST CENTRAL DISTRICT AND GREATER SYDNEY



Source: SGS, 2017

A comparison of employment by industry with the West Central District and Greater Sydney is shown in Figure 21. Compared to these regions, the Epping town centre has a greater proportion of employment in Manufacturing, Health Care and Social Assistance, Professional, Scientific and Technical Services, Financial and Insurance Services, Rental, Hiring, and Real Estate Services, Other Services, Retail and Education and Training.

FIGURE 21. EMPLOYMENT BY INDUSTRY IN EPPING, WEST CENTRAL AND GREATER SYDNEY



Source: SGS, 2017

Further insights to the strategic clustering of industries in Epping can be gained by categorising the employment sectors by their location quotient (LQ). The LQ is given by the proportional representation of the sector in the Epping town centre versus the proportional representation of the sector in the West Central District and Greater Sydney. An LQ of greater than 1.0 signifies that Epping has a specialisation and competitive advantage in the sector, as it has a greater than average representation of economic activity in the area in question.

Table 4 below shows the LQ for the Epping town centre against the West Central District. Table 4 shows the LQ for industries defined by the ABS and the four GSC employment categories. As noted above, Epping town centre has industry specialisation in Knowledge Intensive and Health and Education employment relative to the West Central District and Greater Sydney. The Epping town centre also records an industry specialisation in Industrial employment relative to Greater Sydney.

When considering the broader range of industries defined by the ABS, industry specialisation in Epping is evident in the following when compared to both the West Central District and Greater Sydney:

- Manufacturing
- Rental, Hiring and Real Estate Services
- Financial and Insurance Services
- Health Care and Social Assistance
- Other Services
- Professional, Scientific and Technical Services
- Accommodation and Food Services

The greatest level of industry specialisation is evident in Manufacturing, Rental, Hiring and Real Estate Services and Financial and Insurance Services, where employment in these industries in the Epping town centre is double the proportion of all jobs recorded in the West Central District. Conversely, the Epping town centre has a significantly lower proportion of jobs in Retail Trade, with retail trade only making up approximately 6% of all jobs in the Epping town centre compared to 11% of jobs in the West Central District and 10% of jobs across Greater Sydney.

TABLE 4. LOCATION QUOTIENT

	Share of employment			Location Quotient	
	Epping	West Central	Greater Sydney	West Central	Greater Sydney
<b>ABS Industry Categories</b>					
Agriculture, Forestry and Fishing	0.08%	0.41%	0.40%	0.18	0.19
Mining	0.00%	0.09%	0.25%	0.00	0.00
Manufacturing	16.27%	13.04%	8.38%	1.25	1.94
Electricity, Gas, Water and Waste Services	0.00%	1.96%	1.04%	0.00	0.00
Construction	4.92%	9.12%	7.73%	0.54	0.64
Wholesale Trade	3.46%	6.37%	4.70%	0.54	0.74
Retail Trade	5.95%	11.39%	9.76%	0.52	0.61
Accommodation and Food Services	7.17%	5.02%	6.56%	1.43	1.09
Transport, Postal and Warehousing	2.10%	7.14%	6.30%	0.29	0.33
Information Media and Telecommunications	1.13%	1.09%	3.08%	1.04	0.37
Financial and Insurance Services	11.11%	4.81%	6.54%	2.31	1.70
Rental, Hiring and Real Estate Services	3.19%	1.38%	1.80%	2.30	1.77
Professional, Scientific and Technical Services	12.36%	5.86%	10.74%	2.11	1.15
Administrative and Support Services	2.37%	3.09%	3.74%	0.77	0.63
Public Administration and Safety	1.41%	6.02%	5.29%	0.23	0.27
Education and Training	7.68%	6.51%	7.22%	1.18	1.06
Health Care and Social Assistance	14.75%	11.09%	10.70%	1.33	1.38
Arts and Recreation Services	0.72%	1.36%	1.79%	0.53	0.40
Other Services	5.33%	4.25%	3.98%	1.25	1.34
<b>GSC Industry Categories</b>					
Knowledge Intensive	31.42%	22.24%	31.19%	1.41	1.01
Population Serving	22.91%	31.14%	29.82%	0.74	0.77
Industrial	24.63%	29.03%	21.07%	0.85	1.17
Health and Education	21.04%	17.59%	17.92%	1.20	1.17

Source: SGS, 2017

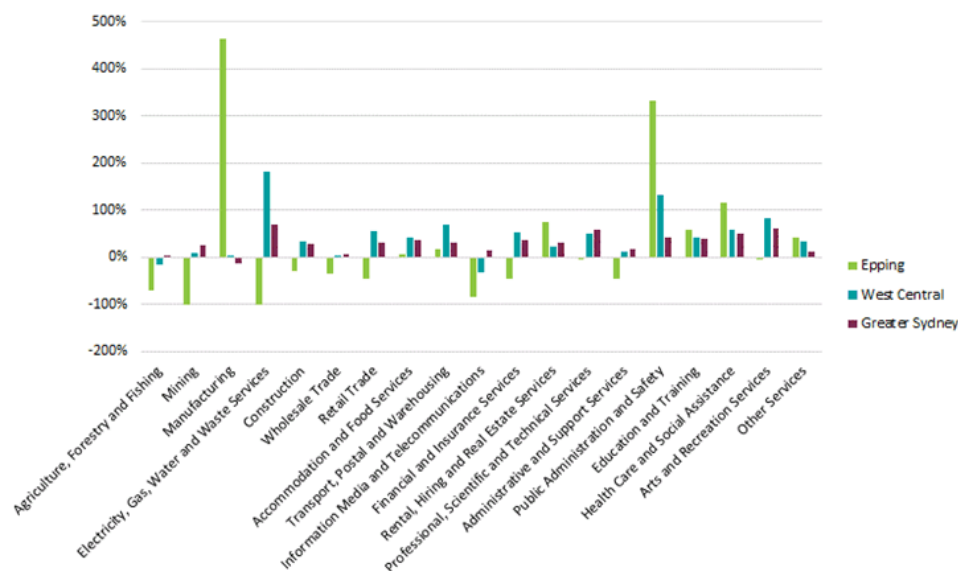
Growth in employment by industry between 1996 and 2011 is shown in Figure 22. Over this period, the greatest industry growth for Epping has been seen in Manufacturing, Public Administration and Safety and Health Care and Social Assistance. Over this fifteen year period, these industries at least doubled employment numbers in the Epping town centre and have grown more rapidly in the centre than in either the West Central District or Greater Sydney. Employment growth outpacing the West Central District and Greater Sydney was also evident in Rental, Hiring and Real Estate Services and Other Services.

Declines in employment have been observed in the following industries in the Epping town centre:

- Electricity, Gas Water and Waste Services
- Mining
- Information media and Telecommunications
- Agriculture, Forestry and Fishing
- Administrative and Support Services
- Financial and Insurance Services
- Retail Trade
- Wholesale Trade

- Construction
- Arts and Recreation
- Professional, Scientific and Technical Services.

FIGURE 22. CHANGE IN EMPLOYMENT, 1996-2011

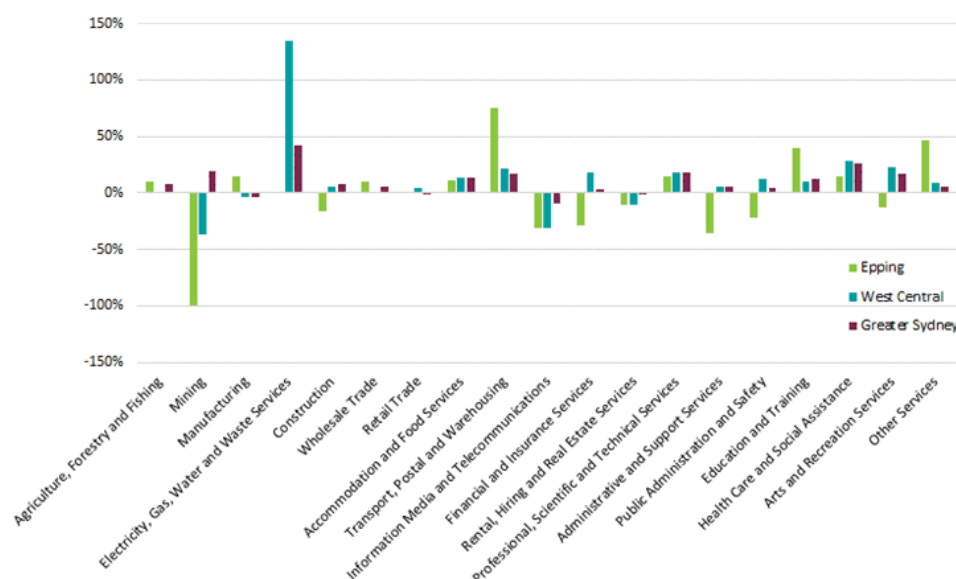


Source: SGS, 2017

In the five years between 2006 and 2011, the Epping town centre gained approximately 1,000 jobs. Figure 23 illustrates the trends in employment by industry in Epping against the West Central District and Greater Sydney over this period. In all industries where Epping experienced jobs growth, increases are also evident in the West Central District and Greater Sydney, except for manufacturing which grew by 14.2% despite an overall decrease in employment in the district and Greater Sydney. Jobs in the Manufacturing industry in the Epping town centre have located in office floorspace and likely incorporate administrative and business services jobs to support industrial jobs. This is different to the majority of Manufacturing jobs across Greater Sydney, which are accommodated in industrial precincts and have declined as Australia moves towards a service economy.

Conversely, the decline in Financial and Insurance Services employment in the Epping town centre was not evident in the district or Greater Sydney, where employment in this industry grew. A decline in employment in Information Media and Telecommunications and Rental, Hiring and Real Estate Services industries was evident across the Epping town centre, West Central District and Greater Sydney.

FIGURE 23. CHANGE IN EMPLOYMENT, 2006-2011



Source: SGS, 2017

### 3.3 Recent trends and employment forecasts

There have been some significant changes in the commercial landscape of Epping since the 2011 Census. The declaration of Epping as Priority Precinct has seen a significant uplift in development potential in and around the town centre. Some significant employers have relocated out of the Epping town centre as other employment centres have grown.

Analysis of commercial floorplates in 2011 and in 2017 indicates that approximate 25,000 square metres of commercial floorspace has been demolished in Epping, leaving approximately 30,000 square metres of office floorspace. Simultaneously, there are several properties which contain stand alone office developments that have high vacancies and are subject to development applications or have been rezoned for high density residential uses. Real estate analysis prepared by CBRE forecasts Epping to lose 17,900 square metres of commercial floorspace to residential development from 2015 to 2020.

The loss of these employers is significant as these businesses are in industries identified as the greatest employers and industry specialisations of the Epping town centre.

Employment forecasts prepared by Transport Performance and Analytics do not consider the recent changes in office floorspace in Epping and are largely based on past trends recorded in the Census. The 2016 Census, which is not yet available for data analysis, is likely to pick up on these trends observed in consultation findings.

These trends are discussed further in the following Chapter.

### 3.4 Summary

Population in the Epping town centre is forecast to grow significantly in line with the forecast dwelling growth under the Priority Precinct planning controls. The population of the Epping town centre is forecast to remain relatively young, with significant proportion of the population aged in their 20s and

30s. These populations generally include university students and young professionals, with higher than average incomes.

Epping has a relatively even spread across the GSC's 4 job classification categories. This split of jobs indicates that Epping is an accessible location, and has attracted jobs in industries that do not rely on local populations, such as knowledge intensive jobs in professional services. Epping has a lower proportion of population serving industries than the West Central District and Greater Sydney.

Employment in retail in particular is relatively low in the Epping town centre, reflecting the scale of retail development in the centre. The relatively low proportion of retail floorspace also indicates that Epping does not meet one of the definitions of a District Centre prepared by the Greater Sydney Commission.

Recent developments in the Epping town centre have seen a significant reduction in office floorspace, with a likely corresponding reduction in employment in knowledge intensive industries, which is not reflected in the most recent employment forecasts for Greater Sydney. Given this the TPA employment forecasts have not been presented or used as a basis for projecting employment floorspace in this work.

## 4 MARKET TRENDS AND DRIVERS

This Chapter provides an overview of local and macroeconomic trends impacting on office, retail and other non-residential businesses and development. The information presented in this Chapter has been based on published market research and on consultation. The organisations consulted with include:

- City of Parramatta Council,
- Epping Chamber of Commerce,
- Local real estate agents, and
- Land owners within the B2 zone.

### 4.1 Retail market trends

While spaces for office uses in the Epping town centre are diminishing as a result of residential conversions, retail floorspace is generally being maintained at the ground floor level as part of new developments. It is expected that as the population in Epping grows, there will be increased demand for retail and other non-residential, population related uses in the town centre. Consultation with real estate agents reflects this too, with the proximity of Epping town centre to the railway station seen as a factor that is likely to drive this demand, along with the growing population.

#### Current market environment

Previous analysis of the commercial market in Epping has identified that retail premises are tightly held because of the desirability and relative stability of the market, and that there is a strong focus on retail servicing the resident and employee populations.<sup>4</sup>

Retail uses are largely located along Rawson Street, Oxford Street, Beecroft Road, Bridge Street and Langston Place, with the vast majority of retail space on the western side of the railway line, including the existing supermarket and many specialty stores. Previous analysis has identified that a significant portion of potential retail sales on the eastern side of the precinct is lost to nearby centres, due to a relative lack of services compared to the western side, and existing issues with pedestrian and vehicular connectivity between the two. In 2011, the supermarket made up 3,800 square metres of the town centre's retail space, with another 8,531 square metres in the form of specialty stores.<sup>5</sup> Advertised rents for retail floorspace at the time of writing are between \$100 and \$362 per square metre.

Consultation with existing land owners in the B2 Local Centre zone suggests that there is a perceived lack of variety in the current retail offering in Epping, and that the physical appearance of retail spaces and amenities could be updated and improved. Traffic and parking congestion have also been identified as weaknesses for the town centre.

The Epping town centre currently has a relatively high vacancy rate along retail shopfronts, particularly on the eastern side of the centre. However, this is considered to be a short term trend. These vacant sites generally form part of development applications for new mixed use development incorporating retail floorspace on the ground floor. While short term retail trade may be impacted as existing office

<sup>4</sup> HillPDA, 2014, *Epping town centre – Feasibility Study*, prepared for Parramatta Council, May 2014 (Commercial in Confidence).

<sup>5</sup> JBA, 2011, *Epping town centre Study Volume 1*, prepared for Hornsby Shire Council, Parramatta City Council and Department of Planning, April 2011.

development is demolished, the injection of new residents in the centre is likely to inject spending into the Epping town centre.

Epping sits within a wider retail system, with significant retail offerings within 3 kilometres of the centre at Carlingford, Eastwood and Macquarie Park. The prevalence of enclosed shopping centres at Carlingford and Macquarie Park in particular are likely to impact on local trade in Epping, drawing spending for higher order retailing to these centres.

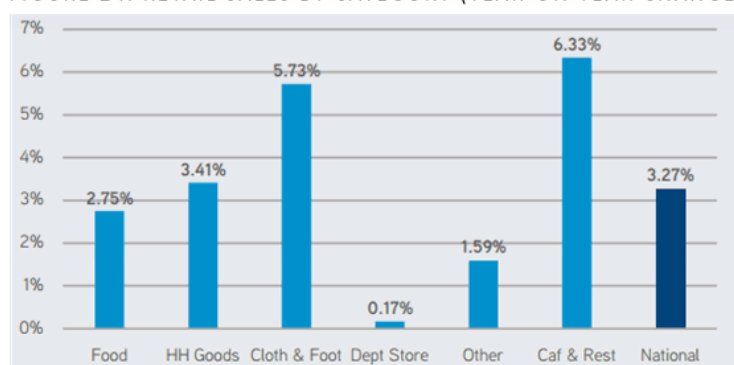
### Emerging trends in the retail market

#### Changes in consumer spending

In the years following the Global Financial Crisis (GFC) in 2008, the proportion of household savings to income in Australia has remained high, and this is generally associated with a reduction in the amount of household income that is spent on retail. However, consumers are spending more in service and experience based areas such as travel, and in food retailing and non-discretionary categories of spending, which have continued to grow faster than discretionary retail categories.<sup>6</sup>

As Figure 24 below illustrates, growth has occurred in a number of retail sectors in more recent times, with the strongest growth between 2015 and 2016 in spending at cafés and restaurants and on clothing and footwear. The lowest growth was seen in department store sales.

FIGURE 24. RETAIL SALES BY CATEGORY (YEAR-ON-YEAR CHANGE, 2015-2016)



Source: Colliers International, 2016.<sup>7</sup>

Recent growth in consumer spending in Australia has been attributed to rising property prices, with increased household wealth and low interest rates driving domestic spending, and the decline in the strength of the Australian dollar encouraging international spending.

#### Online retailing

The flexibility and convenience of shopping online are often quoted as the reasons why people will choose it over physical stores, with the perception that customers are able to find better offers online also an important factor. The growth of online retailing has had an impact on the retail sector in Australia, and accounts for around 7% of what is spent in physical stores, however, growth in online sales has appeared to slow in recent times, as illustrated in Figure 25.

<sup>6</sup> Knight Frank, 2015, 'Retail demand trended upward, in 2014, what's in store for 2015,' Research briefing, Q1 2015 Issue, <https://kfcontent.blob.core.windows.net/research/821/documents/en/resinsight150331c-2892.pdf>

<sup>7</sup> Colliers International, 2016, 'Retail Second Half 2016,' Research and forecast report, [http://www.colliers.com.au/find\\_research/retail/](http://www.colliers.com.au/find_research/retail/)

FIGURE 25. GROWTH IN ONLINE RETAIL (% MONTH-ON-MONTH)



Source: NAB, 2017.<sup>8</sup>

The proliferation on online shopping has implications for the provision of retail space in centres such as Epping. Online retailing has a number of advantages for businesses and consumers, including wider product offerings, opportunities for innovation, strong review and referral networks via social media, and benefits from time efficiencies. However, traditional 'bricks and mortar' stores have a number of advantages as well, including being able to offer personal service, customers being able to see and test products in person, and the benefits of shopping as a social experience.

Many retailers consequently have both physical and online stores. This can help to maximise their potential revenue streams but also buffer against macroeconomic trends which tend to affect one platform more than the other, such as changes in the value of the Australian dollar which can impact on international online sales in particular.

#### Retail as an experience

In recent times, there has been a growing trend towards leisure-based retailing, which is more about providing 'experiences' for consumers than just products. This includes retailers focusing on customer service and providing a quality range of products to differentiate themselves from competitors. In this area, physical stores have an advantage over online retail, including in food and beverage retailers, as their products and the experience of visiting a store is not available online. The presence of international retailers in both shopping centres and on high streets is reflective of this trend as well, along with the rise in the number of cafés and options for outdoor dining in and around retail centres.

The growth of shopping as an experience is also reflected in the emergence of 'slow retailing,' in contrast to 'fast retailing' which is based on quick turnover of inexpensive, simple and standard retail products for a mass audience. Slow retailing provides more tailored products, where retailers aim to distinguish themselves from competitors through the individuality and quality of their merchandise, targeting niche markets, and engaging with the customer at a more personal level. These types of retailers may also focus on providing locally produced stock and providing a higher level of service.

#### Rise of regional shopping centres

A number of suburban centres in Australia's major cities have emerged as preferred locations for both retailers and customers, including the Macquarie Centre. This trend of decentralisation away from CBDs has been driven by several factors, including growing affluent suburban populations, corporate chains with fewer ties to locality and the ability to move to areas with demonstrated demand, and changes in sales tactics that require larger stores and parking availability.

<sup>8</sup> NAB, 2017, 'NAB Online Retail Sales Index,' Monthly Report – January 2017, <http://business.nab.com.au/wp-content/uploads/2017/03/NORSI-January-2017.pdf>

The growth of these types of centres is expected to continue. Regional shopping centres are also typically marketing themselves as destinations for leisure in order to attract customers. This may have implications for the retail market in Epping, particularly as it is in close proximity to the Macquarie Centre, which is also planning an expansion on its site to include residential and entertainment uses in addition to its existing retail functions.<sup>9</sup>

#### **Bulky goods retailing**

The bulky goods retailing sector has been performing strongly in recent years, driven by growth in housing construction and demand for household goods, though the rate of growth in households goods retailing in the year to November 2016 (3.5%) was much lower than the previous year (6.2%).<sup>10</sup>

Growth in the sector is expected to continue with price growth in the housing market and low interest rates. Consumer desires for tactile shopping experiences are also expected to continue to contribute to demand for bulky goods retailing. However, the sector generally requires buildings with larger floor areas than other types of retail or commercial uses.

#### **Change in inner suburban supermarkets**

Historically, the grocery market in Australia has been dominated by Coles and Woolworths, accounting for more than 70% of the market in 2015.<sup>11</sup> However in the last 10 years major competition from IGA and Aldi has seen their dominance reduce.

Many shopping centres and high street shopping strips are still anchored by at least one of these stores. However, there changing consumer preferences are driving demand for different forms of grocery retailing. This includes a small but growing level of demand for organic foods, in line with growing awareness around how food is produced and its environmental impact. The growth in the number of people adhering to vegetarian, vegan and other diets are also likely driving demand for more specialised food offerings. The popularity of farmers' markets in Sydney and elsewhere also illustrates the rise in demand for this form of retailing.

#### **Deregulation of trading hours**

Relaxation of permitted opening hours for retail stores over recent decades has shifted the way that people tend to shop. Demand has drifted to the weekends, and smaller, neighbourhood level stores appear to have become less important. The shift has been particularly noticeable in longer opening hours for supermarkets.

Longer retailing hours can be important to particular forms of retail that can support night-time economies, including restaurants and movie theatres.<sup>12</sup> Deregulated trading hours also provide benefits to customers in added convenience, greater competition between retailers, and potentially allow for greater employment in the retail sector.

## **4.2 Office market trends and drivers**

### **Current market environment**

Consultation undertaken with commercial real estate agents working in the Epping area suggests that there are a number of factors that attract tenants to Epping. These include the relatively lower cost of commercial office space, particularly when compared to other markets like Macquarie Park, and features such as the lack of parking levies in the area. Epping's transport accessibility, both for residents living on

<sup>9</sup> See Macquarie Centre, 2017, 'Stage 1 concept development application,' <https://www.macquariecentre.com.au/development>

<sup>10</sup> CBRE, 2017, 'Australian Retail, Q4 2016 – Rent growth moderating,' Marketview research report.

<sup>11</sup> Roy Morgan Research, 2015, 'The ALDI effect: Australia's changing supermarket scene,' 22 June 2015, <http://www.roymorgan.com/findings/6297-aldi-effect-australias-changing-supermarket-scene-201506220132>

<sup>12</sup> JLL, 2013, 'The evolution of Brisbane Retailing', Research report, July 2013, <http://www.jll.com/australia/en-au/Research/JLL-AU-Advance-The-Evolution-Of-Brisbane-Retailing-July2013.pdf>

the north shore of Sydney and its strong connections to major employment and commercial centres, is also a significant drawcard for agents, and for the existing commercial land owners consulted.

However, there is currently very little available commercial space in the town centre, for either rent or sale. One real estate agent suggested that as little as 1,500 square metres was currently available for rent across the office market. As such, the vacancy rate in Epping is low, and available space is limited to only of a few sites across the town centre. The lack of available commercial space was confirmed in consultation with the Epping Chamber of Commerce and current land owners in the B2 zone. The Chamber in particular identified that a lack of available spaces, coupled with unfavourable lease terms, is causing many businesses to leave Epping, and that business confidence in Epping is generally poor.

Advertised rents for office space in Epping currently range between \$228 per square metre up to \$587 per square metre.<sup>13</sup> The majority of spaces on the market currently are less than 500 square metres, with larger spaces primarily advertised as short term leases only. Rental prices for commercial stock have also largely been static for 12 months. The stock that is available in the town centre is also only rated as low B-grade quality

Analysis of developments in the pipeline for Epping also shows that there is very little in the way of stand-alone commercial stock expected to be delivered in the centre in the near future, with most proposed commercial or retail floorspace to be included as part of residential developments.<sup>14</sup> This ongoing lack of pipeline supply has been raised by the Chamber of Commerce as a major issue of concern.

There are several factors which are contributing to the low current office vacancy rate in the town centre, including increased competition from higher-order nearby commercial centres and the conversion of existing office blocks to residential uses.

### Competition from residential uses

Commercial uses in the Epping town centre are being significantly impacted on by growth in the residential market, and particularly by the withdrawal of office market stock for conversion to residential uses. In recent years, the property industry has forecast that the demand for residential development in the Sydney metropolitan region would cause withdrawals of office stock from non-CBD locations, with many office buildings to be sold to residential developers.<sup>15</sup> Epping was identified as an area where there would likely be a concentration and continuation of office floorspace withdrawals, along with that occurring in centres such as Burwood and Hurstville, as these smaller suburban markets are expected to become largely residential hubs.

The rezoning of centres like Epping to encourage the development of more housing has meant that the highest and best use of many sites is now residential. This trend for residential conversions has also been observed across Sydney's suburban office markets, with the withdrawal of office space outpacing new supply.<sup>16</sup>

Some reports estimated that there would be a 34% (or close to 18,000 square metres) decline in office space in Epping in the three years following the zoning changes.<sup>17</sup> It was also predicted that this would cause larger tenants to move out of Epping and other centres such as North Sydney and St Leonards,

<sup>13</sup> Prices sourced from <http://www.commercialpropertyguide.com.au>, accessed March 2017.

<sup>14</sup> Based on Cordell Connect data, <http://www.cordellconnect.com.au/>

<sup>15</sup> See Pryor, 2015, 'Residential Conversion Plays: What do they mean for Sydney suburban office markets?' CBRE Viewpoint research report, May 2015; Raine & Horne Commercial, 2016, 'Office Market Stock Levels,' 23 February 2016, <http://www.rhcop.com.au/property-news/2016/february/23/office-market-stock-levels.aspx>

<sup>16</sup> See Knight Frank, 2016, 'Sydney Suburban Office Market Overview,' February 2016.

<sup>17</sup> See Pryor, 2015.

which have also seen significant reductions in commercial floorspace as the number of residential conversions increased, and as the supply of new office buildings in the pipeline has been limited.<sup>18</sup>

Consultation with real estate agents has identified that since the zoning changes implemented in the town centre and the designation of Epping as a Priority Precinct, the pace of residential conversions and demand for housing in the area has grown dramatically. A substantial number of sites that were previously office buildings have been converted, which has left only a small number of buildings with available office space, contributing to the low vacancy rate. There is also evidence that local businesses have been and are currently unable to stay in the Epping area after their buildings have been converted for residential uses, and this has been identified as an issue by current land owners in the B2 zone as well.

Industry research has suggested that buyers for commercial property are primarily interested in suburban markets for value-add and redevelopment opportunities. This was reflected in consultation with agents, where sales activity and prices have been generally stagnant in Epping, except for commercial properties with redevelopment potential for conversion to residential uses.

Consultation with existing land owners (including both those who have current plans to redevelop and those that do not) suggests that most would like to see a mix of commercial, retail and residential uses on their sites in future. Some indicated that they would consider providing retail shops and office space in addition to spaces at the ground floor level, to meet the demand for such uses and support the commercial and retail role of the Centre, but that this would be limited by site and zoning constraints and the overall preference is to include residential given current property market conditions.

There is also some evidence that landlords of commercial sites in Epping are only offering lease terms of around two to three years. This would ensure that they would have the opportunity to convert their properties to residential uses and take advantage of the current residential property market. The Epping Chamber of Commerce has identified that businesses are also leaving Epping because they are unable to obtain leases without demolition clauses.

### Competition from nearby commercial centres

As well as a withdrawal of office stock from the market, competition from nearby commercial centres is also impacting on the Epping town centre. The most significant competitor to Epping is Macquarie Park, and as it expands and develops greater amenity it is expected to continue to attract commercial tenants that may have been displaced by residential conversions.

Industry research has indicated that many larger companies have already relocated to Macquarie Park from former commercial buildings in Epping. Among the businesses which are planning to leave Epping or have already relocated according to the Epping Chamber of Commerce are:

- The Westpac Card and Call Centre for Australia,
- Unilever Australia Research and Corporate Headquarters,
- Baptist Community Services,
- Hasbro,
- NEC Australia,
- Craig & Rhodes Surveyors,
- Chill IT, and
- Northern District Times Newspaper.

Larger centres like Macquarie Park, Parramatta, and the Sydney CBD are expected to be more popular than suburban areas such as Epping, where there is less available and upcoming supply, less organic growth, and fewer large commercial floorplates available. Tenants are also unlikely to be attracted to smaller and cheaper suburban markets and away from these centres, as cost is only one element of

<sup>18</sup> See CBRE, 2017, 'Australia Office, Q4 2016 – Office cycle reaching bottom, Limited new supply in 2017,' CBRE Marketview research report.

decisions made about where to locate, with transport accessibility, talent availability and amenity also important.

The withdrawal of existing office uses from Epping was expected to impact on demand from tenants who require larger floorplates with a lack of oncoming supply in the centre and proximity to the campus style business park in Macquarie Park. This was confirmed in consultation with local real estate agents, who indicated that very few large office spaces are currently available in Epping, and that numerous tenants had relocated to Macquarie Park in recent years. This trend may potentially be slowed with the temporary closure of the Epping to Chatswood rail line as it is converted to the Sydney Metro network but is unlikely to be stopped.

Consultation with real estate agents also identified that tenants looking for space within the Epping town centre generally need floorspace of less than 200 square metres. There is currently very little interest from bigger companies in Epping, likely because they understand that there is not much available in the way of large and suitable spaces in the town centre but also because of trends to centralise operations and consolidate in larger centres with a fuller range of complementary businesses and where agglomeration economies are available. The lack of available space is also a concern for business groups in Epping, whose membership base has declined as tenants have relocated out of the town centre.

As well as Macquarie Park, there is indirect competition in the commercial market coming from some of the smaller nearby markets, such as Chatswood, Hornsby and Pymble, and previously at Pennant Hills, though the impact of competition from these centres has been far smaller than the impact from Macquarie Park. The Chamber of Commerce indicated that Rhodes is another competing location, with at least one long-standing Epping business relocating there after they could not obtain a suitable space and lease terms in Epping. In contrast, very few businesses are relocating to Epping from other centres.

### Emerging trends in the office market

#### Industry changes

As identified above, the reductions in available commercial floorspace is changing the types of businesses that are located in Epping. Consultation with real estate agents suggests that the office tenants that have remained in or are looking for space in the Epping town centre are largely small business services and advisory firms, typically with around six to eight employees.

Members of the Epping Chamber of Commerce have historically included a range of businesses from different industries, and include healthcare practitioners, real estate agents, lawyers, accountants, IT consultants, surveyors, restaurants, and up to medium sized corporations. Epping's employment focus appears to be shifting away from these knowledge intensive jobs to population serving industries, including real estate agents, restaurants, and tutoring colleges, which were reported to have increased in recent years. As identified above, the withdrawal of suitable stock coupled with competition from Macquarie Park has meant that there are no large corporate tenants in the town centre.

#### Flow on effects from other centres and infrastructure investment

As the Parramatta CBD grows and commercial development there increases, it may be that smaller, population servicing businesses exit that market. Epping is a logical potential location for these types of businesses to re-establish themselves in. Recent analysis of the commercial office market has suggested increased demand for office floorspace in Sydney's north-west as the Sydney Metro North West is completed. Demand is forecast to increase for sub-1,000 square metre office spaces, however most of this forecast demand is envisaged along the western end of the Sydney Metro rather than in Epping, especially the Norwest Business Park.<sup>19</sup>

#### Macroeconomic trends

<sup>19</sup> Knight Frank 'Sydney Suburban Office Market Overview March 2017', March 2017  
<https://kfcontent.blob.core.windows.net/research/308/documents/en/sydsb1703-4568.pdf>

There are also broader trends and changes occurring in office markets that may affect the way that commercial spaces in Epping are provided and used in future. These include changes in the Australian economy, with the shift towards service-oriented and professional industries; the decline in manufacturing and other traditional industries; the implications of an ageing population and expected growth in health service industries; and the importance of location and transport accessibility to businesses, particularly those in knowledge-intensive industries.

#### Co-working spaces

Another important trend that impacts on the way that office space is provided and used is the growing use of shared co-working spaces. This trend has been observed worldwide, with the number of co-working locations expected to increase to 12,700 across the globe in 2017. Technology advancements, changing workforce demographics, and shifts in major industries are driving the growth of co-working in Australia, with the number of co-working spaces in Sydney growing by 41% per year in the last 10 years.<sup>20</sup>

The main advantages of the co-working model over leasing traditional office space include that companies have lower costs associated with workspaces, and can benefit from collaborative working environments with other firms and industries.<sup>21</sup> The flexibility that co-working offers firms is also seen as an advantage, with spaces often available on a weekly or monthly basis, and the model has become particularly popular for start-up businesses.

Locating co-working spaces in suburban commuter hubs has also become popular, with the NSW Government supporting Smart Work Hubs at Rouse Hill, Oran Park, and Penrith in Sydney's west. These Hubs provide a range of options for hiring space, from daily passes to monthly arrangements with different amenities included in the pricing.<sup>22</sup> A number of privately operated co-working spaces have also been established in the Parramatta CBD. The growing trend for these more flexible forms of rental of commercial space could have implications for how much office space is required in the Epping town centre in future.

### 4.3 Other non-residential uses trends and drivers

The expected growth in the population of the Epping town centre is likely to drive a need for different non-residential uses in addition to more housing. This will include facilities such as gyms, child care centres, health centres and educational facilities, as well as civic services. As identified above, the vast majority of new development expected in Epping will be for residential units, though some residential and mixed use developments may include facilities such as gyms or child care centres as part of their commercial or retail space.

Consultation with real estate agents has suggested that with the increase in residential development and the population, there has been more inquiry and demand from ancillary type businesses for space in the Epping town centre. This has been particularly noticeable for child care centres and other educational uses, and for gyms and cafés. The Chamber of Commerce has also noted that there have been increases in the number of tutoring colleges for school children in the area. There hasn't been significant demand from restaurant owners looking for space as yet, given limited current demand, but this is expected to change as the population grows.

<sup>20</sup> Knight Frank, 2016, 'Sydney Coworking insight,' October 2016, <https://kfcontent.blob.core.windows.net/research/1161/documents/en/resinsight161024-4197.pdf>

<sup>21</sup> See PWC, 2017, 'Emerging Trends in Real Estate,' Asia Pacific 2017, <https://www.pwc.com.au/publications/assets/emerging-trends-real-estate-2017.pdf>

<sup>22</sup> See Space&Co., 2017, <http://spaceandco.com.au/office-spaces/sydney/rouse-hill-town-centre/>; Oran Park Town, 2017, <http://www.oranparksmartworkhub.com.au/memberships>; WOTSO Workspace, 2017, <http://www.wotsoworkspace.com.au/penrith/>

Analysis of developments in the pipeline for nearby LGAs Ryde and The Hills also shows a large number of developments that have been proposed or approved that are stand-alone child care centres or gyms, or included as part of residential development.<sup>23</sup>

These types of non-residential uses are usually accommodated in retail spaces rather than in space that would otherwise be used for offices. As such, consultation suggested that there hasn't been a noticeable impact on the office market in Epping from increased demand for these facilities so far, however increased demand for such services will likely increase competition for retail floorspace in future. Current land owners in the B2 Local Centre zone saw the provision of these types of spaces and services as less important to the role of the Epping town centre compared to its function as a place for day-to-day retail needs, housing, and office space.

Investment in child care centres is becoming more popular in the Sydney property sector, particularly in areas with growing populations.<sup>24</sup> The NSW Government has also recently moved to respond to increased demand and shortages of child care centre spaces by streamlining some of the rules around the development application process for child care centres,<sup>25</sup> which may further increase demand for child care sites.

The development of Epping in future will need to consider the balance between the provision of these types of population-serving uses with residential and commercial development, and will be particularly important if there is a downturn in the housing market. There remains the risk that the current high level of demand for housing development in areas such as Epping will limit the space that is available for these types of community-serving uses that are required for centres to function effectively over time.<sup>26</sup>

#### 4.4 Epping community workshop

A community workshop was held as part of the process of preparing this report and the wider Epping Planning Review. The workshop was held on Monday 22 May and was facilitated by Straight Talk to understand the needs and desires for land uses requiring commercial floorspace of the Epping community, including residents and business owners, now and into the future. Participants were asked about how they currently use the Epping town centre, what they do not use the Epping town centre for, and the future role of Epping as a hub for employment.

The findings of the workshop were as follows:

- Epping is currently viewed as a town centre by the local community, providing for day to day needs for transport, retail and services
- Residents and workers in the Epping town centre use a wide variety of services in the centre, including community services such as the library, medical, restaurants, design and engineering services, education and public transport
- The retail offering currently in Epping does not provide a number of convenience retail options (e.g. there is currently no butcher, greengrocer, bakery etc.)
- Residents seek retail and other services out of the Epping town centre for two main reasons:
  - There is simply no local option in the Epping town centre
  - The quality of offering is better in other centres
- Participants also noted a lack of professional job opportunities in the Epping town centre.

<sup>23</sup> Based on Cordell Connect data, <http://www.cordellconnect.com.au/>

<sup>24</sup> See Cummins, 2016, 'Childcare properties find growing favour with investors,' *Sydney Morning Herald*, 13 May 2016, <http://www.smh.com.au/business/property/child-care-properties-are-back-in-favour-20160512-gotrkr.html>

<sup>25</sup> See NSW Department of Planning and Environment, 2016, 'More quality child care where it is needed,' Ministerial media release, 3 November 2016, <http://www.planning.nsw.gov.au/News/2016/More-quality-child-care-where-it-is-needed>

<sup>26</sup> Griffiths & Clouston, 2015, 'Successful centres: protecting Sydney's long-term productivity,' *New Planner*, September 2015, [http://www.hillpda.com.au/wp-content/uploads/2015/09/New-Planner\\_Sept-2015\\_Griffiths-and-Clouston.pdf](http://www.hillpda.com.au/wp-content/uploads/2015/09/New-Planner_Sept-2015_Griffiths-and-Clouston.pdf)

- There was little resistance to increasing the amount of space available for new businesses and offices spaces. Many participants wanted Epping to grow and wanted to develop a new heart for the town centre.
- Flexible floorspace configurations for office and retail uses were suggested to ensure the Epping town centre can accommodate businesses as they grow and develop into the future.
- There is a desire to maintain the strong community feel of the Epping while having access to essential services and facilities of a town centre

#### 4.5 Role and opportunities for the Epping town centre

Based on the consultation undertaken with the organisations identified above, analysis of market trends and Epping town centre's economic profile, and the current retail and office environment, there are a number of key issues and opportunities for the Epping town centre.

Epping's retail offering largely services the local catchment and provides a day-to-day convenience offering. Weaknesses of the retail offering of Epping raised through stakeholder consultation include a lack of variety and shabby appearance of existing retail stock. The redevelopment of existing retail sites provides the potential for this floorspace, where appropriate, to be replaced with newer shopfronts and may potentially change the variety of retail on offer as the population of the Epping town centre increases.

Epping's proximity to largely enclosed shopping centres, including the significant regional Macquarie Centre, limit the potential of the Epping town centre to act as a higher order retail centre in the current market. The potential role for Epping in the future is likely to involve high quality service centre for local daily needs and leisure opportunities through hospitality uses such as dining.

As identified above, a key issue for the Centre is the apparent market failure occurring with regards to the provision of office space in particular. There is currently little available space in the town centre, as a result of both competition from other commercial centres and increased residential redevelopment, and what is available in the Epping market is not meeting current demand.

In addition to this, the spaces on offer are largely smaller spaces, which do not cater to the needs of larger businesses and organisations. As a result, many of the larger tenants who have previously located in Epping have moved to other commercial centres where both larger floorplates and newer buildings are available. It is unlikely that this situation will be reversed in Epping, given the locational advantages and size of some of the competing centres nearby to Epping, particularly in Macquarie Park and the Parramatta CBD.

However, there are several trends and drivers that Epping is likely to continue to benefit from which could be capitalised on in the future development of the town centre. Epping is already a popular centre, particularly for smaller businesses. The town centre also has the benefit of excellent public transport access and connectivity to the Sydney CBD and other major centres, which is valuable to both residents and people who work in the centre.

Epping's population is forecast to grow substantially as a result of the increased residential development in the area. This is beneficial in terms of providing a larger consumer catchment for businesses in the town centre to draw on, as well as in providing a larger potential workforce. As identified in previous chapters, the population of Epping is forecast to remain relatively young, and have a high level of labour force participation.

Epping also has a higher than average concentration of jobs in knowledge intensive industries and jobs in health and education compared to both the West Central District and Sydney overall, as shown in Table 4. There may be opportunities to capitalise on this concentration in the types of spaces included in future development, together with the existing transport accessibility of the Centre, which is known to be particularly important for knowledge-intensive employment. Epping may also be able to cater to the

expected demand from smaller-sized businesses exiting the Parramatta CBD market, as that centre continues to expand and increasingly caters to larger businesses as Sydney's second CBD.

While there is increasing pressure for residential development in the centre, the current land owners consulted with generally recognise the importance of retaining and providing for both office and retail uses, as these will be important to the ongoing viability and functionality of the centre along with increased residential development. Provision for other non-residential uses is seen as less important, though demand for services such as gyms and child care centres, and other population based services are likely to emerge as the population grows.

Given Epping's close proximity to other strategic centres at the metropolitan level and the issues identified above, the role of Epping could therefore be seen as a sub-district centre, which meets the needs of a local residential population as well as providing higher-order services and commercial space for small to medium sized businesses.

## 5 RETAIL DEMAND ASSESSMENT

This Chapter assesses the forecast future demand for retail floorspace in the Epping town centre. This analysis considers the Epping town centre as part of a wider retail system including Carlingford and Eastwood retail centres.

### 5.1 Existing and future retail supply

#### The local retail market

Epping centre is located within a local retail market SGS has defined which comprises an estimated 89,300 residents in 2016. The local retail market comprises the suburbs of Epping, Marsfield, Eastwood, Denistone, Denistone East, Dundas Valley, Telopea and Carlingford. The definition of this local market is based on a spatial analysis of likely customer behaviour and known trade patterns from businesses based within the market. Behaviour and expenditure patterns have been estimated to reflect logical travel patterns. This has been informed by a review of the geographic features which may obstruct travel and limit the number of retail centres which can be conveniently accessed. Shoppers will be prepared to travel further and longer for specialised, higher order centres where travel is offset by convenience of the wide variety of goods available in one location. This behaviour is serviced by sub-regional and regional centres, and the local market definition has reflected the retail centre hierarchy in the district.

The defined local market is geographically constrained to the north by the limited north-south permeability of the M2 Motorway. Residents in suburbs beyond the local market have been assessed as within the primary sphere of influence of other key retail centres, particularly in Macquarie Park, North Rocks and strong retail centres in Ryde.

Within the local market the key retail centres are the neighbourhood-scale activity centres at Epping and Eastwood and the sub-regional centre and main street retail in Carlingford.

Each of these centres also serves an additional component of trade drawn from beyond this market, such as workers who reside beyond the immediate district, as well as other incidental and transient trade. As trade from these customers is more infrequent and incidental a geographic distinction has been drawn between these shoppers and residents living in the local market. Further analysis of these patterns is outlined in Primary Trade Area definitions in the Demand section.

Similarly, not all retail expenditure from residents living in the local market is captured by these centres. Expenditure from residents which is spent outside this local market is dispersed across a wide geographic area. A network-wide review of spending patterns is beyond the scope of this study, but logical assumptions can be made.

Regional centres at Macquarie Park, Top Ryde and Castle Hill serve higher order retail needs of residents in the local market, as these are the nearest sources of department stores, discount department stores (other than in Carlingford Court) and a variety of specialised mini-majors.

#### Epping

The retail centre is located along Beecroft Road and Oxford Street, with some additional provision along Carlingford Road and Langston Place. The retail centre is bisected by the rail line with the only at grade

connection along Epping Road. The largest retail tenant is a freestanding Coles supermarket of approximately 3,800sq.m. Gross Leasable Area (GLA). Epping town centre also contains significant hospitality uses, including the Epping Club and the Epping Hotel.

The Epping town centre has a mix of specialty hospitality businesses and local services. Clothing retailing is limited to a handful of small retailers, and the centre lacks large format retailers other than Coles. The estimated retail floorspace of the Epping town centre at 2017 is shown in Table 5.

TABLE 5. ESTIMATED FLOORSPACE BY RETAIL TYPE – EPPING

	Supermarkets/ Convenience stores	Specialty - Other Food	Hospitality and Entertainment	Specialty - Other Retail & Services	Specialty - Clothing and Soft Goods	Department Stores & DDS	Bulky/Household Goods	Total (Occupied)
Floorspace	3,800	666	3,496	583	749	0	2,164	11,458

Source: SGS, 2017

Approximately 1,665 square metres of GFA is estimated to be vacant as at January 2017, which indicates a retail vacancy rate for the centre of 14.5%, which is relatively high for an established suburban market.

### Eastwood

Eastwood is a predominantly main street-based, neighbourhood centre focussed around Rowe Street on both the eastern and western side of the railway line. Eastwood is located approximately 3 kilometres from the Epping town centre. The majority of retail floorspace and retail activity occurs on the western side of the rail line. The centre contains significant Chinese and Korean restaurants and shops to cater to the needs of local residents of these ethnicities. Eastwood Shopping Centre is the largest retail landholding in the centre, and is an enclosed shopping centre containing Woolworths and a large local bulky goods retailer. Eastwood also contains an Aldi supermarket and three independent supermarkets. The estimated retail floorspace of the Epping town centre at 2017 is shown in Table 6.

TABLE 6. FLOORSPACE BY RETAIL TYPE - EASTWOOD

	Supermarkets/ Convenience stores	Specialty - Other Food	Hospitality and Entertainment	Specialty - Other Retail & Services	Specialty - Clothing and Soft Goods	Department Stores & DDS	Bulky/Household Goods	Total (Occupied)
Floorspace	5,130	5,452	6,025	4,045	1,264	361	9,009	31,286

Source: SGS, 2017

An estimated 2,074 square metres GLA of retail space is estimated to be vacant in Eastwood, which reflects an estimated vacancy rate of 6.6 per cent of total GLA in the centre.

### Carlingford

Carlingford centre is located around the junction of Carlingford Road and Pennant Hills Road approximately 3 kilometres from Epping town centre. Carlingford is anchored by a sub-regional shopping centre (Carlingford Court) and a smaller enclosed shopping centre (Carlingford Village). Additional bulky goods retail (including Bunnings) and high street retail is located along the two main roads. Carlingford Court contains Target, which is the only discount department store (DDS) in the local market and it also contains full line Woolworths and Coles supermarkets, in addition to approximately 100 specialty retailers. The estimated retail floorspace of the Carlingford centre at 2017 is shown in Table 7.

TABLE 7. FLOORSPACE BY RETAIL TYPE - CARLINGFORD

	Supermarkets/ Convenience stores	Specialty - Other Food	Hospitality and Entertainment	Specialty - Other Retail & Services	Specialty - Clothing and Soft Goods	Department Stores & DDS	Bulky/Household Goods	Total (Occupied)
Floorspace	9,083	833	1,211	968	287	8,009	19,628	40,019

Source: SGS, 2017

An estimated 1,800sq.m. GLA of retail space is estimated to be vacant in Carlingford, which reflects an estimated vacancy rate of 4.5 per cent of total GLA in the centre.

### Development pipeline

A review of retail developments in the pipeline has been undertaken using Cordell Connect data to determine likely future retail supply. Retail developments planned or under construction within the catchment have been considered. A summary of the findings is shown in Table 8, including proposed retail floorspace in the Epping town centre replaces some existing retail floorspace. Appendix 8.3 provides further detail on the retail development in the pipeline.

TABLE 8. RETAIL PROJECTS IN LOCAL RETAIL MARKET AS AT MAY 2017

	Epping	Eastwood	Carlingford
New floorspace	6,512	2,764	499
Floorspace to be replaced	2,366	0	0
Net new floorspace	4,146	2,764	499

Source: Cordell Connect (2017)

Table 9 below outlines the existing estimated retail floorspace by food and non-food retail floorspace in the three centres.

TABLE 9. SUMMARY OF ESTIMATED FLOORSPACE SUPPLY IN THE LOCAL MARKET

	Epping	Eastwood	Carlingford	Total - 2016
Estimated Food floorspace	7,962	16,606	11,127	35,695
Estimated Non-Food floorspace	3,496	14,678	28,892	47,066
Vacant space	1,665	2,074	1,800	5,539
Vacancy rate	14.5%	6.6%	4.5%	6.7%
<b>Total Floorspace</b>	<b>13,124</b>	<b>33,358</b>	<b>41,819</b>	<b>88,300</b>

## 5.2 Retail floorspace demand

### Calculating retail floorspace demand

#### Primary Trade Areas

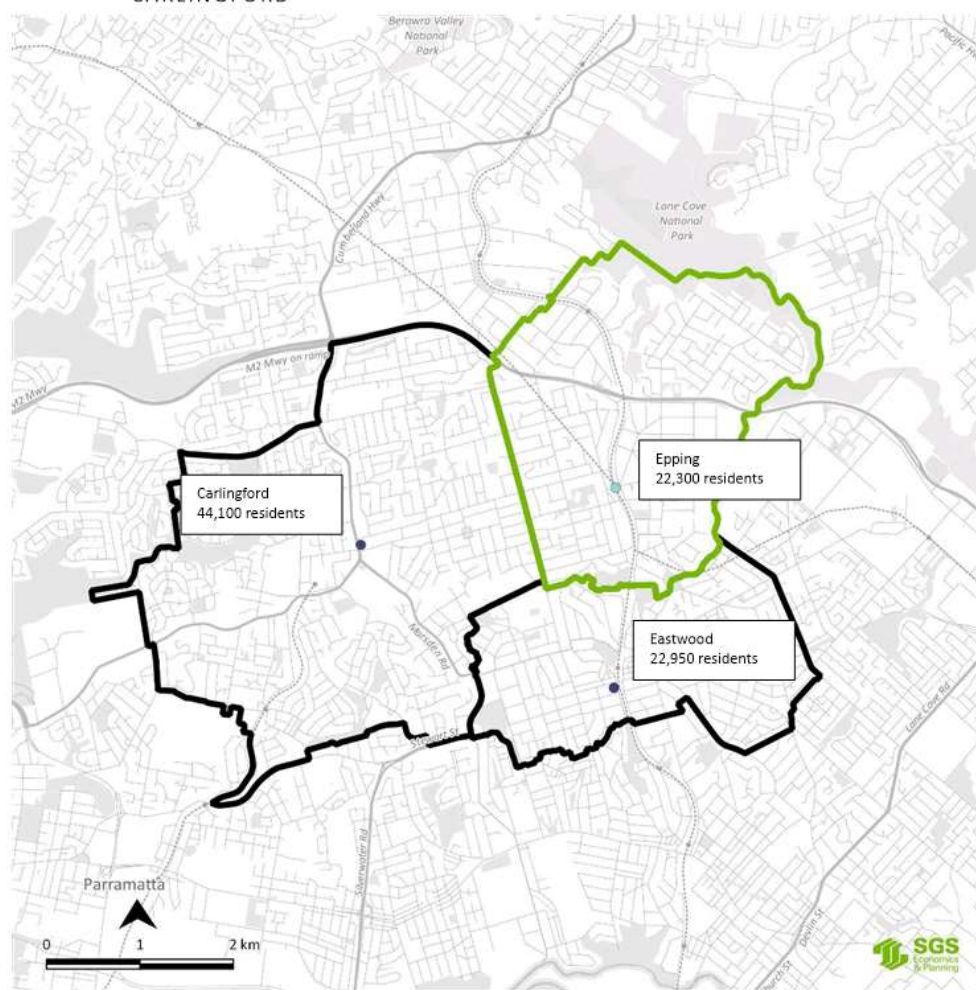
Primary Trade Areas (PTAs) have been estimated for the three retail centres outlined above. As the term suggests, residents within PTA boundaries of a centre primarily (but not exclusively) visit the local centre to satisfy their retail needs. PTAs reflect the convenience and competitive nature of the retail market and have been drawn considering the scale and variety of retail in each centre, the proximity to other centres, transport connections and geographic barriers. Residents outside a centre's PTA boundaries shop primarily at another centre, or several centres if their area is contested by multiple centres in close proximity.

The PTAs for the three centres are shown in Figure 26. The PTA boundaries are somewhat irregular as they are based on Travel Zones (TZs) as defined by Transport for NSW. These TZs are the smallest available geographies for which the latest small area population and employment forecasts are available to conduct demand modelling.

Macquarie Park has been treated as an out of catchment retail centre for this study due to the complexity of modelling its regional-scale catchment, the centre's variety of retail uses, extensive time required to survey and categorise its current floorspace mix and uncertainty around the specifics of its planned expansion. From a retail network perspective, Macquarie Park plays a complementary role to the three local market centres: its higher order offer fulfils retail needs that aren't available locally but it lacks the convenience and open public realm that smaller centres provide.

Secondary trade areas (STAs) are sometimes used in retail analysis, but have not been considered as part of this analysis given the complexity of the suburban retail market and project scope. STAs expand the geographic area for analysis, which introduces further subjectivity to the modelling (e.g. estimates of where secondary sources of expenditure for each centre will come from, relative to other centres). They also increase the required data on floorspace supply in the region (for centres further away from the local market), collection of which is beyond the scope of this project. Instead, total demand from beyond the PTAs for the three have been modelled for both centres based on known trade patterns, and this "Beyond PTA" pool of demand comprises all secondary, tertiary and incidental expenditure, without complex geographic distinctions.

FIGURE 26. PRIMARY TRADE AREAS & RESIDENTS – EPPING, EASTWOOD AND CARLINGFORD



Source: SGS Economics and Planning, 2017

#### Current retail expenditure

Data from MarketInfo has been used to determine current expenditure profiles for the PTAs. MarketInfo profiles expenditure of Australian households per capita by nine categories are regarded as an industry standard and incorporates the ABS Household Expenditure Survey and Census to reflect local expenditure patterns driven by factors such as age, ethnicity, household structure etc. MarketInfo data was applied to each Statistical Area 1s (SA1) within the PTAs. Table 10 shows the average per capita expenditure by commodity group in 2016 AUD for residents in each PTA.

TABLE 10. PER CAPITA EXPENDITURE (2016)

MarketInfo 2016 \$	Food & Groceries	Bottleshop/ Tobacco	Restaurants & Cafes & Take-away	Clothing & Shoes	Furniture, Whitegoods, Homeware, Manchester & Electronics	Hardware & Garden	Other Retail	Retail Services	Total
Epping PTA	\$5,404	\$646	\$2,753	\$1,627	\$2,529	\$697	\$1,663	\$647	\$15,966
Eastwood PTA	\$5,186	\$566	\$2,484	\$1,402	\$2,240	\$551	\$1,419	\$530	\$14,378
Carlingford PTA	\$5,115	\$645	\$1,763	\$942	\$1,814	\$597	\$1,312	\$430	\$12,618

Source: SGS Economics and Planning 2017, using MarketInfo 2014

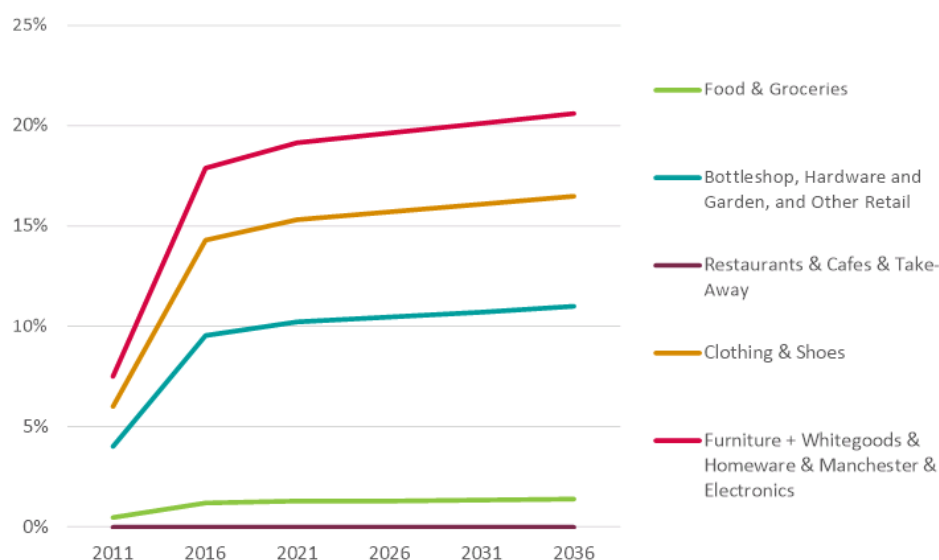
### Online expenditure

Following international trends, the retail industry in Australia is transitioning to a multi-modal structure, with sales growth in online retailing estimated by the ABS<sup>27</sup> to have grown by 31 per cent, 23 per cent and 15 per cent in 2014, 2015 and 2016, respectively.

SGS has applied these growth rates in Figure 27 to the 2011 Productivity Commission estimates of the proportion of online retail expenditure as a percentage of total retail expenditure in Australia by commodity. This approach establishes the likely percentage of online expenditure in the future. Growth in future years has been estimated based on the reduction in the rate of growth from ABS estimates year on year from 2013 to 2016. It is anticipated that online retailing will reach maturity in the 2020s.

Online retailing expands the geographic area that goods can conveniently be purchased from, and thus reduces the demand for local floorspace. Reflecting this, commodity expenditure per capita in Table 10 has been reduced by the corresponding percentages in Figure 27 for local floorspace demand calculations.

FIGURE 27. PERCENTAGE OF RETAIL EXPENDITURE ONLINE BY YEAR – FORECAST 2016 TO 2036



Source: SGS Economics and Planning, 2017 using Productivity Commission, 2011 and ABS, 2016

<sup>27</sup> Australian Bureau of Statistics, 8501.0 - Retail Trade, Australia, Dec 2016, <http://www.abs.gov.au/AUSSTATS/abs@.nsl/Latestproducts/8501.0Appendix1Dec%202016?opendocument&tabname=Notes&prodno=8501.0&issue=Dec%202016&num=&view=>

### Epping PTA – current and future demand

Population in the Epping PTA is forecast to grow at an average annual rate of 2.3% through to 2036. Population forecasts at five year intervals are shown in Table 11.

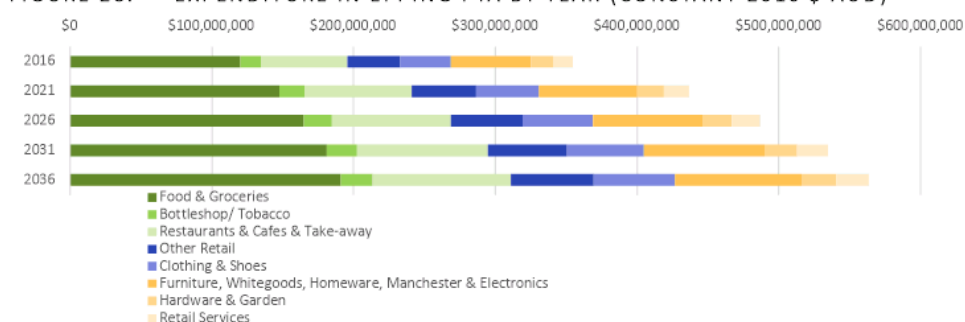
TABLE 11. EPPING PTA POPULATION - 2016-2036

	2016	2021	2026	2031	2036
Epping PTA	22,230	27,365	30,500	33,496	35,299

Source: TPA, 2016 with SGS Calculations

Applying the per capita retail expenditure from MarketInfo (Table 10) to the TPA population forecasts for the Epping PTA provides total expenditure from residents by interval year in Figure 28. Note that inflation has not been applied to keep expenditure in real terms for useful comparison.

FIGURE 28. EXPENDITURE IN EPPING PTA BY YEAR (CONSTANT 2016 \$ AUD)



Source: SGS Economics and Planning, 2017 using MarketInfo, 2014, TPA, 2016 and AECgroup, 2016

Figure 29 converts per capita retail expenditure to retail floorspace demand applying SGS' matrices and industry average Retail Turnover Densities (see Appendix 8.1 for further detail). Table 12 shows the floorspace demand for the Epping town centre after accommodating for escape expenditure.

FIGURE 29. FLOORSPACE DEMAND BY YEAR - EPPING (CONSTANT 2016 \$ AUD)



Source: SGS Economics and Planning 2017, using MarketInfo 2014, TPA 2016

TABLE 12. EPPING PTA FLOORSPACE DEMAND (SQUARE METRES)

	2016	2021	2026	2031	2036
Total supportable floorspace	15,291	18,804	20,950	22,999	24,226

Source: SGS Economics and Planning, 2017

**Eastwood and Carlingford PTAs**

The PTA populations of these centres are outlined in Table 13:

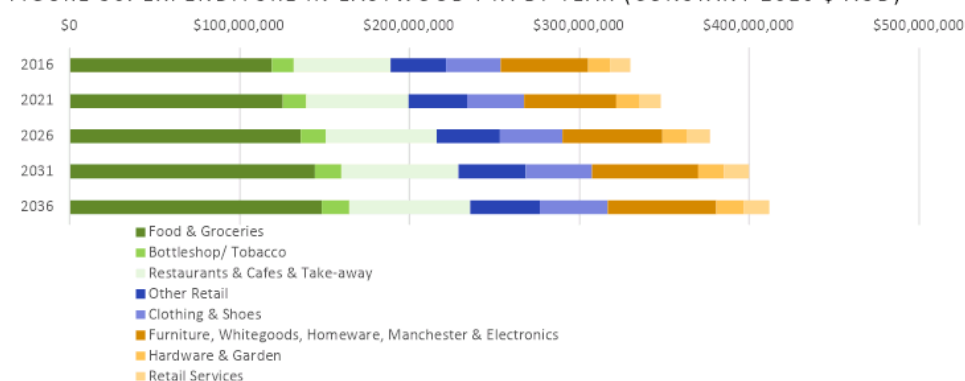
TABLE 13. EASTWOOD AND CARLINGFORD PTA POPULATION: 2016-2036

	2016	2021	2026	2031	2036
Eastwood PTA	22,961	24,213	26,226	27,819	28,643
Carlingford PTA	44,154	50,841	55,222	59,468	62,864

Source: TPA, 2016

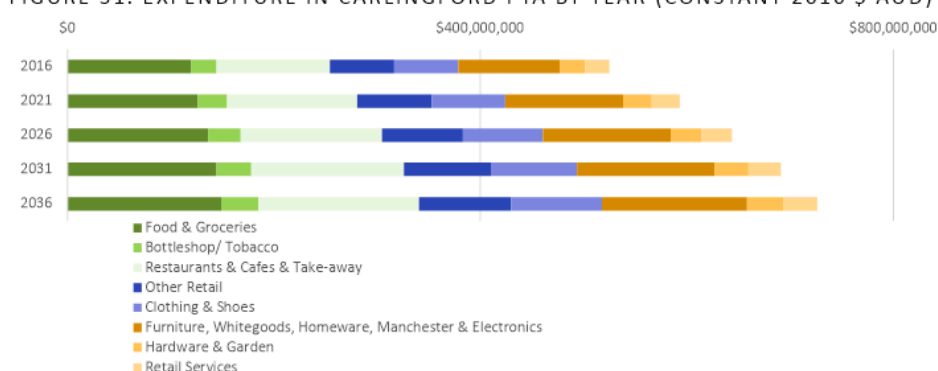
As per with Epping, applying the per capita retail expenditure from MarketInfo (Table 10) to the population forecasts for the respective centres' PTAs provides total expenditure from residents by year in Figure 30 for the Eastwood PTA, and for the Carlingford PTA in Figure 31.

FIGURE 30. EXPENDITURE IN EASTWOOD PTA BY YEAR (CONSTANT 2016 \$ AUD)



Source: SGS Economics and Planning 2017, using MarketInfo 2014 and TPA 2016

FIGURE 31. EXPENDITURE IN CARLINGFORD PTA BY YEAR (CONSTANT 2016 \$ AUD)



Source: SGS Economics and Planning 2017, using MarketInfo 2014 and TPA 2016

Total demand for retail floorspace from Eastwood PTA residents is summarised in Table 14.

:

TABLE 14. EASTWOOD AND CARLINGFORD PTA FLOORSPACE DEMAND (SQUARE METRES)

	2016	2021	2026	2031	2036
Eastwood	14,704	15,491	16,772	17,783	18,303
Carlingford	28,277	32,526	35,316	38,016	40,170

### 5.3 Supply/demand gap analysis

#### Epping

The proportion of the floorspace demand from PTA residents which can reasonably be served by the Epping centre has been calculated in the second row of Table 15. This 'Target Market Share' has been derived as follows:

1. Applying standard industry turnover densities<sup>28</sup> (See Appendix) for the retail floorspace categories to the provision in Epping.
2. Estimating the proportion of the total turnover originating from PTA shoppers (50%)
3. Calculating the turnover from PTA residents at the Epping centre as a proportion of their total retail expenditure

TABLE 15. EPPING - FLOORSPACE DEMAND VS. CURRENT SUPPLY (SQ.M.) EX. VACANT

FOOD		2,016	2,021	2,026	2,031	2,036
	<b>PTA floorspace Demand</b>	<b>15,291</b>	<b>18,804</b>	<b>20,950</b>	<b>22,999</b>	<b>24,226</b>
	PTA demand serviced in Centre (50% of trade)	4,321	5,313	5,920	6,499	6,845
	50% external demand (from shoppers originating beyond PTA)	4,321	5,313	5,920	6,499	6,845
	<b>Total Supportable Demand</b>	<b>8,642</b>	<b>10,627</b>	<b>11,840</b>	<b>12,997</b>	<b>13,691</b>
		2,016	2,021	2,026	2,031	2,036
	Occupied	7,962	7,962	7,962	7,962	7,962
	<b>Over (Under) supply</b>	<b>-679</b>	<b>-2,664</b>	<b>-3,877</b>	<b>-5,035</b>	<b>-5,729</b>
		2,016	2,021	2,026	2,031	2,036
	<b>PTA floorspace Demand</b>	<b>21,801</b>	<b>26,551</b>	<b>29,471</b>	<b>32,227</b>	<b>33,812</b>
	PTA demand serviced in Centre	5,353	6,519	7,236	7,912	8,302
	External demand (Beyond PTA)	5,353	6,519	7,236	7,912	8,302
	<b>Total Supportable Demand</b>	<b>10,705</b>	<b>13,038</b>	<b>14,472</b>	<b>15,825</b>	<b>16,603</b>
		2,016	2,021	2,026	2,031	2,036
	Occupied	3,496	3,496	3,496	3,496	3,496
	<b>Over (Under) supply</b>	<b>-7,209</b>	<b>-9,542</b>	<b>-10,975</b>	<b>-12,329</b>	<b>-13,107</b>

Source: SGS Economics and Planning 2017

<sup>28</sup> Reduced from the NSW average to reflect the low socio-economic status of Epping and accordingly lower turnover expectations for businesses in the market.

TABLE 16. EPPING SUPPLY SURPLUS/DEFICIT CALCULATIONS ('000 SQ.M.)

No supply change	2016	2021	2026	2031	2036
Food under supply	-679	-2,664	-3,877	-5,035	-5,729
Non-food under supply	-7,209	-9,542	-10,975	-12,329	-13,107
Vacant space	1,665	1,665	1,665	1,665	1,665
<b>Total Net Over (Under) supply:</b>	<b>-6,223</b>	<b>-10,541</b>	<b>-13,188</b>	<b>-15,698</b>	<b>-17,170</b>

With pipeline developments	2016	2021	2026	2031	2036
Food	-679	-2,664	-3,877	-5,035	-5,729
Non-food	-7,209	-9,542	-10,975	-12,329	-13,107
Vacant space	1,665	1,665	1,665	1,665	1,665
Additional retail space (Culm.)		4,146	4,146	4,146	4,146
<b>Total Net Over (Under) supply:</b>	<b>-6,223</b>	<b>-6,395</b>	<b>-9,042</b>	<b>-11,552</b>	<b>-13,024</b>

Source: SGS Economics and Planning 2017

The target market share for the centre equates to 28% for food, and 25% for non-food of PTA floorspace. These targets are consistent with the calculated market shares of comparable centres in suburban areas undertaken in previous research. In addition to demand from residents in a centre's PTA an additional 40% - 50% of trade in a centre of Epping's size and role is typically sourced from shoppers originating outside the PTA (50% has been assumed, based on known trade patterns of businesses operated in the centre). Floorspace demand has accordingly been calculated to provide a total serviceable demand.

### Combined local market

Viewing Epping's supply/deficit in isolation is a necessary but insufficient precondition to determining if the local market is in equilibrium

It is not realistic to expect neighbourhood scale centres to fulfil the complete retail needs of residents in their local primary trade areas. Indeed, escape expenditure occurs to some extent even from residents living close to large regional scale centres. Reflecting this, supply/demand needs to be reviewed in terms of the total local market, and target market shares for Eastwood & Carlingford have been calculated and applied. Note that while Eastwood is comparable to Epping in terms of food/non-food business mix (albeit a larger neighbourhood centre) and therefore a similar 50% estimate of PTA/beyond PTA trade has been made, Carlingford is a higher order (sub regional) centre capturing a higher proportion (55% est.) of trade from beyond its primary trade area and slightly higher target market shares.

TABLE 17. COMBINED SUPPLY SURPLUS/DEFICIT CALCULATIONS ('000 SQ.M.)

With known developments	2016	2021	2026	2031	2036
Food	195	-4,945	-8,703	-12,182	-14,550
Non-food	3,177	-2,876	-7,292	-11,358	-14,065
Vacant space	5,539	5,539	5,539	5,539	5,539
Additional retail space (Culm.)		7,409	7,409	7,409	7,409
<b>Net over (under supply)</b>	<b>8,911</b>	<b>5,126</b>	<b>-3,047</b>	<b>-10,592</b>	<b>-15,667</b>
	<b>10%</b>	<b>5%</b>	<b>-3%</b>	<b>-11%</b>	<b>-16%</b>

Source: SGS Economics and Planning 2017

## 5.4 Implications

### **Current floorspace from the combined centres' is only slightly in excess of demand**

10% is only a moderate over-supply given the limitations of the modelling and data used. A number of empirical facts support the conclusions for the modelling:

- Vacancies in Epping suggest there is some slack in the market, though this may just be frictional given the lull between the conversion of office space in the centre and the occupation of residential development.
- The known turnover of some of the largest chain businesses in the local market are comparable to or slightly lower than their fleet<sup>29</sup> averages. An under-supply of space would have these trading above their respective fleet averages.
- The quantum of planned retail floorspace in the development pipeline is not transformative, and some of it is only incremental – e.g. the replacement or reconfiguration of existing space at Eastwood Shopping Centre.
- Regional centres at Macquarie Park etc. will also be fulfilling some of the local demand – particularly for higher order non-food needs such as household & bulky goods (available at department stores and specialised mini majors).

### **With the current population projections and pipeline of retail developments adding to supply, the market is forecast to be close to equilibrium until the early 2030s**

An increase in floorspace beyond approximately 5,000 square metres across the local market centres (on top of the expected quantum of floorspace coming to market indicated by Cordell in Epping, Carlingford and Eastwood) by 2021 would result in disequilibrium, assuming no change to current trade patterns. This would have a dilutive effect on the turnovers of existing businesses, although gravity modelling would be required to estimate whether this would be excessive<sup>30</sup>. The forecast population figures reflect planning controls developed under the Epping Priority Precinct process. They do not reflect recent planning proposals submitted to Parramatta Council in excess of these existing controls.

### **Epping and Carlingford play complementary roles in the local retail system, meeting demand for retail uses now and into the future**

Epping and Eastwood serve PTAs of a similar size in terms of residents, whereas Carlingford serves a geographically and numerically larger catchment due to its strategic location in the road network, centre scale and variety of retail tenancies. Eastwood has developed into a specialised neighbourhood centre, catering to the local populations of particularly Chinese and Korean ethnicity and providing a unique hospitality offering attracting spend from outside of the centre.

Epping and Carlingford are located at either end of Carlingford Road. These two centres are in close proximity and fulfil complementary roles. Carlingford provides a higher order retail offering and comparison retailing while the Epping town centre offer convenience retailing and hospitality offerings in a higher accessible location. These two centres act as two ends of a 'dumbbell' along Carlingford Road. Demand for approximately 13,000 square metres of retail floorspace is forecast for the Epping town centre over the next 20 years.

<sup>29</sup> 'Fleet' referring to the average turnover of all the stores for particular brands throughout Australia

<sup>30</sup> i.e. greater than 10%, or sufficient to reduce average turnover densities below industry averages.

## 6 OFFICE DEMAND ASSESSMENT

This Chapter assesses the demand for office floorspace in the Epping town centre. This assessment considers all industries apart from retail and accommodation and food service, which were forecasted separately in Chapter 5. To forecast demand for office floorspace to 2036 this Chapter considers the competitive offer of the Epping town centre and assesses three possible future scenarios.

### 6.1 Value of office uses in the Epping town centre

Retaining office uses is important to the sustainability of commercial centres such as Epping. This retention is particularly important in light of the 30-minute city prioritised by the GSC, where more services and jobs should be available within easy reach of residents'. Though there are some costs associated with this, there are also important benefits for both businesses and residents from doing so.

The main costs of providing and retaining office uses over other types of use may be felt by existing land owners and potential developers of sites, as the land is not being put to its most profitable use in the current market, which is housing. Retaining office space can also be seen as a cost for potential home buyers or State and local governments, as the potential space for housing in the area becomes limited.

However, the benefits of the retention of office uses include the ability to maintain an employment base in the centre. This has further benefits for a given location in ensuring day-time activity, and in supporting retail trade and other businesses, and in reducing the need to travel for the local workforce if jobs can be found locally. The aim for significant centres on the rail line with high levels of accessibility should be to maximise the diversity of uses, without contributing to scale diseconomies or undermining aims for the employment role of strategic centres. Making provision for space for office and commercial uses is also important in planning for the long-term needs of centres and communities, as once spaces are converted for residential development it is difficult and unlikely to be changed back to support such uses should demand for different types of space change over time.

### 6.2 Competitive offer of Epping town centre

Consultation and market research suggests that as a commercial centre, Epping is likely to be in competition with several large and small nearby centres, including Macquarie Park, Chatswood, Norwest Business Park, the Parramatta CBD, Rhodes, Hornsby, Pymble and Pennant Hills. A multi-criteria assessment of Epping and these centres against a series of attributes is shown in Table 18. These locational and other attributes are important for commercial centres to be successful, and are discussed below.

#### Locational attributes

##### Existing commercial precinct

An established commercial precinct is likely to attract further businesses to the area, as locating in an area of dense economic activity allows for economies of scale and access to larger customer bases for firms. Each centre has been ranked as low, medium or high based on their existing concentration of commercial premises and activity.

### Existing population and projected residential population

The existing population of the suburb for each centre has been identified using BTS data by travel zone, along with the projected population in the next 15 and 30 years.<sup>31</sup> This gives an indication of the likely population catchment and customer base that each of the centres will be servicing in future.

### Office floorspace

Office floorspace has been identified in square metres for each centre, based on published data, and includes occupied and vacant space.<sup>32</sup> The current vacancy rate for office space in each centre has also been identified where possible. The availability of space in commercial centres affects the desirability for and ability of new businesses to locate in a particular centre.

### Availability of different sized floorspaces

The availability of different sized floorspaces in each centre has been noted, based on existing market research and current listing for spaces. Larger office floorplates (e.g. 1,000+ square metres) allow for larger corporations to locate in commercial centres, particularly businesses that want to have their full range of functions in one place rather than across multiple buildings or centres. Business parks have an advantage in this area, though larger commercial centres tend to offer larger floorplates as well. The flexibility of spaces can also be important to be able to suit different types of tenants.

### Rental prices for commercial space

The cost of leasing commercial space is an important factor in where businesses choose to locate. A desktop assessment of advertised rents for office and retail spaces per square metre in each of the competing centres has been undertaken, and each ranked on a scale of low, medium, and high costs. Rental costs for each are also likely to be influenced by the quality of available stock, with A-grade space generally limited to the larger centres.

### Road transport accessibility

Successful commercial centres need to be accessible to the labour force and to markets, with highly accessible locations preferred for commercial development. Access to arterial roads to connect commercial spaces to employees, clients and services are important. Each centre has been given a low, medium or high rating based on their accessibility to major roads.

### Car parking

The availability of parking spots is important to employees, clients and customers of office and retail businesses. A low, medium or high rating has been given to each location based on the availability of public car parking spaces and whether car space levies apply in the area.

### Exposure for retail

Exposure to passing trade is more important for retail premises than for office uses, though it can be a selling point for other commercial spaces. A low, medium or high rating has been given to each centre based on their proximity to major roads and centres of activity to give an indication of the number of people who are likely to drive or pass by.

<sup>31</sup> Based on travel zones within suburb of each centre. For Norwest Business Park, the suburbs immediately surrounding have been used.

<sup>32</sup> Estimates have been obtained from recent office market reports including: Savills, 2017, 'Briefing – North Shore Office,' <http://pdf.savills.asia/asia-pacific-research/australian-research/australia-office/savillsresearch-briefing-north-shore-office-q4-2016.pdf>; Property Council of Australia, 2017, 'Macquarie Park's Office Market Lagging,' [https://www.propertycouncil.com.au/Web/Content/Media\\_Release/NSW/2017/Macquarie\\_Park\\_s\\_office\\_market\\_lagging.aspx](https://www.propertycouncil.com.au/Web/Content/Media_Release/NSW/2017/Macquarie_Park_s_office_market_lagging.aspx); Cummins, 2016, 'Norwest Business Park close to 'house full'', <http://www.smh.com.au/business/property/norwest-close-to-house-full-20160413-go5j8h.html>; Savills, 2017, 'Briefing – Parramatta Office,' <http://pdf.savills.asia/asia-pacific-research/australian-research/australia-office/savillsresearch-briefing-parramatta-office-q4-2016.pdf>; Colliers International, 2014, *Sydney Office Market Research Report*, prepared for NSW Planning and Infrastructure, June 2014, <http://www.planning.nsw.gov.au/~media/Files/DPE/Reports/sydney-office-market-research-report-2014-06.aspx>

**Public transport accessibility**

Accessibility by public transport is also an important factor in the success and attractiveness of commercial centres, particularly as more jobs are concentrated in knowledge intensive industries in city centres rather than in outlying and industrial precincts. A poor, fair or excellent rating has been given to each centre based on the availability of different modes of public transport and the frequency of services.

**Anchor activities**

The main activities and services that are available in each of the centres have been identified. This gives an indication of the level of amenity in each area, with facilities such as banks and supermarkets important for commercial centres to be built around. These types of facilities can also be attractive features for businesses to be located near.

**Access to magnet infrastructure**

Access to large scale infrastructure can be important for commercial centres in attracting tenants and in acting as an anchor for new development. Infrastructure such as universities can also provide access to greater populations (e.g. students), and opportunities for knowledge sharing and agglomeration benefits for businesses. A low, medium or high rating has been given to each centre based on their proximity to facilities including hospital, universities and other educational facilities.

**Hospitality, retail and social infrastructure uses**

Having cafés or restaurants, retail, and social infrastructure (such as child care centres) close by can be attractive for businesses, as they provide amenity to their employees, with a variety of food and drink options likely to be more desirable. Each of the locations has been rated low, medium or high based on the concentration and variety of these types of uses in their centres.

**Urban amenity**

The quality of the urban environment in a centre can also be an important attractor to businesses, with public spaces that are more pleasant and vibrant likely to be more desirable. A low, medium or high rating has been given to each centre based on their provision of open space and the quality of streetscapes.

**Professional population**

Access to a professional pool of potential employees and clients can be important to the sustainability of commercial centres. The proportion of the resident population classified as professional in the 2011 Census at the State Suburb (SSC) level has been identified for each centre.<sup>33</sup>

**Tertiary educated population**

Access to an education population is also important for commercial centres. Using the same SSC areas from 2011, the proportion of the population with a bachelor's degree or higher qualification has been identified for each of the centres.

<sup>33</sup> Based on 2011 Census, State Suburbs (SSC) – Epping (NSW), Macquarie Park, Chatswood, Baulkham Hills, Bella Vista, Rhodes, Parramatta, Hornsby, Pymble, and Pennant Hills.

TABLE 18. COMPETITIVE OFFER ASSESSMENT

	Epping town centre	Macquarie Park	Chatswood	Norwest Business Park	Parramatta CBD	Rhodes	Hornsby	Pymble	Pennant Hills
<b>Existing commercial precinct</b>	Medium. Competition from Macquarie Park and residential uses.	High. Business Park in Global Economic Corridor.	High. Strategic centre in Global Economic Corridor. Some competition from residential uses.	High. Business park and primarily commercial uses.	High. Major commercial centre and Strategic Centre	High. Established commercial precinct.	Medium. Competition from Macquarie Park and residential uses.	Medium. Localised commercial uses as well as office park precinct.	Low. Limited office space. Competition from other centres.
<b>Existing and projected residential population</b>	2016: 29,223 2031: 42,173 2046: 54,574 (87% growth 2016-2046)	2016: 7,103 2031: 17,630 2046: 21,605 (204% growth 2016-2046)	2016: 28,718 2031: 33,230 2046: 41,558 (45% growth 2016-2046)	2016: 12,463 2031: 26,255 2046: 36,699 (194% growth 2016-2046)	2016: 20,730 2031: 45,632 2046: 64,253 (210% growth 2016-2046)	2016: 11,888 2031: 17,894 2046: 21,551 (81% growth 2016-2046)	2016: 24,031 2031: 27,743 2046: 32,746 (36% growth 2016-2046)	2016: 11,458 2031: 13,809 2046: 17,324 (51% growth 2016-2046)	2016: 8,692 2031: 9,400 2046: 11,214 (29% growth 2016-2046)
<b>Office floorspace</b>	Approx. 55,000 sqm. Very low vacancy rate.	Approx. 873,000 sqm. Slowly increasing vacancy rate, estimated at 7.5%.	Approx. 278,000 sqm. Estimated 7.7% vacancy rate.	Approx. 58,000 sqm. Low vacancy rate, estimated at 6%.	Approx. 707,000 sqm. Low vacancy rate, estimated at 4.3%.	Approx. 144,000 sqm. Low vacancy rate. Limited capacity for expansion.	Approx. 27,490 sqm*	Approx. 79,000 sqm*	Approx. 1,994 sqm*
<b>Type of office floorspace available</b>	Small floorplates only. Larger businesses relocated to other centres, remaining floorspace limited in size.	Large and small floorplates. Currently attracting larger tenants from other centres.	Large and small floorplates.	Large and small floorplates. Business park format allows for larger floorplates.	Large and small floorplates. Attracting tenants looking for larger spaces and CBD location.	Large and small floorplates.	Smaller floorplates only.	Smaller floorplates only.	Smaller floorplates only. Limited office stock in general.
<b>Rental Prices (office and retail)</b>	Low	Medium	High	Medium	High	Medium	Low	Medium	High**
<b>Road transport accessibility</b>	Medium. Beecroft Road connecting to M2, some congestion at peak times.	High. M2, though some congestion around afternoon peak.	High. Pacific Highway, though some congestion at peak times.	Medium. Close to M7 and Old Windsor Road, congestion within Park around peak times.	High. M4, though congestion at peak times.	Medium. Close to M4, but congestion particularly at peak times.	Medium. Nearby to Pacific Motorway, limited congestion.	High. Pacific Highway, limited congestion around centre.	Medium. Pennant Hills Road connects to M2 and Pacific Motorway, significant congestion.

	Epping town centre	Macquarie Park	Chatswood	Norwest Business Park	Parramatta CBD	Rhodes	Hornsby	Pymble	Pennant Hills
<b>Car parking</b>	Medium. No parking meters, but high utilisation of Council car park and on-street spaces.	Low. On-street parking fees recently increased in response to congestion.	Low. NSW Parking Space Levy applies. Council has aimed to limit amount of parking in the area.	Medium. Space provided with most buildings, and available at shopping centre.	Low. NSW Parking Space Levy applies. Most Council-provided spaces limited to short stays (4 hours or less).	Medium. Effort by Council to reduce number of cars and spaces, but free 3-hour parking available at shopping centre.	Low. Spaces in town centre generally occupied by early morning, especially untimed spaces.	Medium. Parking provided with business park buildings. Some on street and Council-run car parks available.	Low. Congestion an issue for residents. Lack of commuter spaces at railway and all-day spaces.
<b>Exposure (primarily for retail)</b>	High. Particularly on Beecroft Road.	Low. Retail spaces concentrated in shopping centre, motorway traffic separated from centre.	Low. Retail spaces concentrated in shopping centre, limited frontage on Pacific Highway.	Low. Separated from major arterial roads, shopfronts separated by landscaping and parking.	High. Retail not concentrated in one location, population and employment growth increasing potential exposure.	Low. Retail uses concentrated in shopping centre and largely separated from major traffic routes.	Medium. Main retail uses in shopping centre and separate from major traffic route.	Medium. Some retail uses front Pacific Highway, others within internal business park area.	Medium. Main retail area separated from Pennant Hills Road.
<b>Public transport accessibility</b>	Excellent. Bus and rail access. Future Metro Northwest station. Frequent services.	Excellent. Bus and rail access. Two Metro Northwest stations. Frequent services.	Excellent. Bus and rail access. Metro Northwest station. Frequent services.	Poor. Bus access only. Less frequent services.	Excellent. Bus rail and ferry access. Frequent services.	Fair. Bus and rail access. Less frequent services.	Fair. Bus and rail access. Less frequent services.	Fair. Bus and rail access. Less frequent services.	Fair. Bus and rail access. Less frequent services.
<b>Anchor activities</b>	Council facilities, major supermarket, health services.	State government facilities, major supermarkets, major shopping centre, banks, hospital, health services.	Major supermarkets, major shopping centre, State government facilities, banks, health services.	Major supermarkets, banks, some health facilities.	Council and State government offices, major supermarkets, major shopping centre, health services	Major supermarket, health services, shopping centre, banks.	Council facilities, major shopping centre, major supermarkets, TAFE.	Smaller supermarkets, banks, health services.	State government offices, smaller supermarkets, health services, banks.
<b>Access to magnet infrastructure</b>	Low. No major institutions close by.	High.	Medium.	Medium.	High.	Medium. Close to Concord Hospital, private hospitals, TAFE campus.	Medium. Close by to Hornsby Ku-ring-gai Hospital.	Low.	Low.

	Epping town centre	Macquarie Park	Chatswood	Norwest Business Park	Parramatta CBD	Rhodes	Hornsby	Pymble	Pennant Hills
		Close to Macquarie University, Macquarie University Hospital.	Close to several private colleges, private hospitals, nearby to UTS campus.	Nearby to TAFE and private colleges, and Norwest Private Hospital.	WSU campus, future UNE campus, close to Westmead, CBD location.				
<b>Hospitality, retail and social infrastructure</b>	Medium. Council library, mix of retail, large range of food outlets, limited child care centres currently.	High. Major shopping centre retail, child care centres, range of food options.	High. Council library, major shopping centre retail, child care centres, range of food options.	Medium. Range of shops and food outlets at Marketown shopping centre, child care centres.	High. Council library, major shopping centre retail, range of food options, child care centres.	High. Major shopping centre retail, range of food options, many child care centres.	Medium. Council library, major shopping centre retail, mix of local and chain food outlets, few child care centres.	Low. Limited retail offering, mostly local food outlets, limited child care centres.	Medium. Council library, mix of local and chain food outlets, limited retail offering, some child care centres.
<b>Urban amenity</b>	Medium. Major roads remain car dominated. Limited open space in the centre. Good location for transport accessibility.	Medium. Limited after-hours activity, but likely to improve with residential and commercial expansion.	High. Limited public open space, but some pedestrianised areas. Good accessibility.	Low. Car dominated environment. Large distances between buildings less conducive to pedestrian amenity.	High. Limited public and green space currently, but improving. Good accessibility.	Medium. Green space nearby and some pedestrianised areas. Good accessibility, but car dominated particularly on Concord Road side.	Medium. Some open space nearby but not in centre.	Medium. Some public spaces. Some pedestrianised areas but largely car dominated, particularly in business park area.	Low. Limited public space. Car dominated.
<b>Professional population</b>	19.6%	18.7%	18.0%	15.1%	14.9%	18.4%	16.6%	19.1%	18.3%
<b>Tertiary educated population</b>	35.1%	36.4%	35.3%	22.9%	32.9%	40.4%	29.1%	37.5%	32.2%

\*Floorspace estimates from *Ku-ring-gai & Hornsby Subregional Employment Study*, SGS Economics & Planning, 2008. Estimate for Pymble includes Pymble Business Park.

\*\*High prices for Pennant Hills due to a small sample size of available commercial rental properties.

### Conclusions on Epping's competitive offer

Epping's resident population is expected to be larger than the other suburban centres like Hornsby, Pymble and Pennant Hills, and is expected to have a high rate of growth over the next 30 years. Epping will also have a larger resident population than Macquarie Park, and have a comparable level of highly educated and professional people to draw on.

Epping generally has the benefit of lower prices for office rentals than the larger centres, however, this is likely to be attributable to a lack of A-grade stock in the area. The currently low vacancy rate for office space limits the competitiveness of Epping, particularly when the larger centres have more space overall and higher vacancy rates (with the exception of Parramatta).

The limited availability of large floorplates is a disadvantage for Epping compared to Norwest and the major centres in attracting larger office tenants, and as identified previously, this is being exacerbated by the encroachment of residential uses into the commercial core. Residential conversions are also affecting some of the other centres such as Macquarie Park and Hornsby, though perhaps not to the same extent.

Epping ranks well for its transport accessibility, on par with the major centres in the Global Economic Corridor, being in close proximity to major arterial roads as well as frequent public transport routes, including the future North West Metro. The lack of a parking levy has also been noted as an advantage for Epping compared to Parramatta and Chatswood where the levy applies, though like a number of the competing areas, the availability of parking is a common issue for workers and residents.

Epping has good exposure for retail spaces, with proximity to major roads as well as a large amount of foot traffic. Retail spaces in Epping are also not concentrated within shopping centres as is the case in Macquarie Park, Chatswood, Rhodes, and elsewhere. However, Epping is likely to lack some of the prestige that is associated with these larger commercial centres which can help to attract businesses. Conversely, a high quality main street with a diverse retail and food offering can draw additional businesses to Epping, in particular small to medium enterprises.

Epping is disadvantaged in terms of immediate accessibility to major infrastructure compared to some of the other centres, including in proximity to universities and hospitals, but the centre is in close proximity to such facilities in Macquarie Park which are easily accessible by train. Epping ranks well in terms of its hospitality offering and provision of social infrastructure. Non-residential facilities will likely increase in the area as residential development continues as well, as has been the case in Chatswood. Epping is also comparable to the smaller centres in terms of urban amenity, with similar issues around the provision of public open space and the need for better pedestrian connections.

Similarities can be seen between Epping's current evolution and that of Chatswood, with the latter beginning as a largely commercial precinct before large residential developments have been introduced in recent years. Chatswood has a more significant retail role than Epping but a similar level of transport accessibility to Epping, Chatswood has a large range of retail and food options, as well as non-residential population supporting uses such as child cares and gyms.

### 6.3 Office floorspace demand forecast approach

Three office floorspace demand forecasts have been developed considering the findings of this report and the competitive offer of the Epping town centre. These scenarios envisage three futures where the Epping town centre takes on different roles:

- Population serving centre – office uses service the population of Epping
- Local centre – office uses service the surrounding population (e.g. a 5-10 minute catchment)
- District centre – office uses service a wider population and attract strategic employment uses (e.g. a 20-30 minute catchment).

As noted above, there have been significant changes in Epping's office floorspace in the past few years that has not been yet reflected in Census or employment projections data (the 2016 Census data should reflect the changes when released). Rather than apply the current forecasted jobs for Epping, the three scenarios approach provides an understanding of Epping's role and function considering recent trends and consultation findings.

These scenarios do not consider demand for retail and hospitality land uses in the Epping town centre. Floorspace demand from these uses is forecast separately below.

### Epping as a population servicing centre

Under this scenario, land uses occupying office floorspace only service the population of Epping. For the purpose of this scenario, the population of the suburb of Epping has been applied.

Population driven employment has been estimated by performing a regression analysis to identify the type of jobs that are linked to population, and applying population-driven employment ratios to the estimated incoming population.

Through the regression analysis, we have established the causal relationship between population and employment by industry at the Statistical Area 3 (SA3) level<sup>34</sup>. The regression analysis coefficients have been applied to population forecasts in Transport Performance and Analytics' LU16 for the West Central District.

It is recognised that not all employment is suitable or required to be in centres. For instance, heavy manufacturing uses are more appropriate in industrial precincts to avoid land use conflict and to facilitate their specific operations, and schools are located across different urban forms (e.g. in residential areas, in centres etc.). To determine the number of jobs which would require office space in the Epping town centre, attribution rates prepared by SGS from previous commercial analysis have been applied for jobs by industry to reflect their likelihood of locating in centres.

Table 19 shows the number of jobs in the Epping town centre by GSC job classification to 2036. Under this scenario, job numbers grow in line with the forecast population of Epping, with the greatest change occurring over the five years from 2016 to 2021. The nature of this scenario sees the majority of employment driven by population serving industries.

TABLE 19. EPPING AS POPULATION SERVING CENTRE – JOBS BY GSC INDUSTRY

	2016	2021	2026	2031	2036
Knowledge Intensive	104	139	160	180	192
Population Serving	152	203	234	264	281
Industrial	15	20	24	27	28
Health and Education	141	187	216	244	260
<b>Total</b>	<b>412</b>	<b>550</b>	<b>634</b>	<b>715</b>	<b>762</b>

Source: SGS, 2017

Note: Jobs in Retail Trade and Accommodation and Food Services have been removed in this analysis. Floorspace for these uses is forecast separately.

Forecast jobs under this scenario are converted to office floorspace by applying a standard floorspace to job ratio of 20 square metres (while this figure has come down in more expensive office markets such as the CBD it is a robust estimate in suburban markets such as Epping). The results of this analysis are shown in Table 20. Under this scenario, if only the needs of the resident population of the suburb of

<sup>34</sup> Statistical Area 3 (SA3) is a geography defined by the Australian Bureau of Statistics which is used to present data in standardised regions across Australia. The regional breakups have been designed to reflect regional identity. These are areas with both geographic and socio-economic similarities.

Epping are considered, the Epping town centre has forecast supportable demand for 9,520 square metres of office floorspace in 2036. This would represent a further reduction in office floorspace in the Epping town centre.

TABLE 20. EPPING AS POPULATION SERVING CENTRE – TOTAL OFFICE FLOORSPACE BY GSC INDUSTRY

	2016	2021	2026	2031	2036
Knowledge Intensive	2,079	2,773	3,200	3,608	3,846
Population Serving	3,042	4,059	4,684	5,280	5,628
Industrial	306	408	471	531	566
Health and Education	2,811	3,750	4,327	4,878	5,200
<b>Total</b>	<b>8,237</b>	<b>10,990</b>	<b>12,683</b>	<b>14,297</b>	<b>15,240</b>

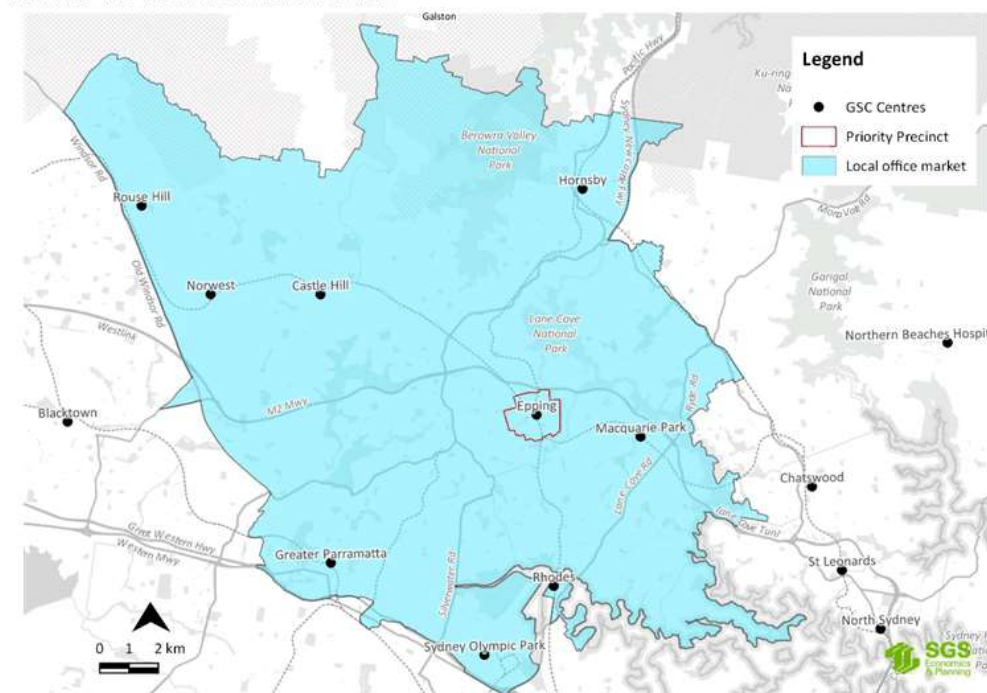
Source: SGS, 2017

Note: Jobs in Retail Trade and Accommodation and Food Services have been removed in this analysis. Floorspace for these uses is forecast separately.

### Epping as local centre

This scenario forecasts the amount of commercial floorspace demand for the Epping town centre if it functions as a local centre as designated by the GSC. This approach considers Epping within its local office market informed from consultation sessions and SGS' competitive offer analysis. The local office market applied for this analysis extends to Hornsby, Pymble, Greater Parramatta and Rouse Hill as shown in Figure 32.

FIGURE 32. LOCAL OFFICE MARKET



Source: SGS, 2017

Forecast employment by Travel Zone prepared by Transport Performance and Analytics has been extracted for the local office market area. The forecast employment allocated to Strategic and District

centres within this catchment have been removed. These centres account for approximately 70% of all forecast employment in the local office market area.

The remaining forecast employment across the local office market has then been allocated evenly across local centres. Across this local office market, there are 28 local centres defined by the GSC.

Job numbers for local centres in the local office market have been further refined in recognition that not all jobs are appropriate or can be accommodated in centres. As per the previous scenario, attribution rates prepared by SGS from previous commercial analysis have been applied for jobs by industry to reflect their likelihood of locating in centres. Forecast jobs in the Epping town centre to 2036 under this scenario are shown in Figure Table 21.

TABLE 21. EPPING AS LOCAL CENTRE – JOBS BY GSC INDUSTRY

	2016	2021	2026	2031	2036
Knowledge Intensive	725	815	886	966	1,059
Population Serving	448	492	536	581	628
Industrial	18	18	18	17	18
Health and Education	397	430	459	489	522
<b>Total</b>	<b>1,587</b>	<b>1,755</b>	<b>1,898</b>	<b>2,053</b>	<b>2,226</b>

Source: SGS, 2017

Note: Jobs in Retail Trade and Accommodation and Food Services have been removed in this analysis. Floorspace for these uses is forecast separately.

Applying the current employment floorspace ratio of one job for every 20 square metres to the 5,674 jobs forecast for 2036 yields a floorspace forecast demand of 31,845. This is approximately 1,000 square metres more than the current occupied and vacant office floorspace in the Epping town centre.

TABLE 22. EPPING AS LOCAL CENTRE – TOTAL OFFICE FLOORSPACE BY GSC INDUSTRY

	2016	2021	2026	2031	2036
Knowledge Intensive	10,368	11,663	12,678	13,819	15,148
Population Serving	5,672	6,152	6,561	6,990	7,465
Industrial	264	262	254	248	252
Health and Education	6,403	7,034	7,663	8,316	8,981
<b>Total</b>	<b>22,707</b>	<b>25,110</b>	<b>27,156</b>	<b>29,372</b>	<b>31,845</b>

Source: SGS, 2017

Note: Jobs in Retail Trade and Accommodation and Food Services have been removed in this analysis. Floorspace for these uses is forecast separately.

### Epping as a sub-District centre

This scenario recognises the earlier role of Epping as a professional services hub and builds upon the potential of the Epping town centre's existing and planned transport infrastructure.

SGS has applied a Sydney-wide accessibility model to forecast future jobs by Travel Zone across the metropolitan area. The accessibility model analyses the likely shift in jobs locating in centres and employment centres with the completion of the Sydney Metro.

The Sydney Metro has the potential to enhance the connectivity of the Epping town centre in future, linking the centre to the north west suburbs of Sydney and providing an additional connection to the Sydney CBD. This increased level of connectedness will have significant positive impacts to the Effective Job Density (EJD) of all centres located along the Sydney Metro Station Line.

Effective job density is a measure developed by SGS of the relative concentration of employment, derived from the density and accessibility of all jobs across a region. Areas with high employment and/or high accessibility to places of employment return higher effective job density scores. EJD can be improved by increasing jobs and reducing travel times. The travel time improvement assumptions underpinning the EJD uplift modelled for this analysis are outlined in Table 23

TABLE 23. MODELLING IMPACTS OF A SYDNEY METRO STATION ON ACCESSIBILITY BY PUBLIC TRANSPORT

Origin	Destination	Improvement to accessibility	Rationale
Metro Stations	to Metro Stations (within an 800 metre walking radius)	50%	E.g. 15 services form Epping to the CBD at peak hour via Macquarie Park
Metro Stations	to Metro Stations (within a two kilometre radius)	25%	Outer limit of train station catchment
Non-metro locations of Sydney	to Metro Stations	No change	The uplifts would not be significant enough to induce any observable land use changes.
Non-metro locations of Sydney	to non-metro locations of Sydney	No change	The uplifts would not be significant enough to induce any observable land use changes.

Source: SGS, 2017

Significant agglomeration economies will flow from the better access that the proposed Sydney Metro station provides, as the EJD of the Epping town centre improves. The Sydney-wide accessibility model determines a change in accessibility by calculating an EJD measure using travel times for the Sydney Metro, and then for a base case (i.e. a scenario that does not include the Sydney metro), using the discounted and non-discounted travel times respectively.

The accessibility model shifts the forecast growth in employment and dwellings prepared under Transport Performance and Analytics LU 16 to (or from) areas based on changes in travel time. The introduction of the Sydney Metro results in a changed EJD score, based off the coefficients obtained from regressing historical employment and household data from 1996 to 2011.

The Epping town centre's proximity to the train station greatly enhances its accessibility and potentially the number of jobs locating in the centre. Table 24 below outlines the forecast jobs at 2011 and 2036 for the Epping town centre under this scenario. This scenario differs from other office scenarios, using 2011 as the base year and calculating jobs for the SA2 rather than the town centre.

TABLE 24. EPPING AS SUB-DISTRICT CENTRE –JOBS BY GSC INDUSTRY

	2011	2036
Knowledge Intensive	2,048	3,209
Population Serving	1,559	1,481
Industrial	1,323	1,797
Health and Education	1,582	2,866
<b>Total</b>	<b>6,512</b>	<b>9,353</b>

Source: SGS, 2017

As with other office floorspace demand scenarios, a standard employment of floorspace ratio of one job per 20 square metres of office floorspace has been applied alongside an attribution rate for centre-based employment by industry. The forecast office floorspace under this scenario is 55,616 at 2036.

TABLE 25. EPPING AS SUB-DISTRICT CENTRE – FLOORSPACE BY GSC INDUSTRY

	2011	2036
Knowledge Intensive	18,691	29,287
Population Serving	6,922	6,576
Industrial	490	665
Health and Education	10,536	19,088
<b>Total</b>	<b>36,639</b>	<b>55,616</b>

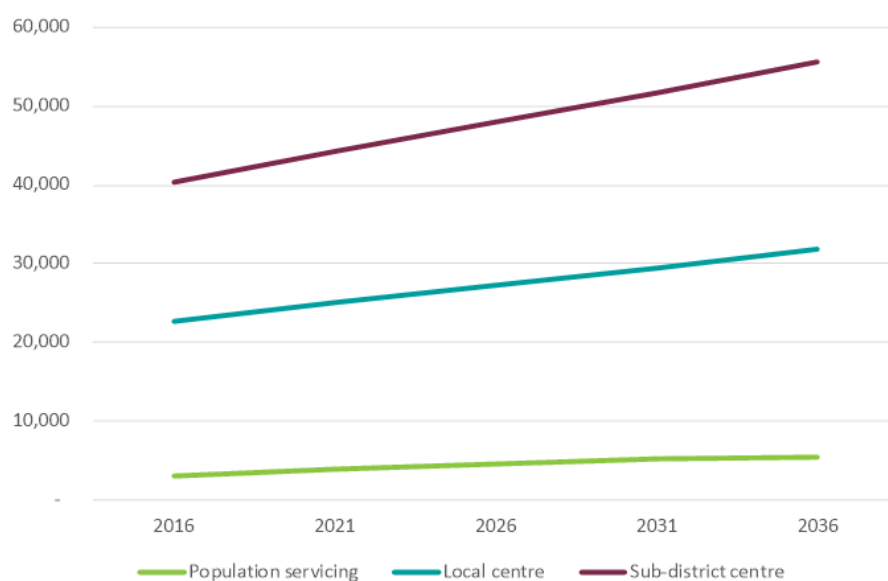
Source: SGS, 2017

However, this scenario requires 2011 as the base scenario. As noted above, the Epping town centre has lost a significant proportion of its office floorspace between 2011 and 2016. This would impact on the employment forecast prepared for the Epping town centre and subsequent floorspace demand. In light of this loss of floorspace, supportable demand for office floorspace of between 40,000 and 45,000 square metres at 2036 is considered more likely.

## 6.4 Implications for Epping

Three employment scenarios have been forecasted for the Epping town centre. These scenarios act as low, medium and high employment scenarios, dependent on the catchment and role of the Epping town centre. The floorspace supportable under these scenarios are shown in Figure 33.

FIGURE 33. FORECAST OFFICE FLOORSPACE SCENARIOS (SQUARE METRES)



Source: SGS, 2017

The low scenario – Epping as a population serving centre – is not considered realistic or desirable outcome for the Epping town centre. This scenario includes minimal office floorspace for the Epping town centre, relinquishing its current role as a wider services and employment hub. This would remove the potential for local employment as well as limiting the growth of local services, such as medical services, to support the populations beyond the suburb boundaries of Epping.

The medium scenario – Epping as a local centre – forecasts demand for office floorspace in line with current provision in the Epping town centre. Existing office floorspace, both occupied and vacant, would need to be provided within the redevelopment of the Epping Priority Precinct.

The high scenario represents an aspiration for the Epping town centre to function as a sub-District centre. This scenario takes Epping's locational advantages into account.

In light of the competitive offer of Epping, office floorspace demand for Epping is likely to sit between the medium and high scenario. Epping has several beneficial locational and transport attributes, however its proximity to Macquarie Park and the Parramatta CBD limit its ability to function as a strategic employment centre. Supportable demand for office floorspace of between 40,000 and 45,000 square metres at 2036 is considered the most likely limit for office floorspace for Epping if it fulfils a sub-District centre function.

## 7 IMPLICATIONS AND DIRECTIONS

### 7.1 The role of Epping town centre

The Epping town centre has been designated as a local centre in State planning documents in the expectation that it will largely accommodate residential development, with minimal retail and commercial floorspace to support the surrounding population.

The analysis of this report suggests that the Epping town centre has the potential to play a more significant role supporting non-residential uses. Epping has a relatively even spread across the GSC's 4 job classification categories. This split of jobs indicates that Epping is an accessible location, attracting jobs in industries that do not necessarily rely on local populations, such as knowledge intensive jobs in professional services.

Consultation with local real estate agents, the Chamber of Commerce, and land owners has found that there is demand for retail and office floorspace in Epping that is not currently being met. A limited supply of office floorspace in particular has also occurred in recent years, impacting on the availability of space for current and future office uses in particular.

Given Epping's close proximity to other strategic centres at the metropolitan level, existing uses and significant infrastructure assets, including access to the new Sydney metro, the role of Epping could therefore be seen as a sub-district centre, which meets the needs of a large local residential population in its immediate catchment as well as providing higher-order services and commercial space for small to medium sized businesses. This idea of Epping as a significant services and small business centre within the West Central District, catering to the diverse needs of residents within its catchment, is consistent with the strategic idea of a '30 minute city' where more employment, opportunities and services are provided within a reasonable travel distance.

If the Epping town centre is considered on its own, demand for an additional 13,000 square metres of retail floorspace is forecast to 2036. However, the Epping town centre forms part of a wider retail system. Some of this forecast demand can be met across other nearby local retailing centres, including Carlingford and Eastwood. The variety of higher order retailing available in Carlingford can complement the hospitality and convenience offering of the Epping town centre. The redevelopment of properties across the Epping town centre has the potential to enhance the variety and built form of retail uses in the centre raised in consultation.

The forecast demand for office floorspace for Epping identified earlier is 55,616 square metres of office floorspace by 2036 if Epping is to fulfil a sub-District centre function. This office floorspace could enable the Epping town centre to function as a secondary employment centre in the local office market, supporting but not competing with the major employment centres of the Parramatta CBD and Macquarie Park. The Epping town centre is likely to support local small and medium enterprises as well as some strategic knowledge intensive businesses requiring smaller floorplates in a highly accessible location.

## 7.2 Potential approaches

Existing retail floorspace in the Epping town centre is likely to be redeveloped and replaced with ground floor retail floorspace under the existing market conditions and planning controls framework. However, the current planning controls do not promote the provision of commercial floorspace above the ground floor and it is considered that this is likely to continue into the future as the residential market remains strong. Under current market conditions, it is unlikely that the forecast quantum of office floorspace will be provided, with existing floorspace converted to residential uses despite existing DCP controls encouraging non-residential floorspace above the ground floor.

It is therefore considered appropriate to require some commercial floorspace to be included within new development applications and planning proposals. There are three general approaches that could be applied to see the delivery of commercial floorspace in the Epping town centre.

### Standalone office development

There may be potential for the development of standalone office towers in the Epping town centre. However, the current strength of the residential property market is likely to 'work against' the development of a new standalone office tower as the principal development on a site in the Epping town centre. Given residential floorspace is permissible with consent this is likely to be seen as the 'highest and best use' for most sites across the town centre.

In order to ensure that standalone office towers occur, development controls would need to change to remove the potential for residential development to be the 'highest and best use'. A Commercial Core zoning, prohibiting residential development, would need to be contemplated. This would impact on land value to the detriment of land owners and purchasers who have 'factored in' prospects for residential development. Furthermore, there is no guarantee that stand alone office development would follow as pre-commitments for office floorspace are typically required before construction commences, and there may not be sufficient depth of demand for this to occur. A Commercial Core zoning is therefore not considered appropriate or viable for the Epping town centre in light of the market trends reviewed and should not be relied upon to deliver the office floorspace forecast for Epping as a sub-District centre.

This is not to say that this form of development cannot occur – changes in demand for residential and commercial property may alter demand for this type of development – however it is unlikely to be feasible in the short to medium term. The development of standalone office towers may be possible on larger sites where residential and office buildings could be 'horizontally separated', rather than in vertically separated configurations. This cannot be dictated in planning controls or relied upon to deliver the forecast office floorspace, but remains a possibility for a market-led option in the Epping town centre.

### Non-residential floorspace ratio

Ideally, a mixed use shop top housing development would incorporate commercial uses above the ground floor along with residential floorspace. The inclusion of commercial floorspace in podium development at the base of mixed use towers is considered to be the most appropriate and desirable outcome for the Epping town centre.

This would be achieved through the application of a non-residential floorspace ratio in the new LEP for the Epping town centre. A non-residential floorspace ratio requires a minimum proportion of a development proposal's floorspace to be allocated to non-residential uses. Existing examples in Greater Sydney include the North Sydney and St Leonards strategic centres under the *North Sydney Local Environmental Plan 2012* and the Merrylands local centre under the *Holroyd Local Environmental Plan 2013*.

### Development of government owned sites

The development of local and/or state government -owned land may provide an opportunity to deliver office floorspace to meet forecast demand over the next 20 years. The development of government-owned sites has the potential to act as a 'proof of concept', demonstrating the value of providing floorspace to accommodate small to medium enterprises and the development of a truly mixed use centre. Development on these site/s could include residential development. The potential for a shared work space should also be considered to support small office-based enterprises. This would require a deliberate strategy to support the 30 minute city concept with Epping as a hub and a sub-District centre.

The primary opportunity in the Epping town centre is the Ray Road/Beecroft Road sites that have been acquired by the state for the development of the Sydney Metro. These were previously zoned for business purposes (i.e. B2 Local Centre). Notwithstanding the current R4 High Density Residential zoning, these sites provides an opportunity to support the functioning of Epping as a sub-District centre with a true mix of uses, potentially incorporating commercial floorspace on the first few storeys and/or a standalone office tower.

It is recognised that this option is largely outside of Council's control and involves engagement with and support of the NSW government and relevant state agencies which should be sought. Therefore, this approach cannot be relied on to achieve the vision of Epping as a sub-District centre.

### 7.3 Achieving the vision for Epping as a sub-District centre

A non-residential floorspace ratio is considered the most appropriate and effective mechanism to maintain and develop commercial floorspace in the Epping town centre to meet demand over the next 20 years. This would see the development of truly mixed use development which supports the healthy functioning of the centre, providing services for the local and surrounding population, and enable Epping to capitalise on existing and future transport infrastructure as a sub-District centre. A non-residential floorspace in the LEP would also achieve the podium-style development currently required in the two DCPs with the weight of an environmental planning instrument. Maintaining residential development as part of the development is considered appropriate and viable under current market conditions, ensuring residents are located in the centre to activate the Epping town centre outside of work hours.

The appropriate ratio would be set by Council to meet the forecast demand for 55,616 square metres of office floorspace after considering where in Epping commercial floorspace should apply and what uses should be excluded from a minimum non-residential floorspace ratio.

Existing examples of non-residential floorspace ratios in Greater Sydney exclude all residential accommodation, tourist and visitor accommodation, carparks and telecommunications facilities from calculating non-residential floorspace. The exclusion of these uses is largely considered appropriate for Epping. The exclusion of serviced apartments (a form of tourist and visitor accommodation) is considered necessary too as this land use performs a similar role to residential accommodation and would not assist in achieving the strategic vision for the Epping town centre as a sub-District centre.

The location of a non-residential floorspace ratio should be determined by Council considering the most desirable planning and urban design outcomes. The spread of a non-residential floorspace ratio will affect the size of the ratio required to meet forecast need. For instance, a lower ratio would apply across a larger area whereas a non-residential floorspace ratio that only applies to a few lots would need to be higher to achieve 55,616 square metres of office floorspace.

It is SGS' view that a non-residential floorspace ratio should apply on both sides of the rail line to activate both sides of the rail line. It is recognised that some of this potential has been lost with approved development applications on the eastern side including limited commercial floorspace above the ground floor. There may be more potential to provide more commercial floorspace on the western side of the rail line as the lots are generally larger and there is limited approved redevelopment.

A non-residential floorspace should be supported by design controls in the new DCP to achieve a human-scale streetscape and a high quality public domain. It is envisaged that the existing design controls requiring podium style development will continue, providing space for commercial uses mandated in the non-residential floorspace ratio. DCP controls should also stress the need for developments to include flexible floorspace to accommodate businesses of different sizes as they grow and development.

DCP controls should also explore innovative car parking controls to reduce development costs and the impact of cars on the Epping town centre. These controls could include maximum rates for parking or the reduction of minimum car parking rates, and contributions to offsite, centralised car parking supporting several developments. These controls should recognise the Epping town centre's high quality public transport connections and should be developed in accordance with the findings of the Traffic and Transport report prepared as part of the Epping Planning Review.

## 8 APPENDIX

### 8.1 Average Retail Turnover Densities – 2016 estimate

	Turnover p/sqm.
Specialty - Other Food	\$14,282
Specialty - Other Food	\$12,272
Hospitality and Services	\$8,152
Specialty - Other Retail	\$8,035
Specialty - Clothing and Soft Goods	\$5,756
Department Stores	\$5,897
Bulky/Household Goods	\$5,613

Source: Urbis (2009) with SGS calculations (2017)

### 8.2 Allocation of commodity expenditure to floorspace typology

	Food & Groceries	Bottleshop/ Tobacco	Restaurants & Cafes & Take-away	Clothing & Shoes	Furniture, Whitegoods, Homeware, Manchester & Electronics	Hardware & Garden	Other Retail	Retail Services
Supermarkets/ Convenience stores	75%	30%						
Specialty - Other Food	25%	70%					10%	
Specialty - Other Food			100%					
Hospitality and Services								
Specialty - Other Retail					10%	10%	80%	70%
Specialty - Clothing and Soft Goods				70%				
Department Stores				30%	45%		10%	30%
Bulky/Household Goods					45%	90%		

### 8.3 Retail floorspace pipeline

Note: only development applications that include retail floorspace are included in this table.

Address	Stage	Current use	Proposed retail (sqm.)	Retail details
<b>Eastwood</b>				
3-5 Trewlaney Street	Pre construction	Vacant	564	5 tenancies, ground floor
115 Rowe St	DA approved	Carpark	440	Expansion of Eastwood Hotel, comprising bar/dining areas, alfresco dining and seating areas, bar with outdoor gaming) at ground floor
7-9 Rutledge Street	Pre construction	Vacant	960	Ground floor
13-19 Glen Street	DA assessment	single detached houses	800	4 ground level retail tenancies (90sq m to 298sq m)
<b>Total</b>			<b>2,764</b>	
<b>Carlingford</b>				
12 James Street	DA approved	Single detached house	12	Part of mixed use development
1-7 Thallon Street	Construction	Vacant site	408	Part of mixed use development
2-8 James Street	Construction	Vacant site	55	Part of mixed use development
10 James Street	Construction	Vacant site	24	Part of mixed use development
<b>Total</b>			<b>499</b>	
<b>Epping</b>				
15-17 Essex Street	Construction	Single detached house (3)	210	Part of mixed use development
20-28 Cambridge Street	Construction	Office tower	1,008	Tenancies are all under 100sqm
12-22 Langston Place	DA assessment	Office tower	1,454	Approx. 10 tenancies
2-4 Cambridge Street	DA assessment	Church	1,474	One large tenancies (approx. 1100sqm, marked as commercial, has ground floor access), one smaller tenancy)
<b>Total</b>			<b>4,146</b>	

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## Epping Town Centre

### Commercial Floorspace Traffic Study

Prepared for City of Parramatta  
February 2020

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# Epping Town Centre

## Commercial Floorspace Traffic Study

**Report Number**

J190415 RP1

**Client**

City of Parramatta

**Date**

21 February 2020

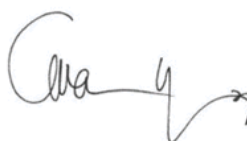
**Version**

v3 Final

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21 February 2020

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National Technical Leader - Urban &amp; Regional Planning

21 February 2020

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# Table of Contents

1	Introduction	1
1.1	Overview	1
1.2	Future base year and proposed future land use scenarios	2
1.2.1	Scenario 0: future base case	3
1.2.2	Scenarios 1 and 2: Proposed future land use	4
1.3	Methodology	5
2	Traffic generation assumptions	7
2.1	Traffic generation rates	7
2.2	Traffic distribution pattern	8
3	Future Road Network Operations	11
3.1	Dynameq network traffic model results	11
3.2	SIDRA network model results	12
4	Network operational results for base year Scenario 0	13
5	Network operational results for Scenario 1	15
6	Network operational results for Scenario 2	17
7	Comparison and conclusion	19

## Appendices

Appendix A	Baseline residential sites	A.1
Appendix B	Proposed commercial site details	B.1
Appendix C	EMME2 and Dynameq network outputs	C.1
Appendix D	SIDRA network model outputs	D.1

## Tables

Table 1.1	Authorised dwelling development within the Town Centre	3
Table 1.2	Additional development within the Town Centre (Scenario 0)	3
Table 1.3	Proposed future development within the Town Centre (Scenario 1 and Scenario 2)	4
Table 1.4	Summary of committed RMS and Council road improvements	5
Table 2.1	Traffic generation rate adopted in the study report	8
Table 4.1	Seven key traffic signal-controlled intersections for Scenario 0 during AM peak hour	13

Table 4.2	Seven key traffic signal-controlled intersections for Scenario 0 during PM peak hour	13
Table 5.1	Seven key traffic signal-controlled intersections for Scenario 1 during AM peak hour	15
Table 5.2	Seven key traffic signal-controlled intersections for Scenario 1 during PM peak hour	15
Table 6.1	Seven key traffic signal-controlled intersections for Scenario 2 during AM peak hour	17
Table 6.2	Seven key traffic signal-controlled intersections for Scenario 2 during PM peak hour	17
Table 7.1	Comparison of SIDRA traffic impact for various scenarios during the AM peak hour	19
Table 7.2	Comparison of SIDRA traffic impact for various scenarios during the PM peak hour	19

#### Figures

Figure 1.1	Map of the Epping Town Centre and surrounding study areas	2
Figure 2.1	Commercial and retail trip origins for Epping Town Centre areas west of the railway line	9
Figure 2.2	Commercial and retail trip origins for Epping Town Centre areas east of the railway line	10

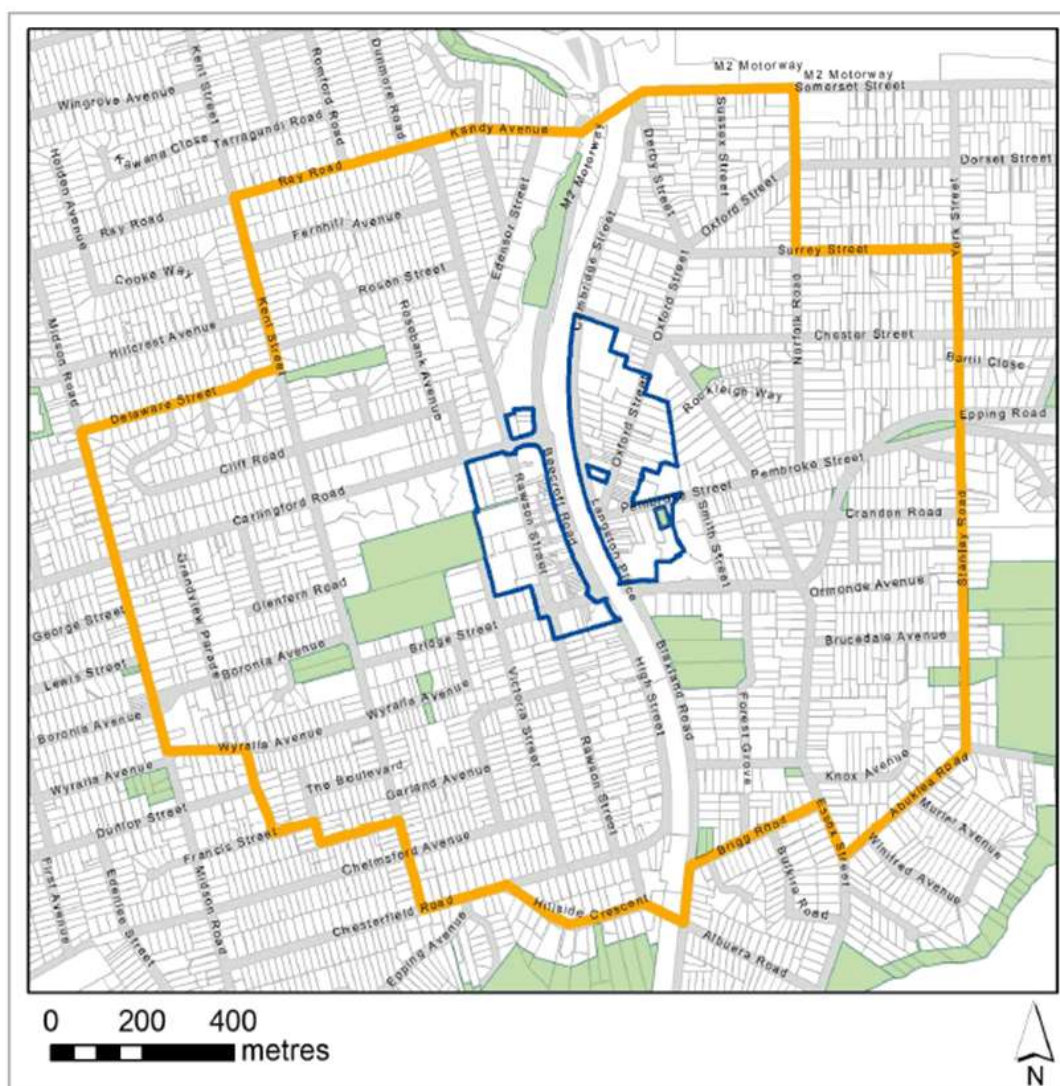
# 1 Introduction

## 1.1 Overview

City of Parramatta (the Council) has engaged EMM Consulting to assess and compare operational traffic results for the major road network based on two future (2026) Town Centre land use scenarios. The future base year scenario and two proposed future land use scenarios are summarised as follows. The relevant areas are illustrated in Figure 1.1 for the core Town Centre Study area (in blue) and the surrounding areas (in orange) which are relevant to the assessments in this traffic study report.

Throughout this report, the following terms are used.

- **Authorised development**, includes approved development (and approved development under construction) for the period from 2016 to 2026 in the Town Centre and surrounding areas in accordance with the current floor space ratio (FSR) planning controls. This equates to approximately 2,017 dwellings (refer to Appendix A).
- **Scenario 0 - base case**, authorised development + 12,232 m<sup>2</sup> retail area + 5,504 m<sup>2</sup> commercial office area + a potential 1,742 residential units based on 85 m<sup>2</sup> unit size (for the purpose of comparability between scenarios) under the current development controls. This scenario identifies the likely development patterns in the absence of any changes to development controls.
- **Scenario 1 - future land use with additional commercial development**, authorised development + 12,232 m<sup>2</sup> retail area + 43,551 m<sup>2</sup> commercial office area + a potential 1,310 residential units based on 85 m<sup>2</sup> unit size (for the purpose of comparability between scenarios). No change to current FSR planning controls. This scenario considers the future development pattern if an increase in commercial floorspace displaces some of the residential floorspace.
- **Scenario 2 - future land use with additional commercial development and revised FSR**, authorised development + 12,232 m<sup>2</sup> retail area + 43,551 m<sup>2</sup> commercial office area + a potential 1,808 residential units based on 85 m<sup>2</sup> unit size (for the purpose of comparability between scenarios). This scenario considers the outcome if the commercial component of future development is increased and an increase in FSR is also introduced which will provide for greater commercial development but without any displacement of residential floorspace.



**Figure 1.1** Map of the Epping Town Centre and surrounding study areas

## 1.2 Future base year and proposed future land use scenarios

The Council has provided EMM with a detailed list of properties that are either approved or under construction. These are considered to be 'authorised development' and represent development which is included under all scenarios and summarised at Table 1.1.

The locations of the future study area development sites outside the Town Centre are shown on the map in Appendix A.

The additional Town Centre potential development sites for Scenario 0 (future base year) and Scenario 1 and Scenario 2 (proposed future land uses) are shown in Appendix B.

**Table 1.1** Authorised dwelling development within the Town Centre

Property address	Residential Units (@ 85 sqm each)
35 Oxford Street	54
18-28 Cambridge Street	501
30-42 Oxford Street	254
12-22 Langston Place;	464
24-36 Langston Place	101
37-41 Oxford Street	257
48-54 Beecroft Road and 52-54 Rawson Street	130
16-18 Cambridge Street	84
29-33 Oxford Street and 6-14 Cambridge Street (Catholic Church site)	172
<b>Total All Sites</b>	<b>2,017</b>

Source: City of Parramatta (2019)

The difference between the scenarios is based on changes to development controls, specifically the allowable commercial area and the FSR.

For the purposes of comparability between the various scenarios, we have assumed a standard residential unit size of 85 m<sup>2</sup> in all tables. Not all residential dwellings will be 85 m<sup>2</sup>, but this is considered a reasonable standard for the purposes of this report.

### 1.2.1 Scenario 0: future base case

Scenario 0 is the base case for 2026, where the majority of authorised and future potential development is residential, with minimal commercial development. The majority of dwellings in the base case 2026 Scenario are located on sites within the core Epping Town Centre study area, which is shown in blue outline in Figure 1.1.

These sites are zoned B2 Local Centre under the Parramatta Local Environmental Plan 2011. These dwellings comprise 2,017 dwellings of 'authorised development' which are listed in Table 1.1, and a further potential 1,742 dwellings which are listed in Table 1.2. A further 1,334 dwellings are distributed in the area outside Epping Town Centre within the orange outline area in Figure 1.1. Under this scenario, there is also approximately 5,504 m<sup>2</sup> of office gross floor area.

**Table 1.2** Additional development within the Town Centre (Scenario 0)

Property address	Scenario 0	
	Residential Units (85 m <sup>2</sup> )	Commercial Office GFA (m <sup>2</sup> )
1-3 Oxford Street	0	0
18-24 Oxford Street	67	0
26-28 Oxford Street	34	0
50-50E Rawson Street; part 9 Bridge Street	91	0
41-47 Beecroft Road	99	0

**Table 1.2 Additional development within the Town Centre (Scenario 0)**

Property address	Scenario 0	
	Residential Units (85 m <sup>2</sup> )	Commercial Office GFA (m <sup>2</sup> )
51 Rawson Street	63	3,168
51A Rawson Street	372	0
36-38 Victoria Street	0	0
246-250 Carlingford Road	143	0
74-76 Rawson Street	0	2,336
53-61 Rawson Street	460	0
Lyon Site	413	0
<b>All Sites</b>	<b>1,742</b>	<b>5,504</b>

Source: City of Parramatta (2019)

**1.2.2 Scenarios 1 and 2: Proposed future land use**

Scenarios 1 and 2 are development scenarios for 2026. Both Scenarios include authorised development of 2,017 dwellings (listed in Table 1.3 and within the blue outline in Figure 1.1). For both Scenarios, a further 1,334 dwellings are distributed in the area outside Epping Town Centre within the orange outline area in Figure 1.1.

Scenario 1 represents a future potential development within the Epping Town Centre (within the blue outline in Figure 1.1) which assumes the development is:

- 1) consistent with the maximum floor space ratio controls within the Parramatta Local Environmental Plan (LEP) 2011 and Hornsby LEP 2013; and
- 2) comprise a minimum of two levels of commercial (office) floorspace within the development.

This totals 1,310 additional dwellings and approximately 43,551 m<sup>2</sup> of office gross floor area. The sites of potential development are listed in Table 1.3.

Scenario 2 represents a future potential development within the Epping Town Centre (within the blue outline in Figure 1.1) which assumes that development comprises a minimum of 2 levels of commercial (office) floorspace within the development which exceeds the current maximum floor space ratio controls within the Parramatta LEP 2011 and Hornsby LEP 2013. This totals 1,808 additional dwellings and approximately 43,551 m<sup>2</sup> of office gross floor area. The sites of potential development are listed in Table 1.3.

**Table 1.3 Proposed future development within the Town Centre (Scenario 1 and Scenario 2)**

Property address	Scenario 1		Scenario 2	
	Residential Units (@ 85 m <sup>2</sup> each)	Commercial Office GFA (m <sup>2</sup> )	Residential Units (@ 85 m <sup>2</sup> each)	Commercial Office GFA (m <sup>2</sup> )
1-3 Oxford Street	0	0	0	0
18-24 Oxford Street	46	1,888	67	1,888
26-28 Oxford Street	24	960	34	960

**Table 1.3** Proposed future development within the Town Centre (Scenario 1 and Scenario 2)

Property address	Scenario 1		Scenario 2	
	Residential Units (@ 85 m <sup>2</sup> each)	Commercial Office GFA (m <sup>2</sup> )	Residential Units (@ 85 m <sup>2</sup> each)	Commercial Office GFA (m <sup>2</sup> )
50-50E Rawson Street;part 9 Bridge Street	63	2,032	91	2,032
41-47 Beecroft Road	71	2,254	99	2,254
51 Rawson Street	63	3,168	104	3,168
51A Rawson Street	294	6,666	372	6,666
36-38 Victoria Street	0	0	0	0
246-250 Carlingford Road	93	4,816	152	4,816
74-76 Rawson Street	0	2,336	0	2,336
53-61 Rawson Street	339	9,634	460	9,634
Lyon Site	318	9,797	429	9,797
<b>All Sites</b>	<b>1,310</b>	<b>43,551</b>	<b>1,808</b>	<b>43,551</b>

Source: City of Parramatta (2019)

### 1.3 Methodology

EMM Consulting engaged a Transport Modelling Specialist, Paul van Den Bos, to conduct the required major road network and intersection modelling analysis for the base year 2026 (Scenario 0) and the two proposed future 2026 land use scenarios (Scenario 1 and Scenario 2) to identify the additional peak hourly traffic volumes using the road network at each intersection and the mid-block traffic flow speeds and traffic queues (vehicles waiting) between each intersection.

In comparison to the historic Epping Town Centre major road network operations, where the peak period traffic volumes were initially surveyed in 2017 to develop the original baseline traffic network models for this study, a number of recent road network improvements (which have now either been completed since 2017, or their future construction timetable is now known) are included in all the 2026 road network traffic model scenarios which have been analysed. These road network improvements are listed in Table 1.4.

**Table 1.4** Summary of committed RMS and Council road improvements

Number	Authority	Proposed road works
1	RMS	Additional capacity at the Beecroft Road and Carlingford Road intersection.
2	RMS	Widening the southern side of Epping Road by about 3.7 metres between Blaxland Road and Essex Street to provide an additional westbound lane.
3	RMS	Widening of railway bridge, additional westbound lane into Beecroft Road.
4	Council/RMS	Signalisation of Kent Street/Carlingford Road intersection.

Two levels of road network traffic modelling have been undertaken for this study using the Dynameq and SIDRA-8 road network and linked intersection traffic models.

Both these models are “mesoscopic” type road network models which take the basic road network output volumes from a regional traffic network model (in this case EMME/2) and use a more detailed “linked intersection” traffic

flow and congestion model to identify specific road network performance outputs (eg travel speed and intersection delays) and the number of vehicles which cannot actually enter the road network when 'gridlock' traffic congestion occurs.

In the case of the Dynameq network model, the model was developed for the morning three-hour peak traffic period only and provided detailed outputs for the following road network operations:

- traffic volume demand, vehicles entering the road network at 15-minute intervals from 6:45 am;
- traffic volume throughput, vehicles exiting the road network at 15-minute intervals from 6:45 am;
- suppressed traffic, vehicles "waiting" to enter the road network at 15-minute intervals from 6:45 am, and
- traffic travel speeds eastbound through the road network at 15-minute intervals from 6:45 am.

In the case of the SIDRA network model, the model was developed for the morning and afternoon one-hour peak traffic periods and provided detailed outputs for the following road network operations for each of the seven major 'traffic signal controlled' intersections along the Epping Town Centre east-west through traffic route:

- overall network traffic volume, level of service and average travel speed;
- intersection peak hourly traffic volume demand and throughput (minus suppressed traffic);
- intersection peak hourly traffic degree of saturation;
- intersection peak hourly average traffic delay (seconds) for all vehicles using the intersection;
- intersection peak hourly level of service within the range ABCDEF which is defined according to RMS standards; and
- maximum peak hour (95<sup>th</sup> percentile) traffic queue length (metres).

## 2 Traffic generation assumptions

### 2.1 Traffic generation rates

Traffic generation assumptions used in this study report are based on the RMS *Guide to Traffic Generating Developments* (RTA 2002) including the Technical Direction (TDT 2013 – 04a) updated surveys of August 2013.

The lowest peak hour vehicle trip generation rates for high density residential flat buildings in metropolitan regional (CBD) centres is now in the range 0.15 to 0.19 per unit. In other more suburban traditional medium density developments, the peak hour vehicle trip ratio is approximately 0.48 trips per unit. Traffic generation rates used in the traffic analysis network model for this study report for residential land use (ie primarily high density residential flat buildings in the core Epping Town centre area) are modified versions of the historic RTA-RMS rates adjusted according to the direct line distance from the Epping train station. They are:

- sector 1: 0 – 200 m to train station;
- sector 2: 200 – 400 m to train station;
- sector 3: 400 – 800 m to train station; and
- sector 4: 800 m or more to train station.

Within the core Epping Town Centre study area, the effective traffic generation rate per 100 sqm gross floor area for residential apartments would be approximately 0.22 AM and 0.18 PM peak hour car trips (Average 0.20).

For the same given amounts of future building gross floor area within the core Epping Town Centre study area (within 200m of the train station) the future commercial office/retail uses will generally have significantly higher car traffic generation rates than for residential uses as follows:

- The highest car traffic generation rates will generally occur with new town centre retail uses which will have approximately 0.80 AM and 2.30 PM peak hour car trips per 100 sqm (Average 1.55) which is approximately 7.75 times higher than for residential uses.
- Mid range traffic generation rates would typically occur for commercial office type uses which would be approximately 0.80 AM and 0.60 PM peak hour car trips per 100 sqm (Average 0.70). This is approximately 3.5 times higher than for residential uses. These rates are significantly lower than the historic standard RTA or RMS traffic generation rates for office development in suburban areas, which are 2.0 vehicle trips per 100 sqm in both the AM and PM peak hours.
- The commercial office traffic generation rates represent 'best practice' highest feasible levels of walking cycling and public transport usage for journeys to work and visitor access and corresponding minimum feasible level of car driver journey to work travel for any areas outside the Sydney CBD, which are currently approximately 25-30% in any comparable area.

The corresponding morning and afternoon peak hour vehicle trips per hour generated by each land use considered in the study for the core Town Centre and surrounding areas, are summarised in Table 2.1.

Table 2.1 Traffic generation rate adopted in the study report

Sector	AM peak traffic generation per unit							PM peak traffic generation per unit						
	Per sector	Residential land use generated traffic ratio		Commercial land use generated traffic ratio		Retail land use generated traffic ratio		Per sector	Residential land use generated traffic ratio		Commercial land use generated traffic ratio		Retail land use generated traffic ratio	
		80% outbound	20% inbound	20% outbound	80% inbound	20% outbound	80% inbound		40% outbound	60% inbound	80% outbound	20% inbound	50% outbound	50% inbound
<b>Sector 1</b>	0.19	0.152	0.06	0.16	0.64	0.16	0.64	0.15	0.06	0.09	0.48	0.12	1.15	1.15
<b>Sector 2</b>	0.23	0.184	0.092					0.23	0.092	0.138				
<b>Sector 3</b>	0.29	0.232	0.116					0.29	0.116	0.174				
<b>Sector 4</b>	0.48	0.384	0.192					0.48	0.192	0.288				

## 2.2 Traffic distribution pattern

It is assumed in the network traffic model future traffic distributions, particularly for the future commercial centre office and retail land use generated traffic movements, that the majority of the additional future traffic movements will be approaching the Epping Town Centre via the following routes:

- from north of Epping Town Centre: via Kent Street, Ray Road and Rawson Street;
- from west of Epping Town Centre: via Kent Street, Carlingford Road and Bridge Street;
- from south of Epping Town Centre: via Epping Avenue, Chesterfield Road and Rawson Street; and
- from east of Epping Town Centre: via Epping Road, Oxford Road, Pembroke Street, Blaxland Road and Beecroft Road.

These traffic distribution patterns for the additional Epping Town Centre retail and commercial traffic correspond to the existing retail and commercial traffic generation patterns for all sites within the western and the eastern parts of the Epping Town Centre (as divided by the railway line) which are an inbuilt assumption within the current RMS-TfNSW EMME/2 network traffic model.

These traffic distributions as shown in the attached plots in Figure 2.1 and Figure 2.2, show that the majority of the retail and commercial traffic movements which are currently accessing the areas of the Town Centre on each side of the railway line, will predominantly remain on that side of the railway line.



Figure 2.1 Commercial and retail trip origins for Epping Town Centre areas west of the railway line

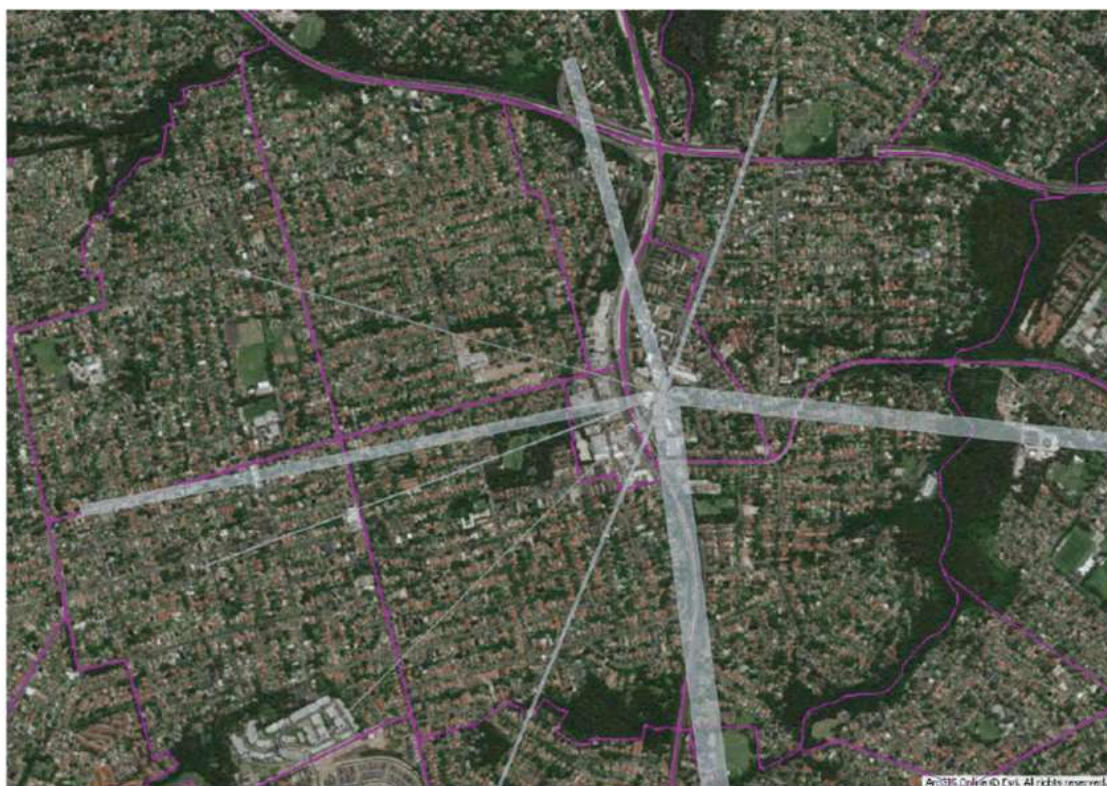


Figure 2.2 Commercial and retail trip origins for Epping Town Centre areas east of the railway line

## 3 Future Road Network Operations

### 3.1 Dynameq network traffic model results

The Dynameq road network model was developed for both the morning and afternoon three-hour traffic peak periods. The detailed network traffic demand inputs and outputs from the source EMME2 model to the Dynameq network model are shown in Appendix C.

The Dynameq road network morning and afternoon peak period traffic demand which is trying to enter the road network is shown for 15-minute intervals in the various output plots in Appendix C, for the three separate 2026 land use scenarios which have been analysed, which are effectively:

- Scenario 0 = +5,093 additional dwellings in 2026, in comparison to the approximate year 2016 baseline traffic model conditions;
- Scenario 1 = +4,661 additional dwellings and +38,047 m<sup>2</sup> additional GFA commercial development floor area in comparison to the approximate year 2016 baseline traffic model conditions, and
- Scenario 2 = +5,159 additional dwellings and +38,047 m<sup>2</sup> additional GFA commercial development floor area in comparison to the approximate year 2016 baseline traffic model conditions.

In terms of the overall road network traffic demand input and output volumes, calculated for 15-minute intervals, the Dynameq traffic model output plots in Appendix C show that the future road network travel conditions will vary significantly within both the three-hour morning and afternoon peak traffic periods, and the levels of road network traffic congestion, travel time delays, and numbers of vehicles waiting to access the road network, will all continue to increase steadily over the full three-hour morning and afternoon peak traffic periods.

The Dynameq traffic delay results are more significant for the morning peak and these results show that in terms of overall traffic volumes entering the road network, the major road network will reach saturation relatively early in the three-hour morning peak period as follows:

- at approximately 7:45 am for the 2026 baseline traffic (Scenario 0);
- at approximately 7:15 am for the 2026 additional development traffic (Scenario 1); and
- at approximately 7:00 am for the 2026 additional development traffic (Scenario 2).

These results confirm the general effect of the additional development traffic which would be generated by the additional Town Centre development land use scenarios (Scenario 1 and Scenario 2), which would effectively cause the onset of peak traffic congestion to occur significantly earlier each morning and with more severe consequences, in terms of traffic movements blocked, in comparison to the assessed year 2026 baseline (Scenario 0) traffic conditions.

In comparison during the afternoon peak traffic period the differences will be much less noticeable in terms of the divergence of the network traffic congestion levels and peak hour traffic speeds for the three Scenarios and there would be generally much lower numbers of vehicles blocked from entering the Epping Town Centre road network, with either the assessed year 2026 baseline (Scenario 0) traffic conditions or the additional Town Centre development land use scenarios (Scenario 1 and Scenario 2).

The overall net effect of the resulting additional road network traffic congestion during the full three-hour morning peak period for the three development traffic scenarios is shown by the final charts of the Dynameq output traffic model results in Appendix C.

These results show the three assessed land use scenarios having overall network travel speeds which continue to decline throughout the three-hour morning peak travel periods and reaching the following respective minimum values at approximately 8:45 am:

- 8 km/h for the 2026 baseline (Scenario 0);
- 3 km/h for the 2026 additional development (Scenario 1); and
- 2 km/h for the 2026 additional development (Scenario 2).

In comparison the results for the three assessed land use scenarios for the three-hour afternoon peak travel periods show much less effect from either development scenario with the overall network travel speeds reaching the following respective minimum values at approximately 4:00 pm:

- 31 km/h for the 2026 baseline (Scenario 0);
- 31 km/h for the 2026 additional development (Scenario 1); and
- 30 km/h for the 2026 additional development (Scenario 2).

### 3.2 SIDRA network model results

The SIDRA network travel model results, which are included in Appendix D, are based on a one-hour peak period traffic analysis only and show similar trends to the Dynameq travel model results in terms of the overall network traffic operations for the three land use scenarios. In addition to the individual SIDRA intersection performance results for each of the seven major traffic signal-controlled intersections in the study area, the SIDRA network model also determines the overall network performance Level of Service (LOS) and average travel speed for each assessed traffic scenario.

The Epping Town Centre study area SIDRA traffic model shows the overall road network traffic congestion is lower and the network travel speeds are much higher in the afternoon peak hour compared to the morning peak hour. The morning traffic peak period is clearly the more critical of the two peak hour periods for major road intersection delays and other traffic congestion issues for traffic travelling on and traffic requiring access to the major road networks in the Epping Town Centre study area. The overall major road network average travel speeds for each of the assessed traffic scenarios are as follows:

- In the actual morning peak hour, the future overall network travel speeds will reduce from 9.4 km/h for the baseline (Scenario 0) land use to 9.3 km/h and 8.8 km/h with the future land uses of Scenarios 1 and 2.
- The equivalent SIDRA network level travel speed results in the actual afternoon peak hour show the future overall network travel speeds will reduce from 19.3 km/h for the baseline (Scenario 0) land use to 17.8 km/h and 17.4 km/h with the future land uses of Scenarios 1 and 2.

The significance of these overall SIDRA “network performance” travel speed results should also be considered in the context of the additional SIDRA traffic performance results for the seven individual intersections, which are summarised in further detail in Chapters 4, 5 and 6 of this report.

## 4 Network operational results for base year Scenario 0

The key finding of the 2026 SIDRA base year network model (Scenario 0) is that during the morning peak hour, the overall network performance will be LOS F with an average travel speed 9.4 km/h. The SIDRA intersection results for the future base year 2026 Scenario 0 operations are shown in Table 4.1. Four of the seven key traffic signal-controlled intersections will be operating at LOS F during the morning peak hour.

**Table 4.1** Seven key traffic signal-controlled intersections for Scenario 0 during AM peak hour

Intersection	Vehicle demand	Supressed traffic <sup>1</sup>	Degree of saturation (DOS)	Average delay (seconds) (DEL)	Level of service (LOS)
Carlingford Road/Midson Road	2,968	81	1.335	379.8	F
Carlingford Road/Kent Street	2,837	421	0.802	18.2	B
Carlingford Road/Ray Road/Rawson Street	3,386	387	4.802	706.6	F
Carlingford Road/Beecroft Road	4,671	552	1.294	92.1	F
Epping Road/Blaxland Road/Langston Place	4,770	534	1.103	38.6	C
Epping Road/Essex Street	3,720	314	1.127	91.3	F
Epping Road/Pembroke Street	2,953	293	0.879	13.9	A

Note: 1. Hourly volume of suppressed traffic (suppressed at upstream intersections).

In the 2026 afternoon peak hour, the overall baseline network performance will be LOS D with travel speed 19.3 km/h. The SIDRA results for the baseline land use Scenario 0 traffic operations at the seven key traffic signal-controlled intersections are shown in Table 4.2. Only one intersection (Carlingford Road/Beecroft Road) will be operating at LOS F during the afternoon peak hour for Scenario 0.

**Table 4.2** Seven key traffic signal-controlled intersections for Scenario 0 during PM peak hour

Intersection	Vehicle demand	Supressed traffic <sup>1</sup>	Degree of saturation (DOS)	Average delay (seconds) (DEL)	Level of service (LOS)
Carlingford Road/Midson Road	2,778	144	0.849	35.1	C
Carlingford Road/Kent Street	2,477	68	0.608	20.1	B
Carlingford Road/Ray Road/Rawson Street	2,815	189	0.901	25.0	B
Carlingford Road/Beecroft Road	4,065	0	2.344	241.6	F
Epping Road/Blaxland Road/Langston Place	4,294	0	1.132	43.3	D
Epping Road/Essex Street	3,266	0	0.931	36.2	C
Epping Road/Pembroke Street	2,302	0	0.907	13.0	A

Note: 1. Hourly volume of suppressed traffic (suppressed at upstream intersections).

The main reason for the better 2026 baseline traffic network performance in the afternoon peak is that the main RMS improvement (the extra lane westbound on the Epping Bridge) will have its greatest benefit in the afternoon peak hour and there will correspondingly be only one intersection operating at LOS F in the afternoon peak hour, at Carlingford Road/Beecroft Road, with an average traffic delay of 241.6 seconds.

This delay will nevertheless cause some afternoon peak hour traffic suppression at the three other downstream intersections for the main (westbound) traffic flow, which are at Carlingford Road/Ray Road/Rawson Street, Carlingford Road/Kent Street and Carlingford Road/Midson Road.

In contrast during the morning traffic peak hour, the much high number of intersections operating at LOS F, with much higher average traffic delays (up to 706.6 seconds) means that there will be more significant morning peak hour traffic suppression at all the major traffic signal controlled intersections in the road network along the main eastbound through traffic route from, Midson Road to Pembroke Street.

## 5 Network operational results for Scenario 1

The comparative findings of the 2026 SIDRA network model for Scenario 1 are that during the morning peak hour, the overall network performance will also be LOS F and the average travel speed will reduce from 9.4 km/h to 9.3 km/h. The Forecast SIDRA intersection performance for the seven key traffic signal-controlled intersections are shown in Table 5.1. Two intersections will experience a change in level of service, which is shown in **bold**.

**Table 5.1** Seven key traffic signal-controlled intersections for Scenario 1 during AM peak hour

Intersection	Vehicle demand	Supressed traffic <sup>1</sup>	Degree of saturation (DOS)	Average delay (seconds) (DEL)	Level of service (LOS)
Carlingford Road/Midson Road	3,034	101	1.229	262.9	F
Carlingford Road/Kent Street	2,888	374	0.858	20.9	B
Carlingford Road/Ray Road/Rawson Street	3,478	355	5.392	765.9	F
Carlingford Road/Beecroft Road	4,698	500	1.383	109.9	F
<b>Epping Road/Blaxland Road/Langston Place</b>	<b>4,816</b>	<b>489</b>	<b>1.186</b>	<b>45.8</b>	<b>D</b>
Epping Road/Essex Street	3,747	275	1.144	109.0	F
<b>Epping Road/Pembroke Street</b>	<b>2,963</b>	<b>269</b>	<b>0.916</b>	<b>16.7</b>	<b>B</b>

Note: 1. Hourly volume of suppressed traffic (suppressed at upstream intersections).

In the 2026 afternoon peak hour for Scenario 1, the future network traffic performance will be LOS E with travel speed reduced from 19.3 km/h to 17.8 km/h. The SIDRA results for the 2026 Scenario 1 intersection operations at the seven key traffic signal-controlled intersections which are shown in Table 5.2 show no Intersections will experience any change in the level of service.

**Table 5.2** Seven key traffic signal-controlled intersections for Scenario 1 during PM peak hour

Intersection	Vehicle demand	Supressed traffic <sup>1</sup>	Degree of saturation (DOS)	Average delay (seconds) (DEL)	Level of service (LOS)
Carlingford Road/Midson Road	2,796	154	0.859	35.2	C
Carlingford Road/Kent Street	2,503	179	0.607	19.8	B
Carlingford Road/Ray Road/Rawson Street	2,883	204	0.868	26.3	B
Carlingford Road/Beecroft Road	4,094	0	2.567	278.6	F
Epping Road/Blaxland Road/Langston Place	4,325	0	1.264	54.0	D
Epping Road/Essex Street	3,289	0	0.908	36.1	C
Epping Road/Pembroke Street	2,307	0	0.907	12.8	A

Note: 1. Hourly volume of suppressed traffic (suppressed at upstream intersections).

During the future morning peak hour for Scenario 1, two of the seven key traffic signal-controlled intersections will experience a change in the level of service, but this will have only a relatively minor effect on the overall network traffic operations as the respective level of service changes are from C to D at the Epping Road/Blaxland Road/Langston Place intersection and from A to B at the Epping Road and Pembroke Street intersection.

The four existing intersections where the morning peak hour traffic conditions are at LOS F under the year 2026 baseline land use 0 traffic scenario, will remain at LOS F under the year 2026 development land use 1 traffic scenario.

During the future afternoon peak hour for Scenario 1, there will be no change to the level of service operations at any of the seven key traffic signal-controlled intersections.

## 6 Network operational results for Scenario 2

The year 2026 SIDRA network model results for land use Scenario 2 show that during the morning peak hour, the overall network performance is still LOS F with average travel speed reducing marginally from a baseline of 9.4 km/h to 8.8 km/h. The SIDRA network operations results for the 2026 Scenario 2 traffic delays at the seven key traffic signal-controlled intersections are shown in Table 6.1. Two intersections will experience a change in level of service, which is shown in **bold**.

**Table 6.1** Seven key traffic signal-controlled intersections for Scenario 2 during AM peak hour

Intersection	Vehicle demand	Supressed traffic <sup>1</sup>	Degree of saturation (DOS)	Average delay (seconds) (DEL)	Level of service (LOS)
Carlingford Road/Midson Road	3,045	103	1.232	266.4	F
Carlingford Road/Kent Street	2,905	381	0.859	20.5	B
Carlingford Road/Ray Road/Rawson Street	3,526	358	5.647	840.8	F
Carlingford Road/Beecroft Road	4,721	531	1.387	109.5	F
<b>Epping Road/Blaxland Road/Langston Place</b>	<b>4,840</b>	<b>520</b>	<b>1.193</b>	<b>50.5</b>	<b>D</b>
Epping Road/Essex Street	3,763	295	1.147	111.0	F
<b>Epping Road/Pembroke Street</b>	<b>2,971</b>	<b>287</b>	<b>0.916</b>	<b>16.7</b>	<b>B</b>

Note: 1. Hourly volume of suppressed traffic (suppressed at upstream intersections).

In the 2026 afternoon peak hour results for Scenario 2, the overall network performance is LOS E with travel speed reducing from a baseline of 19.3 km/h to 17.4 km/h. The SIDRA results at the seven key traffic signal-controlled intersections are shown in Table 6.2. No intersection will experience a change in the level of service.

**Table 6.2** Seven key traffic signal-controlled intersections for Scenario 2 during PM peak hour

Intersection	Vehicle demand	Supressed traffic <sup>1</sup>	Degree of saturation (DOS)	Average delay (seconds) (DEL)	Level of service (LOS)
Carlingford Road/Midson Road	2,802	158	0.859	35.2	C
Carlingford Road/Kent Street	2,515	210	0.597	18.8	B
Carlingford Road/Ray Road/Rawson Street	2,910	209	0.876	27.1	B
Carlingford Road/Beecroft Road	4,103	0	2.635	291.1	F
Epping Road/Blaxland Road/Langston Place	4,342	0	1.270	54.7	D
Epping Road/Essex Street	3,298	0	0.885	35.4	C
Epping Road/Pembroke Street	2,310	0	0.907	12.9	A

Note: 1. Hourly volume of suppressed traffic (suppressed at upstream intersections).

Similar to the results for Scenario 1, the year 2026 afternoon peak hour traffic conditions for Scenario 2 will see no change to the level of service operations at any of the seven key traffic signal-controlled intersections considered.

During the future morning peak hours for Scenario 2, two of the seven key traffic signal-controlled intersections will experience a change in the level of service (Similarly to the results for Scenario 1), but this will have only a relatively minor effect on the overall network traffic operations as the respective intersection level of service changes are from LOS C to D at the Epping Road/Blaxland Road/Langston Place intersection and from LOS A to B at the Epping Road and Pembroke Street intersection.

However as four of the existing intersections will have morning peak hour traffic conditions at LOS F under all the three year 2026 land use traffic scenarios considered, it would be appropriate for the Council to seek to minimise the future vehicular traffic generated by future residential or commercial development in the core Epping Town Centre area, during the future morning peak hour traffic periods. The future Town Centre vehicular traffic congestion and accessibility constraints would be less significant during the future afternoon peak hour traffic periods.

## 7 Comparison and conclusion

In comparison to the base year 2026 traffic conditions for Scenario 0, both the new Commercial + Residential land use scenarios (Scenarios 1 and 2) are showing some increased traffic volumes (and traffic impacts).

However these additional traffic impacts are in most cases relatively minor (in particular for land use Scenario 1) as there will be only minor traffic delay changes at the four existing intersections which will already be operating at highly congested traffic operating conditions during the future year 2026 baseline traffic conditions, during the morning peak hour.

The summary comparison of the future Scenario 1 and Scenario 2 forecast intersection traffic operations relative to Scenario 0 is shown in Table 7.1 for the morning peak hour and in Table 7.2 for the afternoon peak hour. Changes to LOS are shown in **bold** and existing LOS F congested intersection operations are highlighted in grey.

**Table 7.1 Comparison of SIDRA traffic impact for various scenarios during the AM peak hour**

Intersection	Scenario 0			Scenario 1			Scenario 2		
	DOS	DEL	LOS	DOS	DEL	LOS	DOS	DEL	LOS
Carlingford Road/Midson Road	1.335	379.8	F	1.229	262.9	F	1.232	266.4	F
Carlingford Road/Kent Street	0.802	18.2	B	0.858	20.9	B	0.859	20.5	B
Carlingford Road/Ray Road/Rawson Street	4.802	706.6	F	5.392	765.9	F	5.647	840.8	F
Carlingford Road/Beecroft Road	1.294	92.1	F	1.383	109.9	F	1.387	109.5	F
<b>Epping Road/Blaxland Road/Langston Place</b>	1.103	38.6	C	<b>1.186</b>	<b>45.8</b>	<b>D</b>	<b>1.193</b>	<b>50.5</b>	<b>D</b>
Epping Road/Essex Street	1.127	91.3	F	1.144	109.0	F	1.147	111.0	F
<b>Epping Road/Pembroke Street</b>	0.879	13.9	A	<b>0.916</b>	<b>16.7</b>	<b>B</b>	<b>0.916</b>	<b>16.7</b>	<b>B</b>

Note: DOS = Degree of Saturation, DEL = Average Vehicle Delay (seconds), LOS = Level of Service

**Table 7.2 Comparison of SIDRA traffic impact for various scenarios during the PM peak hour**

Intersection	Scenario 0			Scenario 1			Scenario 2		
	DOS	DEL	LOS	DOS	DEL	LOS	DOS	DEL	LOS
Carlingford Road/Midson Road	0.849	35.1	C	0.859	35.2	C	0.859	35.2	C
Carlingford Road/Kent Street	0.608	20.1	B	0.607	19.8	B	0.597	18.8	B
Carlingford Road/Ray Road/Rawson Street	0.901	25.0	B	0.868	26.3	B	0.876	27.1	B
Carlingford Road/Beecroft Road	2.344	241.6	F	2.567	278.6	F	2.635	291.1	F
Epping Road/Blaxland Road/Langston Place	1.132	43.3	D	1.264	54.0	D	1.270	54.7	D
Epping Road/Essex Street	0.931	36.2	C	0.908	36.1	C	0.885	35.4	C
Epping Road/Pembroke Street	0.907	13.0	A	0.907	12.8	A	0.907	12.9	A

Note: DOS = Degree of Saturation, DEL = Average Vehicle Delay (seconds), LOS = Level of Service

In the morning peak hour, under the future baseline (Scenario 0) traffic conditions, four of the Epping study area intersections will already be operating at highly congested traffic conditions (Level of Service F), in particularly the most congested intersection, which is at Carlingford Road/Ray Road/Rawson Street.

However as this intersection will effectively be operating at delays approximately ten times higher than the specified average traffic delay threshold limit, which is 70 seconds, for LOS F, the effect of the further significant increase in delay by 60 and 135 seconds respectively for Scenario 1 and Scenario 2 may not actually be that noticeable as the future delays will increase from ten to either eleven or twelve times the minimum delay threshold limit for LOS F. Although still a potentially significant delay increase in actual terms, in proportional terms the additional delay increase may not be particularly noticeable to most road users.

However as two of the seven intersections, which are not currently operating at LOS F will also experience changes to the level of service (Epping Road/Blaxland Road/Langston and Epping Road/Pembroke Street) there will effectively be a significant overall worsening of the future baseline traffic conditions and traffic delays at all the assessed future Epping Town Centre intersections for the future increased residential and commercial development scenarios (Scenario 1 and Scenario 2) in comparison to Scenario 0.

In comparison, during the future afternoon peak hour assessed traffic conditions for Scenario 1 and Scenario 2, as summarised in Table 7.2, there will be much less noticeable changes to the future traffic delays at the seven assessed intersections will see no significant material change to the future intersection operations under Scenario 1 and Scenario 2, compared to the future baseline Scenario 0. At the one intersection (Carlingford Road/Beecroft Road) which will be operating at over capacity traffic conditions (LOS F) under the future baseline Scenario 0, there will be further average delay increases of 37 and 49.5 seconds respectively for Scenario 1 and Scenario 2, which may be considered a significant further worsening of the assessed future baseline intersection traffic delay of 241.6 seconds, but this is only a potentially significant impact at one intersection

In general, during the assessed future afternoon peak hour traffic conditions, the overall network travel speeds intersection performance are much better than during the morning peak hour, which is believed to be primarily a result of the assumed future Epping Bridge widening, which is only by a single lane and in the westbound direction only. This assumed future widening will therefore primarily only relieve the existing afternoon peak hour (westbound) traffic delays and will do little to improve the current morning peak hour traffic congestion.

Consequently the future Epping morning peak hour traffic conditions will be much more susceptible and vulnerable to additional traffic delay increases as a result of increased town centre development (either residential, commercial office or retail uses) in comparison to the future Epping afternoon peak hour traffic conditions.

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Appendix A

## Baseline residential sites

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Appendix B

## Proposed commercial site details

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## BASE CASE - GROUND FLOOR RETAIL -+ RESIDENTIAL TOWER ABOVE

	Address	FSR	HOB	Site Area	Podium Footprint	Retail GFA (35%)	Comm. 2 levels GFA (80%)	Res. Footprint	Storeys	Res. GFA (75%)	Units (85sqm)	Total GFA	FSR	Height [(retail4.5m) + (res storeys x 3.1m)]
A1	1-3 Oxford	4.5	48	990	strata	300								
C1	18-24 Oxford Street	4.5	48	1350	1180	413	0	585	13	5704	67	6117	4.5	44.8
C2	26-28 Oxford Street	4.5	48	700	600	210	0	226	17	2882	34	3092	4.4	57.2
F	50-50A Rawson Street & part 9 Beidoo Street	6	72	1370	1270	445	0	355	29	7721	91	8166	6.0	94.4
I	41-47 Beecroft Road	6	72	1475	1409	493	0	450	25	8438	99	8931	6.1	82
M	51 Rawson Street	4.5	48	2060	1980	693	3168	789	9	5326	63	9187	4.5	39.9
N	51A Rawson Street	4.5	48	7445		2083	0	2220	19	31635	372	33718	4.5	2+ towers
Q	36-38 Victoria Street	4.5	48	4465	strata	0	0			0	0	0		
R	246-250 Carlingford Road	4.5	48	3010	3010	1054	0	955	17	12176	143	13230	4.4	57.2
S	74-76 Rawson St.	6	72	4141	strata	1061	2336							
T	53-61 Rawson Street	4.5	48	9021	6021	2107	0	2745	19	39116	460	41224	4.6	2+ towers
V	Lyon Site	6	72	6584	6123	3674	0	1800	26	35100	413	38774	5.9	2 towers
	Total					12232	5504			148097	1742	162437		

## SCENARIO 1 - GROUND FLOOR RETAIL + 2 LEVELS COMMERCIAL IN PODIUM + RESIDENTIAL TOWER

ID	Address	FSR	HOB	Site Area	Podium Footprint	Retail GFA (35%)	Comm. 2 levels GFA (80%)	Res. Footprint	Storeys	Res. GFA (75%)	Units (85sqm)	Total GFA	FSR	Height [(retail/commercial 12m) + (res storeys x 3.1m)]
A1	1-3 Oxford	4.5	48	990	strata	300								
C1	18-24 Oxford Street	4.5	48	1350	1180	413	1888	585	9	3949	46	6250	4.6	39.9
C2	26-28 Oxford Street	4.5	48	700	600	210	960	226	12	2034	24	3204	4.6	49.2
F	50-506 Rawson Street & part 9 Beidoo Street	6	72	1370	1270	445	2032	355	20	5325	63	7802	5.7	74
I	41-47 Beecroft Road	6	72	1475	1409	493	2254	450	18	6075	71	8823	6.0	67.8
M	51 Rawson Street	4.5	48	2060	1980	693	3168	789	9	5326	63	9187	4.5	39.9
N	51A Rawson Street	4.5	48	7445		2083	6666	2220	15	24975	294	33724	4.5	2+ towers
Q	36-38 Victoria Street	4.5	48	4465	strata	0	0			0	0	0		
R	246-250 Carlingford Road	4.5	48	3010	3010	1054	4816	955	11	7879	93	13748	4.6	46.1
S	74-76 Rawson St	6	72	4141	strata	1061	2336							
T	53-61 Rawson Street	4.5	48	9021	6021	2107	9634	2745	14	28823	339	40563	4.5	2+ towers
V	Lyon Site	6	72	6584	6123	3674	9797	1800	20	27000	318	40471	6.1	2 towers
	Total					12232	43551			111385	1310	163771		

## SCENARIO 2- GROUND FLOOR RETAIL + 2 LEVELS COMMERCIAL IN PODIUM (not included in FSR) + RESIDENTIAL TOWER

ID	Address	FSR	HOB	Site Area	Podium Footprint	Retail GFA (35%)	Comm. 2 levels GFA (80%)	Res. Footprint	Res storeys if commercial levels are not included in FSR	Res. GFA (75%)	Units (85sqm)	GFA retail + res	FSR retail + res	Total GFA retail + res + comm	FSR retail + res + comm	Height [(retail/commercial 12m) + (res storeys x 3.1m)]	Extra res. storeys required
A1	1-3 Oxford	4.5	48	990	strata	300											
C1	18-24 Oxford Street	4.5	48	1350	1180	413	1888	585	13	5704	67	6117	4.5	8005	5.9	52.3	4
C2	26-28 Oxford Street	4.5	48	700	600	210	960	226	17	2882	34	3092	4.4	4052	5.8	64.7	5
F	50-50E Rawson Street & part 9 Bridge Street	6	72	1370	1270	445	2032	355	29	7721	91	8166	6.0	10198	7.4	101.9	9
I	41-47 Beecroft Road	6	72	1475	1409	493	2254	450	25	8438	99	8931	6.1	11185	7.6	89.5	7
M	51 Rawson Street	4.5	48	2060	1980	693	3168	789	15	8876	104	9569	4.6	12737	6.2	58.5	6
N	51A Rawson Street	4.5	48	7445		2083	6666	2220	19	31635	372	33718	4.5	40384	5.4	2+ towers	4
Q	36-38 Victoria Street	4.5	48	4465	strata	0	0			0	0	0					
R	246-250 Carlingford Road	4.5	48	3010	3010	1054	4816	955	18	12893	152	13946	4.6	18762	6.2	67.8	7
S	74-76 Rawson St	6	72	4141	strata	1061	2336										
T	53-61 Rawson Street	4.5	48	9021	6021	2107	9634	2745	19	39116	460	41224	4.6	50857	5.6	2+ towers	5
V	Lyon Site	6	72	6584	6123	3674	9797	1800	27	36450	429	40124	6.1	49921	7.6	2 towers	7
	Total					12232	43551			153714	1808			206100			

## ALL SCENARIOS EXISTING RETAIL/COMMERCIAL/RESIDENTIAL IN TOWN CENTRE (APPROVED DAs OR DAs UNDER ASSESSMENT)

Site No.	Site	FSR	HOB	Site Area	Proposed /actual retail	Proposed/actual comm	Res. Footprint	Storeys	Res. GFA (75%)	Units (85sqm)	Total GFA	FSR	Height
33	35 Oxford Street	4.5	72		115	0			4259	54		4.5:1	
35	18-28 Cambridge	4.5	72		1154	0			36259	501			
40	30-42 Oxford Street	4.5	48		625	0			22640	254			
42	12-22 Langston Place	6	72		1681	0			41394	464			
44	24-36 Langston Place	6	72		256	559			7645	101			
46	37-41 Oxford Street *	4.5	72		150	1133			21000	257			
50	48-54 Beecroft Road & 52-54 Rawson Street **	6	72	2062	1033	0		21	11334	130	12367	6:01	
59	16-18 Cambridge Street	4.5	72	1971	396.93	823.71		22	6,091.00	84	7311.51	3.8:1	73.83
60	29-33 Oxford Street & 6-14 Cambridge Street Catholic Church Site				200	0		29	14620	172			
<b>Total</b>					<b>5611</b>	<b>2515.71</b>				<b>2017</b>			

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Appendix C

## EMME2 and Dynameq network outputs

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# Dynameq – network characteristics AM

In Dynameq we need integers to represent vehicles

### **Mathematics**

Imagine 10 trips going to 19 zones: each cell would contain  $10/19 = 0.526$  trips

If we applied normal rounding – each number in the cell would be rounded up to an integer: 1

In this case each cell would have a “1” and the total for this row =  $19 * 1 = 19$  (we started with 10 trips)

### **Mathematically – “before” and “after” totals must be the same**

Instead we use “bucket rounding” – so that the total = 10, but some cells have “0” and others have a “1”

### **Issues of bucket rounding process**

Since we do this for 15 minute slices – numbers are multiplied by 4:

- the smallest number in the “hour” matrix is “0” followed by “4”

(The ABS uses something similar and the smallest is “0” and then a “3”)

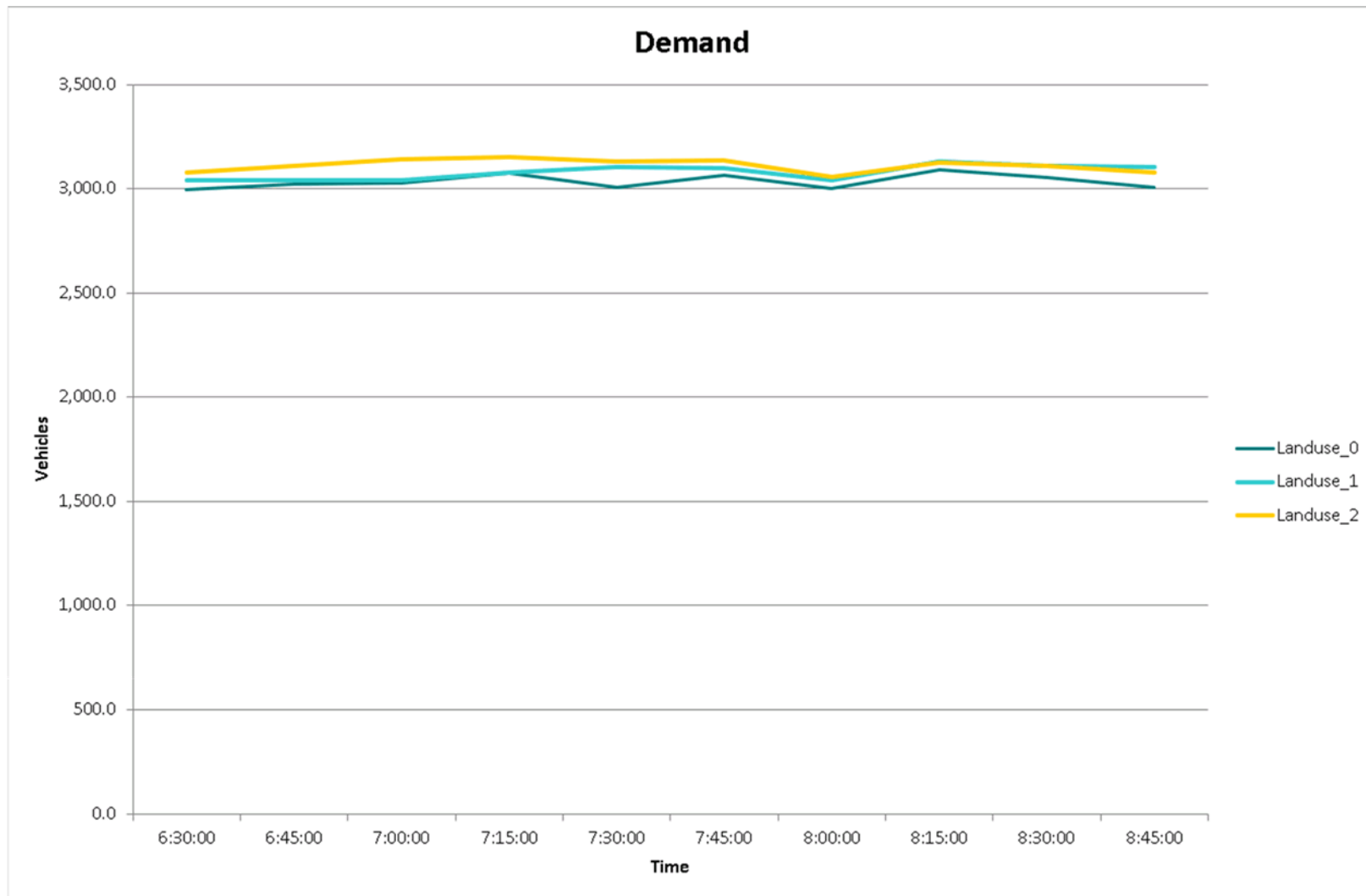
In this study the future travel demand is split into equal 15 minute slices

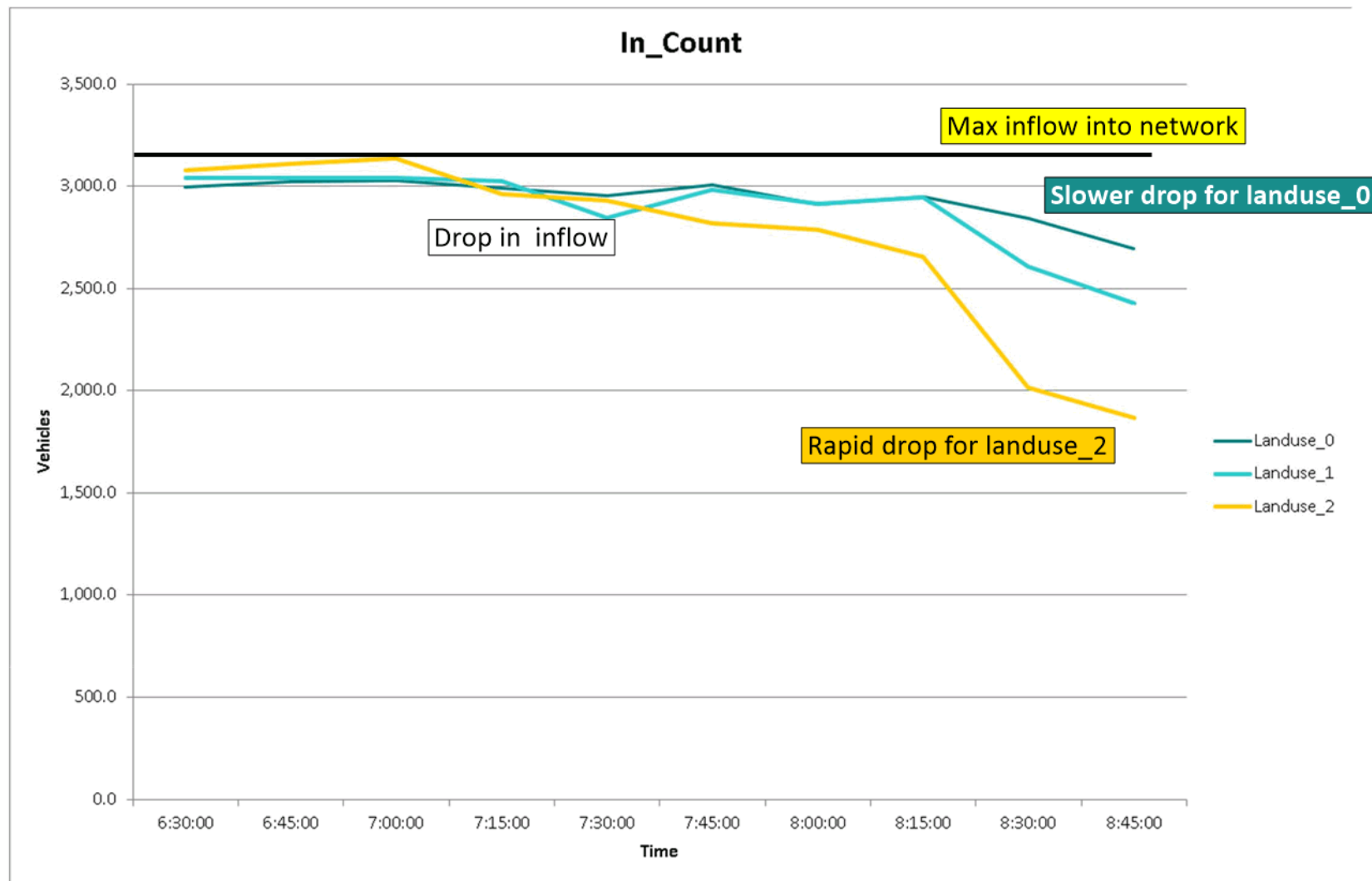
- the totals are “hourly flows”
- should be uniform for the hour

The “wobbling” in the Demand plot is the result of the background manipulations – nothing too serious!

The tiny kink at 08:00:00 is like to come from the random number generator

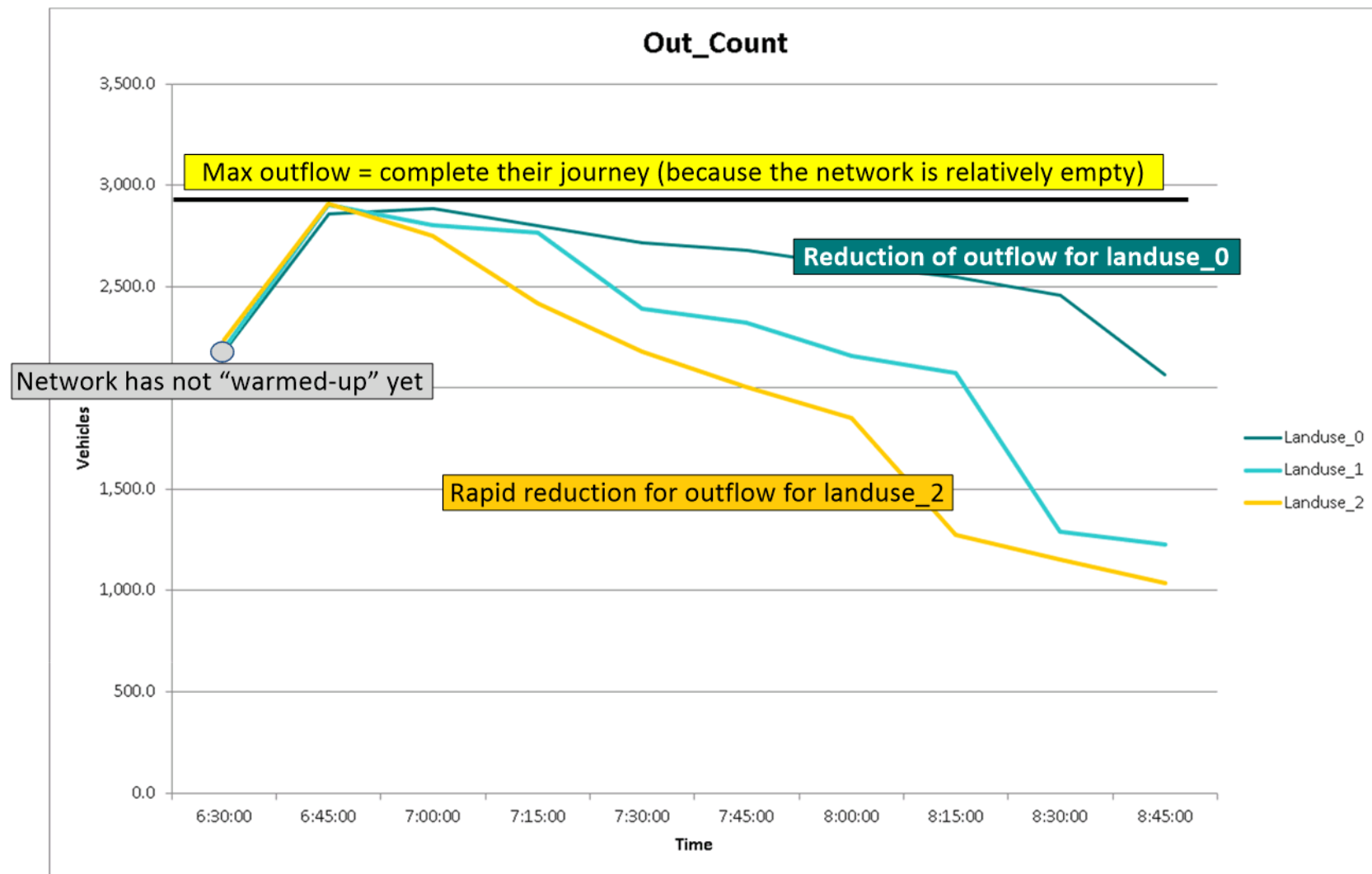
- The random number is used to generate the actual number of vehicles from the chosen probability function

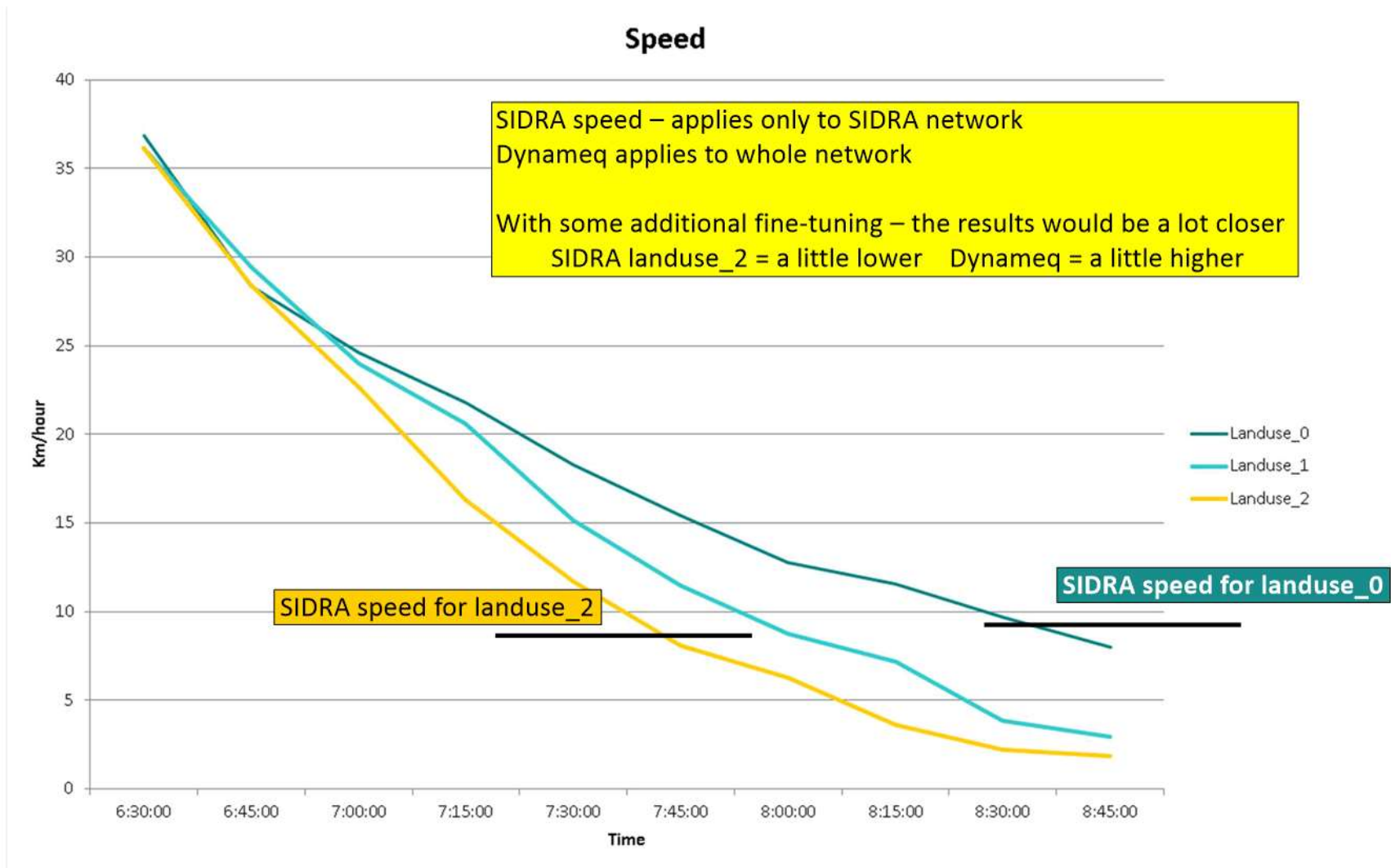




Most of those who start “early” in the first time-slice are able to complete their journey  
Those who start “late” in the first time-slice would not reach their end point – they are still travelling  
In the next time-slice, the inflow (=same as previous inflow in this case) and outflow are a more valid

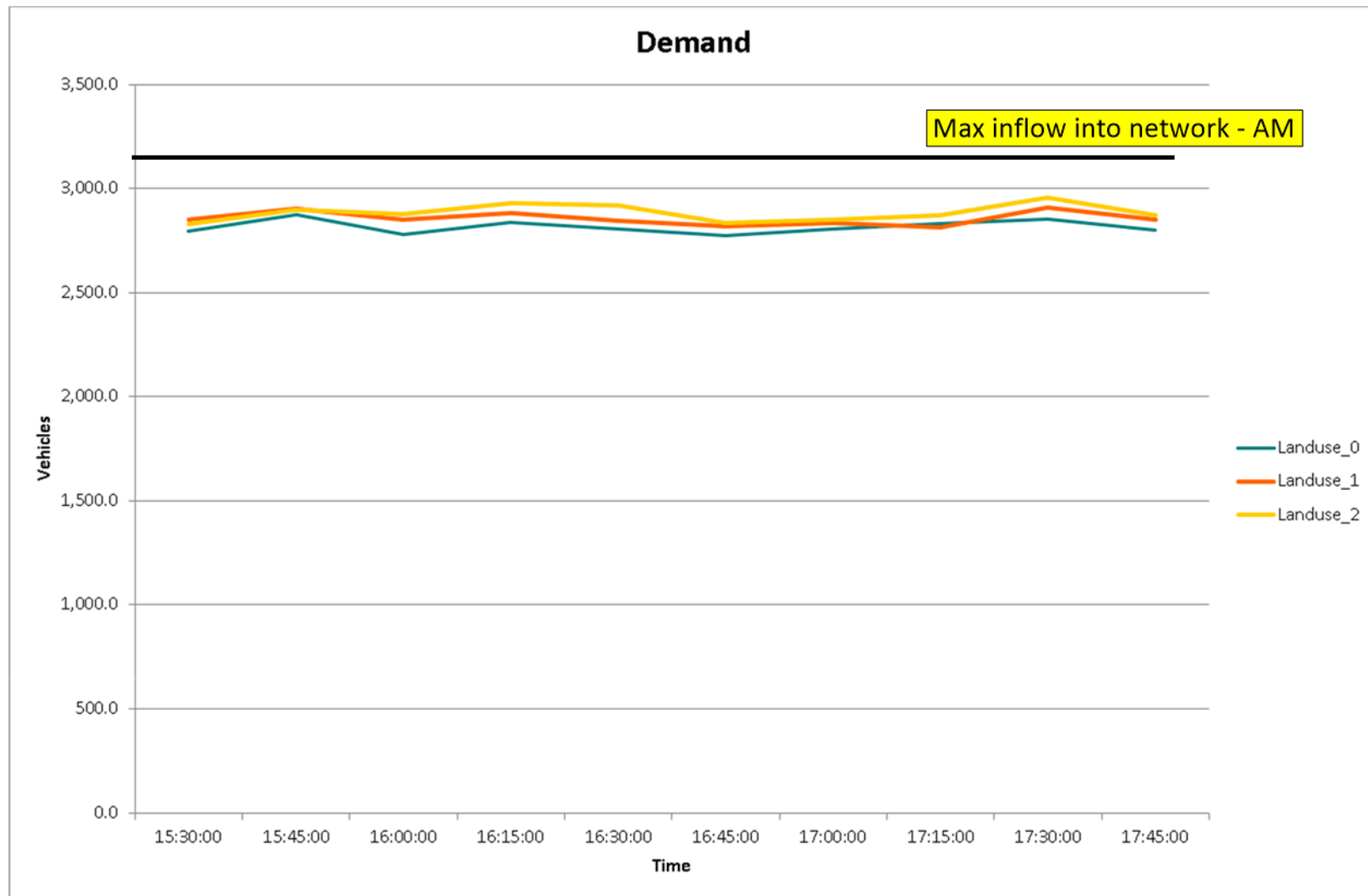
Modellers normally do not show the first point as it only causes confusion  
They diplomatically refer to this as point as the “warm-up” period (a science in its own right)

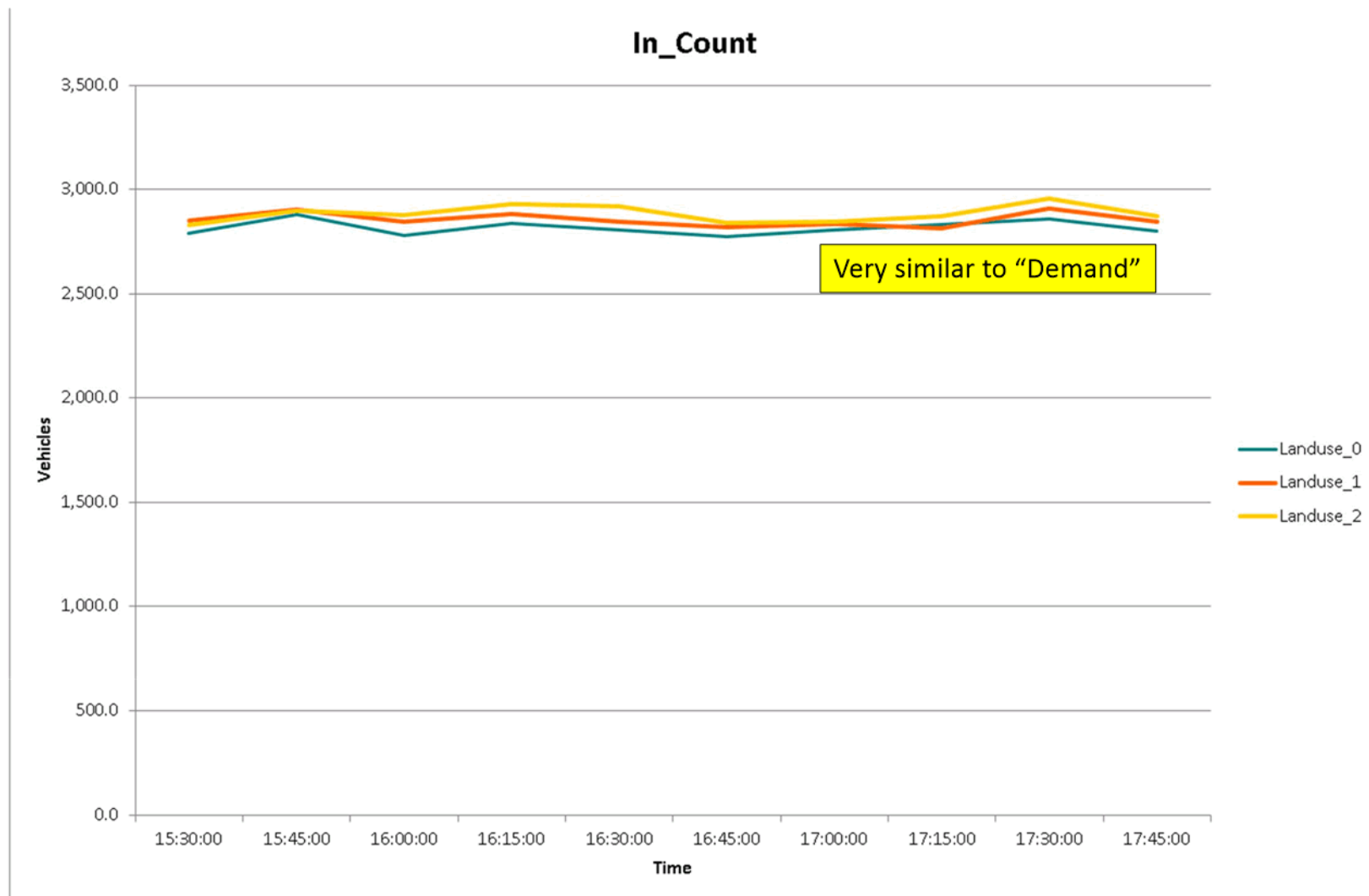




The network needs a couple more days for this fine-tuning  
This allows the speeds and “suppressed traffic” to be a lot closer

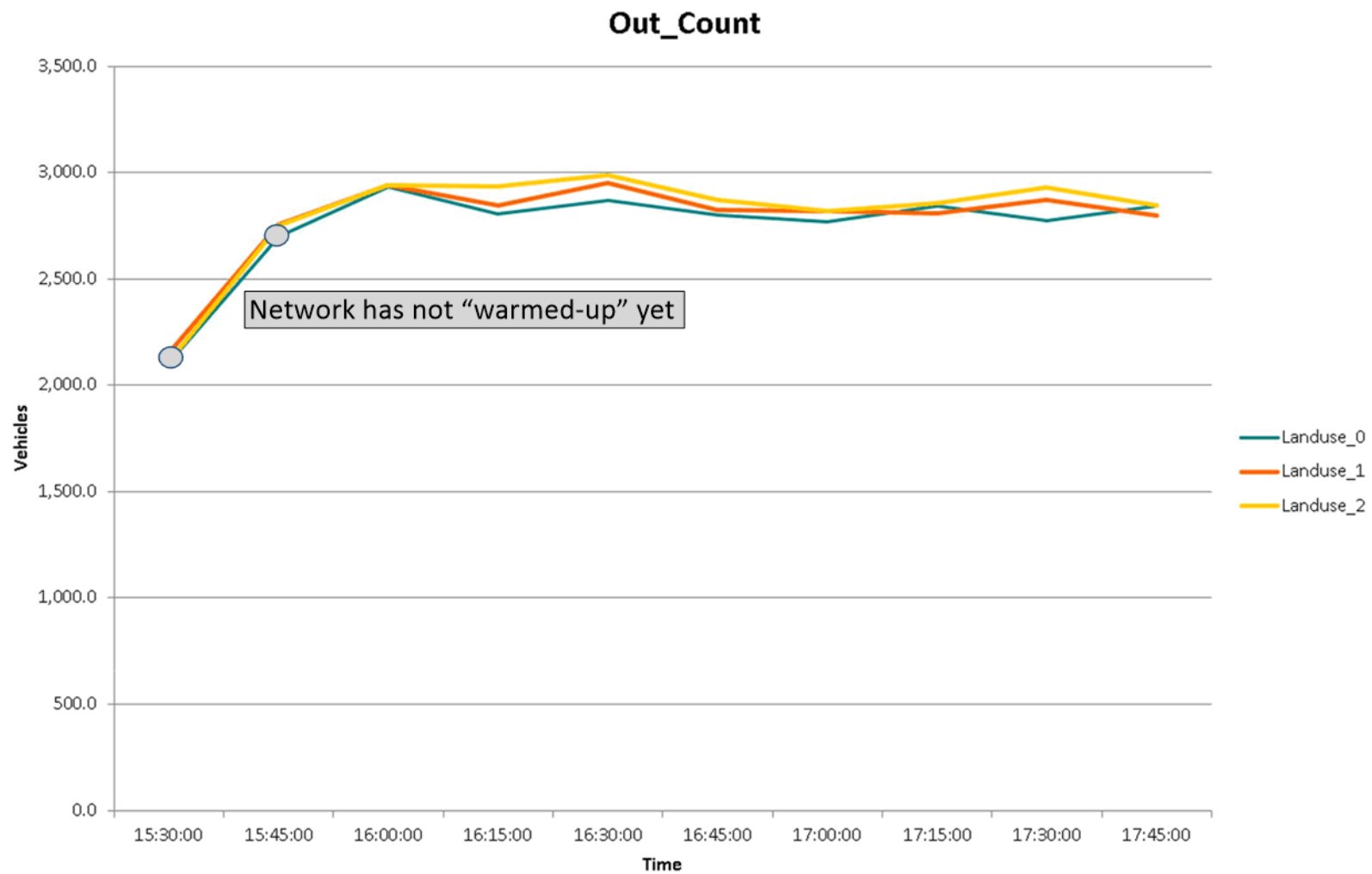
# Dynameq – network characteristics PM

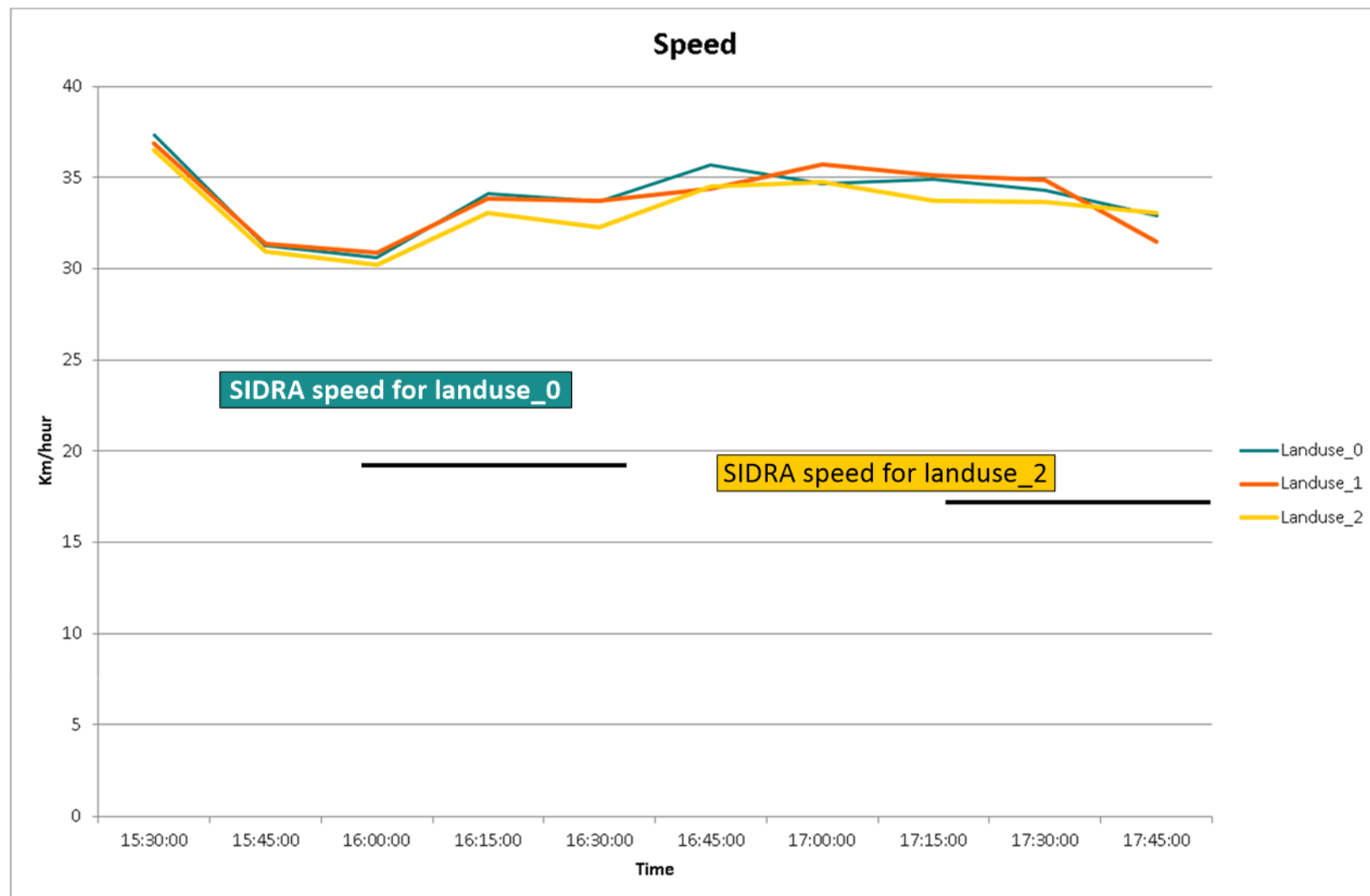




When a network is relatively free-flowing – we can observe the impact of impact loading  
The first couple of data points shows the “warm-up period  
The next couple of points shows the bounce up and then it is “normal”

I am not sure why the SIDRA results show such low speeds with a relatively “low” demand  
This requires more work on my part



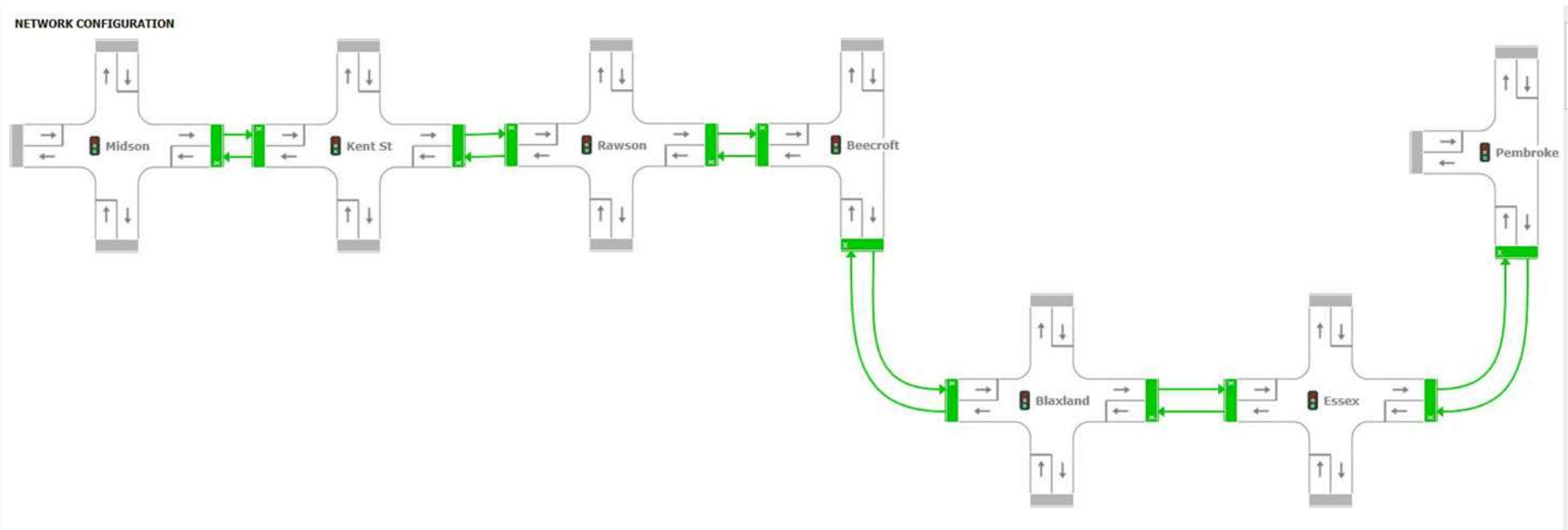


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Appendix D

## SIDRA network model outputs

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## Summary of overall network performance and SIDRA Intersection Delays (AM Peak Hour)

Intersection	Vehicle Performance	AM Peak hour 2026 Baseline Landuse_0	AM Peak hour 2026 Option Landuse_1	AM Peak hour 2026 Option Landuse_2
Overall Network Performance	LOS and Travel Speed (km/hr)	F 9.4 km/hr	F 9.3 km/hr	F 8.8 km/hr
Carlingford Road and Midson Road	Vehicle Demand	2,968	3,034	3,045
	Suppressed Traffic	81	101	103
	D-SAT	1.335	1.229	1.232
	AV-Delay (secs)	379.8	262.9	266.4
	LOS	F	F	F
Carlingford Road and Kent Street	Vehicle Demand	2,837	2,888	2,905
	Suppressed Traffic	421	374	381
	D-SAT	0.802	0.858	0.859
	AV-Delay (secs)	18.2	20.9	20.5
	LOS	B	B	B
Carlingford Road Ray Road and Rawson Street	Vehicle Demand	3,386	3,478	3,526
	Suppressed Traffic	387	355	358
	D-SAT	4.802	5.392	5.647
	AV-Delay (secs)	706.6	765.9	840.8
	LOS	F	F	F
Carlingford Road and Beecroft Road	Vehicle Demand	4,671	4,698	4,721
	Suppressed Traffic	552	500	531
	D-SAT	1.294	1.383	1.387
	AV-Delay (secs)	92.1	109.9	109.5
	LOS	F	F	F
Epping Road Blaxland Road and Langston Place	Vehicle Demand	4,770	4,816	4,840
	Suppressed Traffic	534	489	520
	D-SAT	1.103	1.186	1.193
	AV-Delay (secs)	38.6	45.8	50.5
	LOS	C	D	D
Epping Road and Essex Street	Vehicle Demand	3,720	3,747	3,763
	Suppressed Traffic	314	275	295
	D-SAT	1.127	1.144	1.147
	AV-Delay (secs)	91.3	109.0	111.0
	LOS	F	F	F
Epping Road and Pembroke Street	Vehicle Demand	2,953	2,963	2,971
	Suppressed Traffic	293	269	287
	D-SAT	0.879	0.916	0.916
	AV-Delay (secs)	13.9	16.7	16.7
	LOS LOS	A	B	B
Hourly Volume of Suppressed Traffic (Blocked at Upstream Intersections)				
Change in Level of Service Compared to the Base Case				

## Summary of overall network performance and SIDRA Intersection Delays (PM Peak Hour)

Intersection	Network Performance	PM Peak hour 2026 Baseline Landuse_0	PM Peak hour 2026 Option Landuse_1	PM Peak hour 2026 Option Landuse_2
Overall Network Performance	LOS and Travel Speed (km/hr)	D 19.3 km/hr	E 17.8 km/hr	E 17.4 km/hr
Carlingford Road and Midson Road	Vehicle Demand Suppressed Traffic D-SAT AV-Delay (secs)  LOS	2,778 144 0.849 35.1  C	2,796 154 0.859 35.2  C	2,802 158 0.859 35.2  C
Carlingford Road and Kent Street	Vehicle Demand Suppressed Traffic D-SAT AV-Delay (secs)  LOS	2,477 68 0.608 20.1  B	2,503 179 0.607 19.8  B	2,515 210 0.597 18.8  B
Carlingford Road Ray Road and Rawson Street	Vehicle Demand Suppressed Traffic D-SAT AV-Delay (secs)  LOS	2,815 189 0.901 25.0  B	2,883 204 0.868 26.3  B	2,910 209 0.876 27.1  B
Carlingford Road and Beecroft Road	Vehicle Demand Suppressed Traffic D-SAT AV-Delay (secs)  LOS	4,065 0 2.344 241.6  F	4,094 0 2.567 278.6  F	4,103 0 2.635 291.1  F
Epping Road Blaxland Road and Langston Place	Vehicle Demand Suppressed Traffic D-SAT AV-Delay (secs)  LOS	4,294 0 1.132 43.3  D	4,325 0 1.264 54.0  D	4,342 0 1.270 54.7  D
Epping Road and Essex Street	Vehicle Demand Suppressed Traffic D-SAT AV-Delay (secs)  LOS	3,266 0 0.931 36.2  C	3,289 0 0.908 36.1  C	3,298 0 0.885 35.4  C
Epping Road and Pembroke Street	Vehicle Demand Suppressed Traffic D-SAT AV-Delay (secs)  LOS LOS	2,302 0 0.907 13.0  A	2,307 0 0.907 12.8  A	2,310 0 0.907 12.9  A
Hourly Volume of Suppressed Traffic (Blocked at Upstream Intersections)				
Change in Level of Service Compared to the Base Case				

# AM SIDRA yellow numbers for Suppressed Traffic at Intersections

= Calculated Total Length of all Intersection Traffic Queues

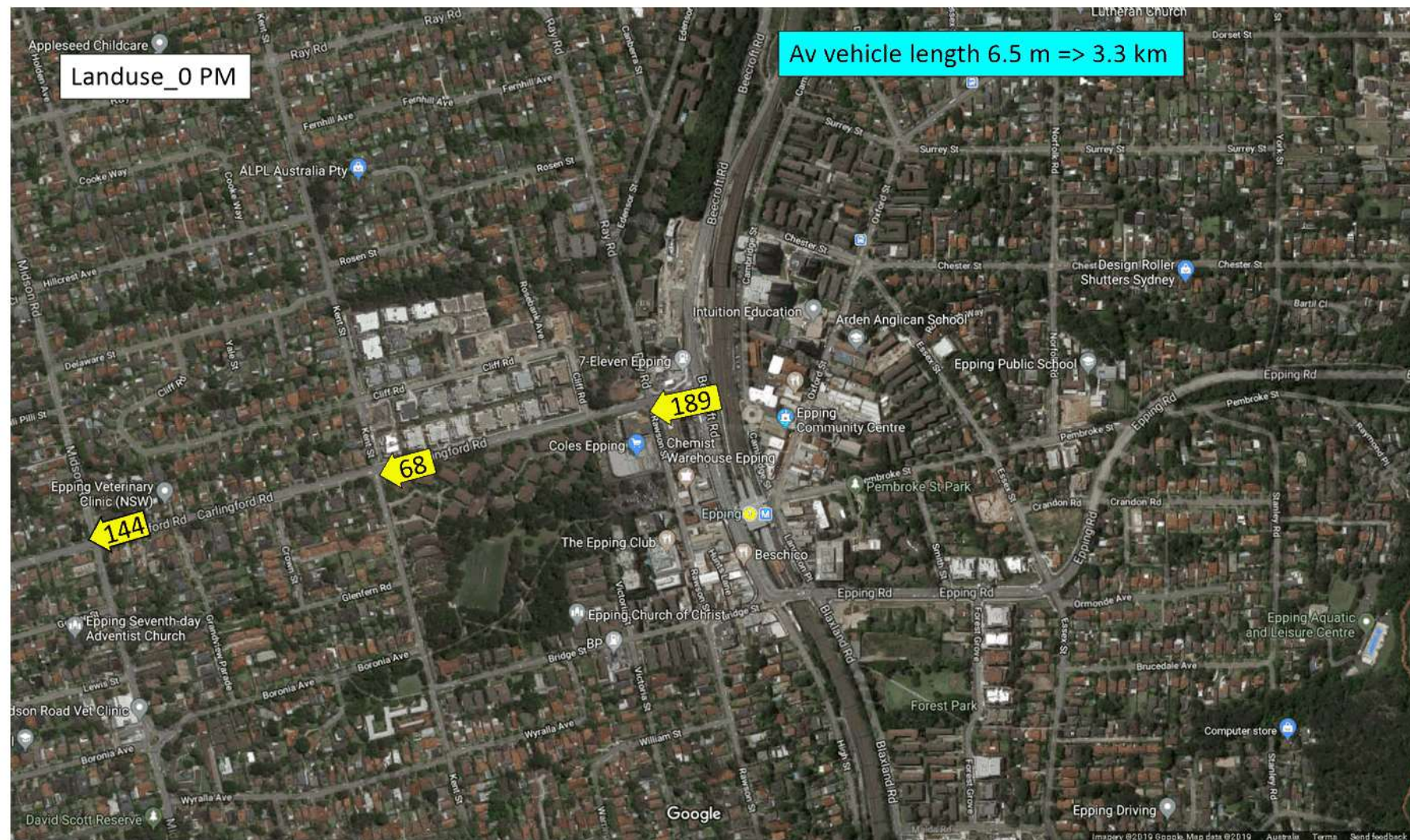


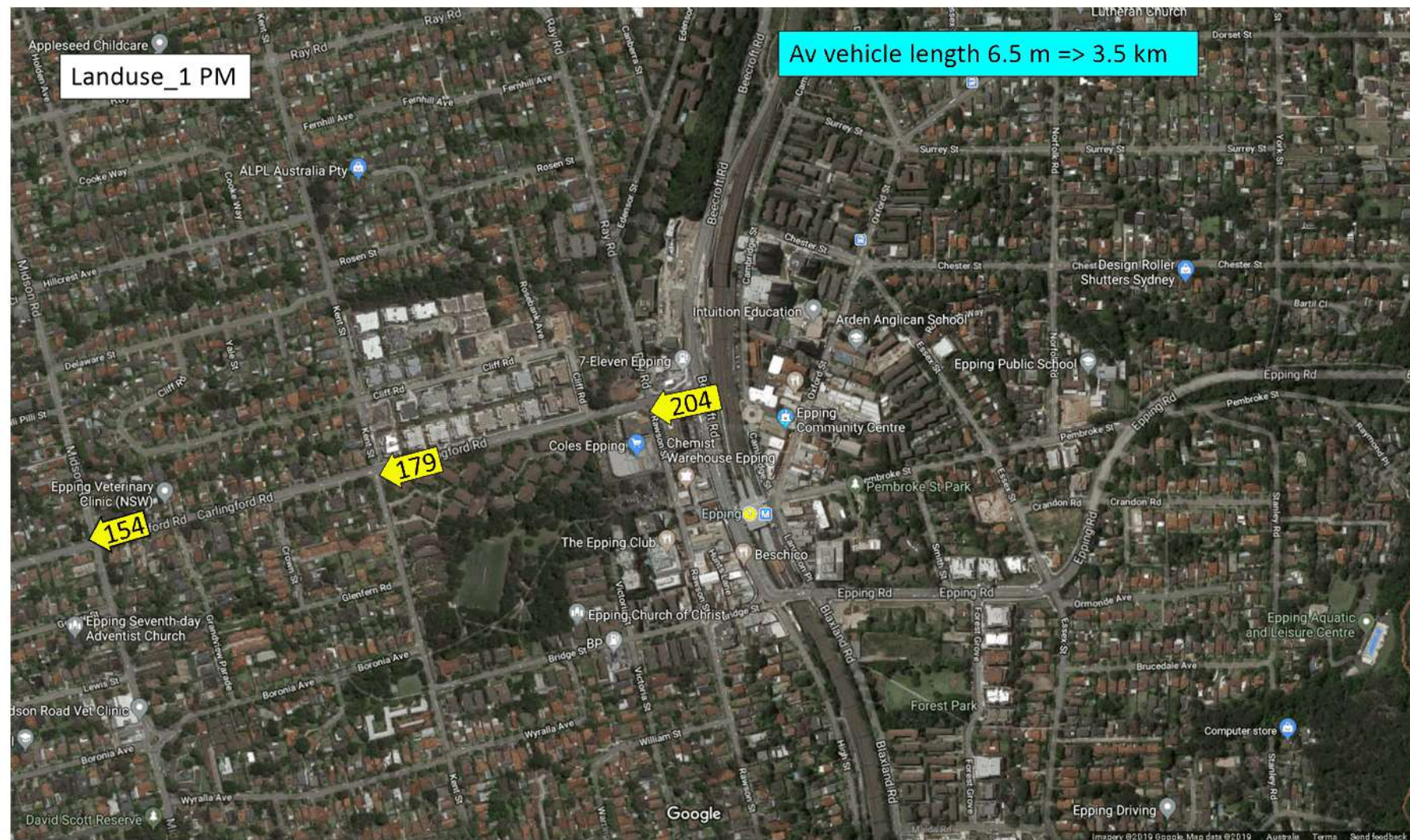


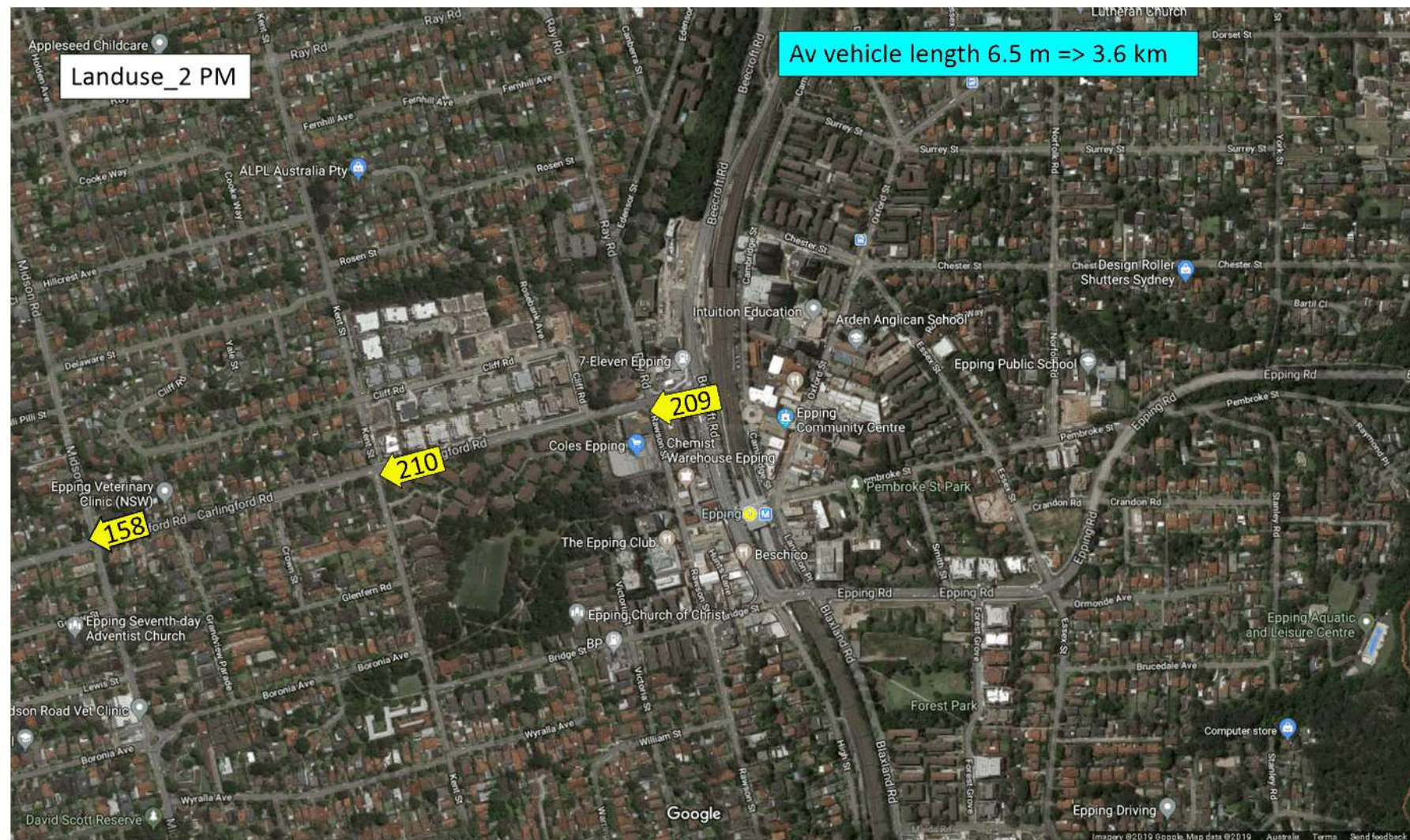


# PM SIDRA yellow numbers for Suppressed Traffic at Intersections

= Calculated Total Length of all Intersection Traffic Queues







## NETWORK SUMMARY

### Network: N101 [2026\_am\_landuse\_0\_AM\_signals\_only]

2026\_am\_landuse\_0\_AM\_signals\_only

Network Category: (None)

Network Cycle Time = 72 seconds (Network Optimum Cycle Time - Minimum Delay)

Network Performance - Hourly Values				
Performance Measure	Vehicles	Per Unit Distance	Pedestrians	Persons
Network Level of Service (LOS)	LOS F			
Travel Time Index	1.50			
Speed Efficiency	0.24			
Congestion Coefficient	4.25			
Travel Speed (Average)	9.4 km/h		2.7 km/h	9.4 km/h
Travel Distance (Total)	13085.8 veh-km/h		10.3 ped-km/h	15713.2 pers-km
Travel Time (Total)	1390.2 veh-h/h		3.8 ped-h/h	1672.1 pers-h/h
Desired Speed	40.0 km/h			
Demand Flows (Total for all Sites)	25305 veh/h		342 ped/h	30708 pers/h
Arrival Flows (Total for all Sites)	22722 veh/h		342 ped/h	27608 pers/h
Demand Flows (Entry Total)	8259 veh/h			
Midblock Inflows (Total)	81 veh/h			
Midblock Outflows (Total)	-302 veh/h			
Percent Heavy Vehicles (Demand)	0.0 %			
Percent Heavy Vehicles (Arrival)	0.0 %			
Degree of Saturation	4.802			
Control Delay (Total)	1152.85 veh-h/h		1.62 ped-h/h	1385.04 pers-h/h
Control Delay (Average)	182.7 sec		17.1 sec	180.6 sec
Control Delay (Worst Lane)	6872.8 sec			
Control Delay (Worst Movement)	6872.8 sec		30.3 sec	6872.8 sec
Geometric Delay (Average)	0.7 sec			
Stop-Line Delay (Average)	182.0 sec			
Queue Storage Ratio (Worst Lane)	1.77			
Total Effective Stops	26783 veh/h		217 ped/h	32357 pers/h
Effective Stop Rate	1.18	2.05 per km	0.63	1.17
Proportion Queued	0.74		0.63	0.82
Performance Index	2359.7		5.0	2364.7
Cost (Total)	46996.61 \$/h	3.59 \$/km	96.52 \$/h	47093.13 \$/h
Fuel Consumption (Total)	2660.8 L/h	203.3 mL/km		
Fuel Economy	20.3 L/100km			
Carbon Dioxide (Total)	6252.9 kg/h	477.8 g/km		
Hydrocarbons (Total)	0.666 kg/h	0.051 g/km		
Carbon Monoxide (Total)	5.259 kg/h	0.402 g/km		
NOx (Total)	1.459 kg/h	0.111 g/km		

Network Model Variability Index (Iterations 3 to N): 16.8 %

Number of Iterations: 20 (Maximum: 50)

Largest change in Lane Degrees of Saturation or Queue Storage Ratios for the last three Network Iterations: 0.8% 0.7% 0.6%

Network Level of Service (LOS) Method: SIDRA Speed Efficiency.

Software Setup used: New South Wales.

Network Performance - Annual Values			
Performance Measure	Vehicles	Pedestrians	Persons
Demand Flows (Total for all Sites)	12,146,490 veh/y	164,004 ped/y	14,739,800 pers/y
Delay	553,368 veh-h/y	777 ped-h/y	664,819 pers-h/y
Effective Stops	12,855,960 veh/y	104,087 ped/y	15,531,240 pers/y
Travel Distance	6,281,161 veh-km/y	4,935 ped-km/y	7,542,327 pers-km/y
Travel Time	667,310 veh-h/y	1,832 ped-h/y	802,604 pers-h/y
Cost	22,558,370 \$/y	46,330 \$/y	22,604,700 \$/y
Fuel Consumption	1,277,189 L/y		
Carbon Dioxide	3,001,394 kg/y		
Hydrocarbons	319 kg/y		
Carbon Monoxide	2,524 kg/y		
NOx	700 kg/y		

## NETWORK SUMMARY

### Network: N101 [2026\_am\_landuse\_0\_PM\_signals\_only]

2026\_am\_landuse\_0\_PM\_signals\_only

Network Category: (None)

Network Cycle Time = 110 seconds (Network Optimum Cycle Time - Minimum Delay)

Network Performance - Hourly Values				
Performance Measure	Vehicles	Per Unit Distance	Pedestrians	Persons
Network Level of Service (LOS)	LOS E			
Travel Time Index	4.26			
Speed Efficiency	0.48			
Congestion Coefficient	2.07			
Travel Speed (Average)	19.3 km/h		2.3 km/h	19.2 km/h
Travel Distance (Total)	12313.2 veh-km/h		10.3 ped-km/h	14786.2 pers-km
Travel Time (Total)	637.4 veh-h/h		4.5 ped-h/h	769.4 pers-h/h
Desired Speed	40.0 km/h			
Demand Flows (Total for all Sites)	21997 veh/h		342 ped/h	26738 pers/h
Arrival Flows (Total for all Sites)	21496 veh/h		342 ped/h	26137 pers/h
Demand Flows (Entry Total)	7436 veh/h			
Midblock Inflows (Total)	124 veh/h			
Midblock Outflows (Total)	-500 veh/h			
Percent Heavy Vehicles (Demand)	0.0 %			
Percent Heavy Vehicles (Arrival)	0.0 %			
Degree of Saturation	2.344			
Control Delay (Total)	422.68 veh-h/h		2.32 ped-h/h	509.54 pers-h/h
Control Delay (Average)	70.8 sec		24.5 sec	70.2 sec
Control Delay (Worst Lane)	2485.2 sec			
Control Delay (Worst Movement)	2485.2 sec		49.3 sec	2485.2 sec
Geometric Delay (Average)	0.7 sec			
Stop-Line Delay (Average)	70.1 sec			
Queue Storage Ratio (Worst Lane)	1.00			
Total Effective Stops	15805 veh/h		199 ped/h	19165 pers/h
Effective Stop Rate	0.74	1.28 per km	0.58	0.73
Proportion Queued	0.71		0.58	0.72
Performance Index	1254.0		5.6	1259.6
Cost (Total)	22071.26 \$/h	1.79 \$/km	114.40 \$/h	22185.66 \$/h
Fuel Consumption (Total)	1631.6 L/h	132.5 mL/km		
Fuel Economy	13.3 L/100km			
Carbon Dioxide (Total)	3834.4 kg/h	311.4 g/km		
Hydrocarbons (Total)	0.379 kg/h	0.031 g/km		
Carbon Monoxide (Total)	3.773 kg/h	0.306 g/km		
NOx (Total)	1.056 kg/h	0.086 g/km		

Network Model Variability Index (Iterations 3 to N): 9.2 %

Number of Iterations: 18 (Maximum: 50)

Largest change in Lane Degrees of Saturation or Queue Storage Ratios for the last three Network Iterations: 0.9% 0.5% 0.2%

Network Level of Service (LOS) Method: SIDRA Speed Efficiency.

Software Setup used: New South Wales.

Network Performance - Annual Values			
Performance Measure	Vehicles	Pedestrians	Persons
Demand Flows (Total for all Sites)	10,558,640 veh/y	164,004 ped/y	12,834,380 pers/y
Delay	202,885 veh-h/y	1,115 ped-h/y	244,578 pers-h/y
Effective Stops	7,586,501 veh/y	95,326 ped/y	9,199,128 pers/y
Travel Distance	5,910,355 veh-km/y	4,935 ped-km/y	7,097,361 pers-km/y
Travel Time	305,950 veh-h/y	2,170 ped-h/y	369,310 pers-h/y
Cost	10,594,210 \$/y	54,912 \$/y	10,649,120 \$/y
Fuel Consumption	783,191 L/y		
Carbon Dioxide	1,840,498 kg/y		
Hydrocarbons	182 kg/y		
Carbon Monoxide	1,811 kg/y		
NOx	507 kg/y		

## NETWORK SUMMARY

### Network: N101 [2026\_am\_landuse\_1\_AM\_signals\_only]

2026\_am\_landuse\_1\_AM\_signals\_only

Network Category: (None)

Network Cycle Time = 75 seconds (Network Optimum Cycle Time - Minimum Delay)

Network Performance - Hourly Values				
Performance Measure	Vehicles	Per Unit Distance	Pedestrians	Persons
Network Level of Service (LOS)	LOS F			
Travel Time Index	1.48			
Speed Efficiency	0.23			
Congestion Coefficient	4.28			
Travel Speed (Average)	9.3 km/h		2.7 km/h	9.3 km/h
Travel Distance (Total)	13392.0 veh-km/h		10.3 ped-km/h	16080.7 pers-km
Travel Time (Total)	1434.6 veh-h/h		3.9 ped-h/h	1725.4 pers-h/h
Desired Speed	40.0 km/h			
Demand Flows (Total for all Sites)	25624 veh/h		342 ped/h	31090 pers/h
Arrival Flows (Total for all Sites)	23259 veh/h		342 ped/h	28253 pers/h
Demand Flows (Entry Total)	8416 veh/h			
Midblock Inflows (Total)	87 veh/h			
Midblock Outflows (Total)	-318 veh/h			
Percent Heavy Vehicles (Demand)	0.0 %			
Percent Heavy Vehicles (Arrival)	0.0 %			
Degree of Saturation	5.392			
Control Delay (Total)	1193.86 veh-h/h		1.68 ped-h/h	1434.31 pers-h/h
Control Delay (Average)	184.8 sec		17.7 sec	182.8 sec
Control Delay (Worst Lane)	7928.6 sec			
Control Delay (Worst Movement)	7928.6 sec		31.8 sec	7928.6 sec
Geometric Delay (Average)	0.7 sec			
Stop-Line Delay (Average)	184.1 sec			
Queue Storage Ratio (Worst Lane)	1.73			
Total Effective Stops	26634 veh/h		215 ped/h	32176 pers/h
Effective Stop Rate	1.15	1.99 per km	0.63	1.14
Proportion Queued	0.74		0.63	0.82
Performance Index	2447.1		5.1	2452.2
Cost (Total)	48503.46 \$/h	3.62 \$/km	97.95 \$/h	48601.41 \$/h
Fuel Consumption (Total)	2735.5 L/h	204.3 mL/km		
Fuel Economy	20.4 L/100km			
Carbon Dioxide (Total)	6428.4 kg/h	480.0 g/km		
Hydrocarbons (Total)	0.685 kg/h	0.051 g/km		
Carbon Monoxide (Total)	5.398 kg/h	0.403 g/km		
NOx (Total)	1.491 kg/h	0.111 g/km		

Network Model Variability Index (Iterations 3 to N): 30.2 %

Number of Iterations: 17 (Maximum: 50)

Largest change in Lane Degrees of Saturation or Queue Storage Ratios for the last three Network Iterations: 0.9% 0.7% 0.6%

Network Level of Service (LOS) Method: SIDRA Speed Efficiency.

Software Setup used: New South Wales.

Network Performance - Annual Values			
Performance Measure	Vehicles	Pedestrians	Persons
Demand Flows (Total for all Sites)	12,299,350 veh/y	164,004 ped/y	14,923,220 pers/y
Delay	573,053 veh-h/y	804 ped-h/y	688,468 pers-h/y
Effective Stops	12,784,550 veh/y	103,083 ped/y	15,444,550 pers/y
Travel Distance	6,428,169 veh-km/y	4,935 ped-km/y	7,718,738 pers-km/y
Travel Time	688,599 veh-h/y	1,859 ped-h/y	828,178 pers-h/y
Cost	23,281,660 \$/y	47,015 \$/y	23,328,680 \$/y
Fuel Consumption	1,313,032 L/y		
Carbon Dioxide	3,085,625 kg/y		
Hydrocarbons	329 kg/y		
Carbon Monoxide	2,591 kg/y		
NOx	716 kg/y		

## NETWORK SUMMARY

### Network: N101 [2026\_am\_landuse\_0\_PM\_signals\_only]

2026\_am\_landuse\_0\_PM\_signals\_only

Network Category: (None)

Network Cycle Time = 110 seconds (Network Optimum Cycle Time - Minimum Delay)

Network Performance - Hourly Values				
Performance Measure	Vehicles	Per Unit Distance	Pedestrians	Persons
Network Level of Service (LOS)	LOS E			
Travel Time Index	3.83			
Speed Efficiency	0.44			
Congestion Coefficient	2.25			
Travel Speed (Average)	17.8 km/h		2.3 km/h	17.7 km/h
Travel Distance (Total)	12420.1 veh-km/h		10.3 ped-km/h	14914.4 pers-km
Travel Time (Total)	698.2 veh-h/h		4.5 ped-h/h	842.3 pers-h/h
Desired Speed	40.0 km/h			
Demand Flows (Total for all Sites)	22197 veh/h		342 ped/h	26978 pers/h
Arrival Flows (Total for all Sites)	21659 veh/h		342 ped/h	26333 pers/h
Demand Flows (Entry Total)	7528 veh/h			
Midblock Inflows (Total)	126 veh/h			
Midblock Outflows (Total)	-510 veh/h			
Percent Heavy Vehicles (Demand)	0.0 %			
Percent Heavy Vehicles (Arrival)	0.0 %			
Degree of Saturation	2.567			
Control Delay (Total)	481.11 veh-h/h		2.33 ped-h/h	579.65 pers-h/h
Control Delay (Average)	80.0 sec		24.5 sec	79.2 sec
Control Delay (Worst Lane)	2884.6 sec			
Control Delay (Worst Movement)	2884.6 sec		49.3 sec	2884.6 sec
Geometric Delay (Average)	0.7 sec			
Stop-Line Delay (Average)	79.3 sec			
Queue Storage Ratio (Worst Lane)	1.00			
Total Effective Stops	16126 veh/h		199 ped/h	19550 pers/h
Effective Stop Rate	0.74	1.30 per km	0.58	0.74
Proportion Queued	0.70		0.58	0.72
Performance Index	1329.5		5.6	1335.2
Cost (Total)	24075.14 \$/h	1.94 \$/km	114.48 \$/h	24189.63 \$/h
Fuel Consumption (Total)	1713.1 L/h	137.9 mL/km		
Fuel Economy	13.8 L/100km			
Carbon Dioxide (Total)	4025.8 kg/h	324.1 g/km		
Hydrocarbons (Total)	0.401 kg/h	0.032 g/km		
Carbon Monoxide (Total)	3.894 kg/h	0.314 g/km		
NOx (Total)	1.083 kg/h	0.087 g/km		

Network Model Variability Index (Iterations 3 to N): 7.9 %

Number of Iterations: 22 (Maximum: 50)

Largest change in Lane Degrees of Saturation or Queue Storage Ratios for the last three Network Iterations: 0.6% 0.5% 0.3%

Network Level of Service (LOS) Method: SIDRA Speed Efficiency.

Software Setup used: New South Wales.

Network Performance - Annual Values			
Performance Measure	Vehicles	Pedestrians	Persons
Demand Flows (Total for all Sites)	10,654,530 veh/y	164,004 ped/y	12,949,440 pers/y
Delay	230,931 veh-h/y	1,117 ped-h/y	278,234 pers-h/y
Effective Stops	7,740,514 veh/y	95,473 ped/y	9,384,089 pers/y
Travel Distance	5,961,651 veh-km/y	4,935 ped-km/y	7,158,917 pers-km/y
Travel Time	335,119 veh-h/y	2,171 ped-h/y	404,314 pers-h/y
Cost	11,556,070 \$/y	54,951 \$/y	11,611,020 \$/y
Fuel Consumption	822,282 L/y		
Carbon Dioxide	1,932,362 kg/y		
Hydrocarbons	193 kg/y		
Carbon Monoxide	1,869 kg/y		
NOx	520 kg/y		

## NETWORK SUMMARY

### Network: N101 [2026\_am\_landuse\_2\_AM\_signals\_only]

2026\_am\_landuse\_2\_AM\_signals\_only

Network Category: (None)

Network Cycle Time = 75 seconds (Network Optimum Cycle Time - Minimum Delay)

Network Performance - Hourly Values				
Performance Measure	Vehicles	Per Unit Distance	Pedestrians	Persons
Network Level of Service (LOS)	LOS F			
Travel Time Index	1.34			
Speed Efficiency	0.22			
Congestion Coefficient	4.53			
Travel Speed (Average)	8.8 km/h		2.7 km/h	8.8 km/h
Travel Distance (Total)	13424.7 veh-km/h		10.3 ped-km/h	16120.0 pers-km
Travel Time (Total)	1521.1 veh-h/h		3.9 ped-h/h	1829.2 pers-h/h
Desired Speed	40.0 km/h			
Demand Flows (Total for all Sites)	25770 veh/h		342 ped/h	31266 pers/h
Arrival Flows (Total for all Sites)	23295 veh/h		342 ped/h	28296 pers/h
Demand Flows (Entry Total)	8469 veh/h			
Midblock Inflows (Total)	88 veh/h			
Midblock Outflows (Total)	-320 veh/h			
Percent Heavy Vehicles (Demand)	0.0 %			
Percent Heavy Vehicles (Arrival)	0.0 %			
Degree of Saturation	5.647			
Control Delay (Total)	1279.46 veh-h/h		1.67 ped-h/h	1537.02 pers-h/h
Control Delay (Average)	197.7 sec		17.6 sec	195.6 sec
Control Delay (Worst Lane)	8389.2 sec			
Control Delay (Worst Movement)	8389.2 sec		31.8 sec	8389.2 sec
Geometric Delay (Average)	0.7 sec			
Stop-Line Delay (Average)	197.0 sec			
Queue Storage Ratio (Worst Lane)	1.83			
Total Effective Stops	27147 veh/h		214 ped/h	32791 pers/h
Effective Stop Rate	1.17	2.02 per km	0.63	1.16
Proportion Queued	0.75		0.63	0.82
Performance Index	2558.6		5.1	2563.7
Cost (Total)	51334.01 \$/h	3.82 \$/km	97.83 \$/h	51431.85 \$/h
Fuel Consumption (Total)	2845.5 L/h	212.0 mL/km		
Fuel Economy	21.2 L/100km			
Carbon Dioxide (Total)	6686.9 kg/h	498.1 g/km		
Hydrocarbons (Total)	0.715 kg/h	0.053 g/km		
Carbon Monoxide (Total)	5.554 kg/h	0.414 g/km		
NOx (Total)	1.527 kg/h	0.114 g/km		

Network Model Variability Index (Iterations 3 to N): 32.4 %

Number of Iterations: 36 (Maximum: 50)

Largest change in Lane Degrees of Saturation or Queue Storage Ratios for the last three Network Iterations: 0.3% 0.0% 0.0%

Network Level of Service (LOS) Method: SIDRA Speed Efficiency.

Software Setup used: New South Wales.

Network Performance - Annual Values			
Performance Measure	Vehicles	Pedestrians	Persons
Demand Flows (Total for all Sites)	12,369,760 veh/y	164,004 ped/y	15,007,710 pers/y
Delay	614,140 veh-h/y	802 ped-h/y	737,770 pers-h/y
Effective Stops	13,030,450 veh/y	102,898 ped/y	15,739,440 pers/y
Travel Distance	6,443,876 veh-km/y	4,935 ped-km/y	7,737,586 pers-km/y
Travel Time	730,142 veh-h/y	1,857 ped-h/y	878,027 pers-h/y
Cost	24,640,330 \$/y	46,961 \$/y	24,687,290 \$/y
Fuel Consumption	1,365,836 L/y		
Carbon Dioxide	3,209,715 kg/y		
Hydrocarbons	343 kg/y		
Carbon Monoxide	2,666 kg/y		
NOx	733 kg/y		

## NETWORK SUMMARY

### Network: N101 [2026\_am\_landuse\_2\_PM\_signals\_only]

2026\_am\_landuse\_2\_PM\_signals\_only

Network Category: (None)

Network Cycle Time = 110 seconds (Network Optimum Cycle Time - Minimum Delay)

Network Performance - Hourly Values				
Performance Measure	Vehicles	Per Unit Distance	Pedestrians	Persons
Network Level of Service (LOS)	LOS E			
Travel Time Index	3.73			
Speed Efficiency	0.44			
Congestion Coefficient	2.29			
Travel Speed (Average)	17.4 km/h		2.3 km/h	17.4 km/h
Travel Distance (Total)	12468.7 veh-km/h		10.3 ped-km/h	14972.7 pers-km
Travel Time (Total)	714.8 veh-h/h		4.5 ped-h/h	862.3 pers-h/h
Desired Speed	40.0 km/h			
Demand Flows (Total for all Sites)	22281 veh/h		342 ped/h	27079 pers/h
Arrival Flows (Total for all Sites)	21731 veh/h		342 ped/h	26419 pers/h
Demand Flows (Entry Total)	7572 veh/h			
Midblock Inflows (Total)	127 veh/h			
Midblock Outflows (Total)	-517 veh/h			
Percent Heavy Vehicles (Demand)	0.0 %			
Percent Heavy Vehicles (Arrival)	0.0 %			
Degree of Saturation	2.635			
Control Delay (Total)	496.82 veh-h/h		2.33 ped-h/h	598.51 pers-h/h
Control Delay (Average)	82.3 sec		24.5 sec	81.6 sec
Control Delay (Worst Lane)	3006.0 sec			
Control Delay (Worst Movement)	3006.0 sec		49.3 sec	3006.0 sec
Geometric Delay (Average)	0.7 sec			
Stop-Line Delay (Average)	81.6 sec			
Queue Storage Ratio (Worst Lane)	1.00			
Total Effective Stops	16210 veh/h		199 ped/h	19650 pers/h
Effective Stop Rate	0.75	1.30 per km	0.58	0.74
Proportion Queued	0.70		0.58	0.72
Performance Index	1348.2		5.6	1353.8
Cost (Total)	24618.43 \$/h	1.97 \$/km	114.50 \$/h	24732.93 \$/h
Fuel Consumption (Total)	1736.3 L/h	139.3 mL/km		
Fuel Economy	13.9 L/100km			
Carbon Dioxide (Total)	4080.3 kg/h	327.2 g/km		
Hydrocarbons (Total)	0.408 kg/h	0.033 g/km		
Carbon Monoxide (Total)	3.931 kg/h	0.315 g/km		
NOx (Total)	1.091 kg/h	0.088 g/km		

Network Model Variability Index (Iterations 3 to N): 8.4 %

Number of Iterations: 20 (Maximum: 50)

Largest change in Lane Degrees of Saturation or Queue Storage Ratios for the last three Network Iterations: 0.8% 0.5% 0.3%

Network Level of Service (LOS) Method: SIDRA Speed Efficiency.

Software Setup used: New South Wales.

Network Performance - Annual Values			
Performance Measure	Vehicles	Pedestrians	Persons
Demand Flows (Total for all Sites)	10,694,830 veh/y	164,004 ped/y	12,997,790 pers/y
Delay	238,472 veh-h/y	1,117 ped-h/y	287,284 pers-h/y
Effective Stops	7,780,613 veh/y	95,494 ped/y	9,432,230 pers/y
Travel Distance	5,984,984 veh-km/y	4,935 ped-km/y	7,186,917 pers-km/y
Travel Time	343,104 veh-h/y	2,172 ped-h/y	413,896 pers-h/y
Cost	11,816,850 \$/y	54,960 \$/y	11,871,810 \$/y
Fuel Consumption	833,422 L/y		
Carbon Dioxide	1,958,541 kg/y		
Hydrocarbons	196 kg/y		
Carbon Monoxide	1,887 kg/y		
NOx	524 kg/y		



21 June 10:00am



21 June 11:00am



21 June 12:00pm



21 June 1:00pm



21 June 2:00pm

— culmination of overshadowing  
(existing & proposed development)

■ additional FSR (1:1)



URBAN DESIGN  
City Strategy Unit

EPPING - ADDITIONAL RESIDENTIAL FSR 1:1 TO  
COMPENSATE FOR 2 LEVELS OF COMMERCIAL

126 Church Street, Parramatta NSW 2150  
PO Box 32 Parramatta NSW 2124  
[www.cityofparramatta.nsw.gov.au](http://www.cityofparramatta.nsw.gov.au)

DRAWING TITLE Shadow diagram includes existing  
development plus proposed  
development with additional FSR 1:1  
where applicable

DRAWING NUMBER  
REFERENCE NUMBER  
001

REVISION	DATE	DRAWN	CHECKED	DESCRIPTION
A	16/11/2019	PE		Shadow diagrams
B	24/11/2019	PE		Revised heights influencing shadow diagrams
C	25/11/2019	PE		Revised heights influencing shadow diagrams
D	16/12/2021	PE		Addition of Bridge Street 2.5:1 lines influencing shadow diagrams

DRAFT

SCALE  
1:10,000 @ A3

Important notice:  
Do not scale drawings. All dimensions shall be checked with relevant planner. All discrepancies shall be brought to the attention of the relevant planner. Larger scale drawings and written dimensions take precedence. This drawing is copyright and the property of the author, and must not be retained, copied or used without the express authority of CITY OF PARRAMATTA COUNCIL.

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**INNOVATIVE**

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<b>ITEM NUMBER</b>	17.3
<b>SUBJECT</b>	FOR APPROVAL: Post Exhibition - Planning Proposal to 'Switch Off' Clause 4.6 Variation as it applies to FSR for sites within the Epping Town Centre
<b>REFERENCE</b>	F2018/03031 - D07797530
<b>REPORT OF</b>	Team Leader Land Use Planning; Project Officer Land Use

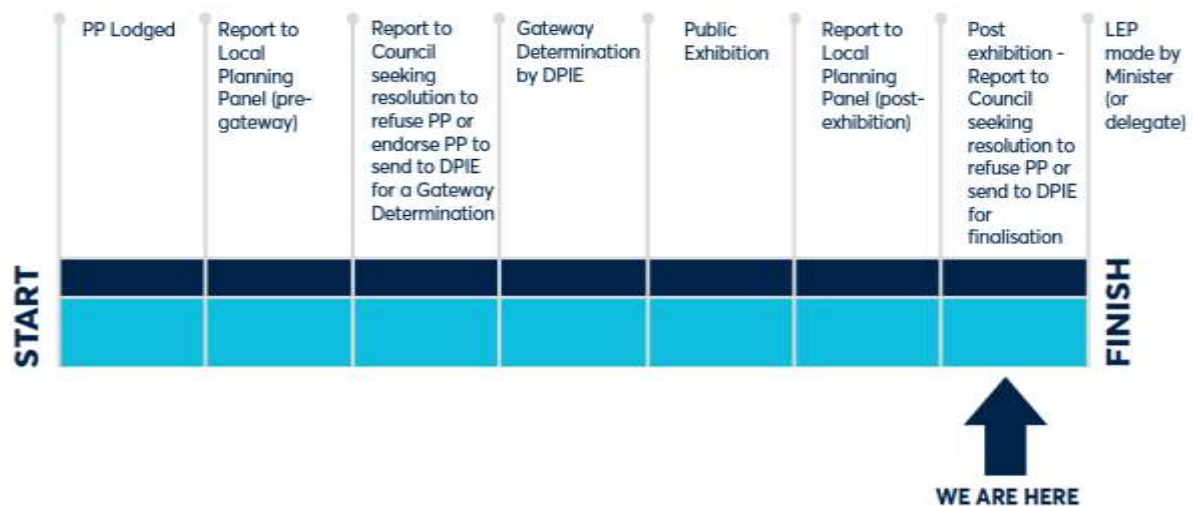
**PURPOSE:**

To report to Council on the outcome of the public exhibition of the Planning Proposal – Amendments to Clause 4.6, as it applies to the floor space ratio development standard within the Epping Town Centre, and to seek Council's endorsement to forward the Planning Proposal to the Department of Planning, Industry and Environment for finalisation.

**RECOMMENDATION**

- (a) **That** Council receives and notes the summary of submissions made during the public exhibition of the Planning Proposal – Amendments to Clause 4.6 of Epping Town Centre at **Attachment 1**.
- (b) **That** Council endorse for finalisation the Planning Proposal (at **Attachment 2**) to amend Clause 4.6 in the *Parramatta Local Environmental Plan 2011* and *Hornsby Local Environmental Plan 2013* by disabling the use of Clause 4.6 variations in relation to floor space ratio controls for the following types of development in the Epping Town Centre:
  - i. In *Parramatta LEP 2011* - residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within Zone B2 Local Centre, or residential accommodation in Zone R4 High Density Residential; and
  - ii. In *Hornsby LEP 2013* - residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within Zone B2 Local Centre.
- (c) **That** Council submit the Planning Proposal to the Department of Planning, Industry and Environment (DPIE) requesting its finalisation, noting that Council does not have plan-making delegation for this Planning Proposal.
- (d) **That** Council authorises the CEO to correct any minor policy inconsistencies and any anomalies that are of an administrative nature relating to the Planning Proposal that may arise during the finalisation process.
- (e) **Further, that** Council note that the Parramatta Local Planning Panel's advice to Council (**Attachment 3**) is consistent with the recommendations of this report.

## PLANNING PROPOSAL TIMELINE



## BACKGROUND

1. Traffic impact in and around the Epping Town Centre was a key issue examined by Council as part of Phase 1 of the Epping Planning Review (Review) undertaken between 2017 and 2018.
2. The Epping Town Centre Traffic Study (2018) commissioned by Council, identified significant traffic impacts associated with new development resulting from the rezoning of the Epping Town Centre via the Epping Urban Activation Precinct in 2014. The Study found that when traffic associated with the new development is introduced to a road network that already has significant congestion due to through traffic on the major roads that pass through the Epping Town Centre, the traffic impacts are significant and difficult to manage.
3. At its meeting on 9 July 2018, Council considered the consultation outcomes and technical analysis of the Review in relation to partly addressing the traffic issues and resolved (in part):
  - (c1) ... that Council adopts the position that it does not support any
    - a. Development applications seeking an increase in residential density via clause 4.6 of the PLEP 2011.

*And that council write to both the Department of Planning & Environment (DP&E) and the Greater Sydney Commission advising them this will remain Council's position until the State Government has provided infrastructure to resolve the through traffic issues within the Epping Town centre.*
  - (c2) That a Planning Proposal including all necessary background studies and analysis be prepared to amend Clause 4.6 of PLEP 2011 so that it cannot be used to seek a FSR greater than that permitted on the Floor Space Ratio Map for sites within the Epping Town centre.
4. Consistent with Council's resolution of 9 July 2018, a Planning Proposal was prepared to amend the *Parramatta LEP 2011* (PLEP 2011) and *Hornsby LEP 2013* (HLEP 2013) by disabling the use of Clause 4.6 variations in relation to floor space ratio controls for the following types of development in the Epping Town Centre:
  - a) In *Parramatta LEP 2011* - residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within

Zone B2 Local Centre, or residential accommodation in Zone R4 High Density Residential; and

- b) In *Hornsby LEP 2013* - residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within Zone B2 Local Centre.
5. It is noted that this Planning Proposal relates to preventing an increase in floorspace greater than that permitted under the current maximum FSR controls for residential and tourist and visitor accommodation uses only and that Clause 4.6 variations to Development Standards for increases in non-residential FSR may still be utilised.
6. The Planning Proposal was reported to and endorsed by the Local Planning Panel on 16 April 2019. The Planning Proposal was subsequently endorsed by Council at the 13 May 2019 meeting for the purposes of requesting a Gateway Determination by the Department of Planning, Industry, and Environment (DPIE). The 13 May 2019 Council Report and Minutes can be found at Item 15.2:  
[https://businesspapers.parracity.nsw.gov.au/Open/2019/OC\\_13052019\\_AGN\\_496\\_AT.PDF](https://businesspapers.parracity.nsw.gov.au/Open/2019/OC_13052019_AGN_496_AT.PDF)  
[https://businesspapers.parracity.nsw.gov.au/Open/2019/OC\\_13052019\\_MIN\\_496.PDF](https://businesspapers.parracity.nsw.gov.au/Open/2019/OC_13052019_MIN_496.PDF)
7. The DPIE issued a Gateway Determination on 10 March 2020, enabling the Planning Proposal to be placed on public exhibition, subject to conditions which are detailed in paragraph 9 below.

## PLANNING PROPOSAL

8. The Planning Proposal (refer to **Attachment 2**) applies to R4 High Density Residential and B2 Local Centre zoned land in *PLEP 2011*, and B2 Local Centre zoned land in *HLEP 2013*, within the Epping Town Centre. The area to which this Planning Proposal is to apply is identified in **Figure 1**.



**Figure 1 – Land subject to the Planning Proposal**

9. In accordance with the Gateway Determination issued by the DPIE, the Planning Proposal was amended in response to certain conditions prior to public exhibition to enable:
  - a) A sunset clause which will automatically remove the Clause 4.6 exemption for FSR:
    - i. After 3 years to enable the effectiveness of the provision to be further assessed having regard to planned infrastructure improvements and other mitigation measures that have been identified for the Epping Town Centre (Condition 1 (b)(i)); or
    - ii. If Clause 4.6 under the Standard Instrument – Principal Local Environmental Plan is amended (Condition 1 (b)(ii)); and
  - b) A savings provision which will prevent the proposed Clause 4.6 exemption applying to development applications lodged, but not determined, prior to a draft LEP being made (Condition 1 (c)).
10. Furthermore, DPIE did not give Council plan-making authority in relation to this Planning Proposal as it intends to alter clauses under the Standard Instrument LEP.

## **PUBLIC EXHIBITION**

11. The Planning Proposal was publicly exhibited from 19 August 2020 to 25 September 2020. The subject Planning Proposal - Epping Town Centre Clause 4.6 was exhibited in accordance with relevant provisions of the Gateway Determination and *Environmental Planning and Assessment Regulations 2000*.

12. The Planning Proposal was jointly exhibited with two other planning proposals within Epping (Rosebank Avenue and East Epping) and draft amendments to the Hornsby Development Control Plan (DCP) 2013. The outcomes of the submissions of these planning proposals and draft DCP amendments will be reported to the Local Planning Panel in 2021.
13. A total of fourteen (14) submissions were received during the public exhibition period. These include submissions from Transport for NSW, Heritage NSW, Hornsby Shire Council and eleven (11) from local residents, businesses or developers. It is noted that Transport for NSW, Heritage NSW and Hornsby Shire Council raised no objections to the Planning Proposal. A summary of all submissions and Council officer responses are provided at **Attachment 1**.
14. **Table 1** below summarises the key issues raised by submissions during public exhibition and provides a summary response. A detailed response to each of the concerns is included in the Submission Table at **Attachment 1**.

**Table 1:** Summary of key issues raised during public exhibition and Council Officer response

Key Issue Raised During Public Exhibiton	Reponse (Summary)
Submissions misinterpreting intent of the Planning Proposal – including objecting to increases in building height, the potential for the Planning Proposal to further exacerbate traffic issues and pressure on infrastructure, such as schools.	Council Officers note that it is the intent of the Planning Proposal to respond to traffic congestion issues that were identified as part of the Epping Planning Review. This mechanism will limit the opportunity for applications to seek additional density over and above the level already permitted under the relevant LEP. It will act to limit or cap requests for further density that might exacerbate issues Epping is experiencing related to increasing density of development.
Unfairly applies to future development and not past developments.	<p>While it is acknowledged that the proposal, if finalised by DPIE, would apply to future development in the Epping Town Centre, the intent of the Planning Proposal is to address traffic issues that have arisen since the NSW Government's rezoning in 2014, and the unprecedented rate of development in the Epping Town Centre since that time.</p> <p>It is noted since 2015, development applications which have utilised Clause 4.6 have been in relation to building height. The clause has rarely been use for, with FSR variations. The intended effect of the Planning Proposal limits anticipated growth in the Epping Town Centre to FSRs within the currently allowable densities in the mapped planning controls. To date there have not been significant clause 4.6 variations granted so past applications have not benefited from increased FSR using this mechanism. The claim that there is some form of inequitable treatment of previous applications is not accepted.</p> <p>In addition, the effectiveness of the proposed Clause 4.6 exemption will be reviewed after 3 years as per the sunset clause required in the Gateway</p>

Key Issue Raised During Public Exhibiton	Reponse (Summary)
	Determination to assess the effectiveness of the clause.
Will adversely impact on the provision of commercial floorspace.	<p>The intention of this amendment is to limit the use of Clause 4.6 to prevent a level of floor space greater than that permitted by the FSR controls for the site for residential accommodation and tourist and visitor accommodation only. Therefore it will not limit the opportunity for developments to utilise Clause 4.6 for additional floorspace for commercial floorspace purposes.</p> <p>It should be noted that in order to address the issue of loss of commercial floorspace in Epping Town Centre and to respond to an outcome of the Epping Planning Review, a planning proposal which mandates a proportion of floor space as commercial within a new development in the B2 Local Centre zone is currently being prepared by Council, and is considered in a separate report included in the same Council business paper as this report.</p> <p>If a developer was to lodge a development application that is consistent with Council's proposed policy for commercial floor space, providing the required amount, Clause 4.6 would still be available as a mechanism to approve this prior to the Commercial Floor Space Planning Proposal being finalised.</p>
Will undermine the objectives of the Environmental Planning and Assessment (EP&A) Act 1979, in relation to the objectives of promoting orderly economic use of land, and promoting good urban design and amenity for the built environment.	There is no evidence provided to suggest that the Planning Proposal will prevent development achieving these objectives. The objective can continue to be achieved via development consistent with the current development standards within the Hornsby and Parramatta LEPs.
Clause 4.6 variations are required to provide flexibility for development proposals and will reduce the viability of these developments.	<p>Clause 4.6 for FSR variations have rarely been exercised by mixed use developments within the Epping Town Centre since 2015, in most cases the variation to building height has been used. Based on the rate of development activity in the Epping Town Centre, and the use of Clause 4.6 variations in these approvals, there is no evidence to suggest that switching off Clause 4.6 variations for FSR will impact on the future development of undeveloped sites.</p> <p>The proposed restriction does not fetter the existing FSR controls currently available under Parramatta LEP 2011 or Hornsby LEP 2013. Instead, it means additional floor space beyond the controls cannot be sought.</p> <p>The Planning Proposal applies only to restricting an increase in density sought for residential and tourist and visitor accommodation. Therefore there are a range of other non-residential uses that may still utilise the Clause 4.6 FSR variation.</p>

Key Issue Raised During Public Exhibiton	Reponse (Summary)
	<p>This proposed change has no effect on Section 4.55 (formerly Section 96) Modification Applications under the EP&amp;A Act 1979 (Note: a Section 4.55 modification application allows minor modifications to be made to a consent when the development is demonstrated to be substantially the same development). Accordingly, modifications to FSR controls can still be made for a development application that seeks additional FSR above the control via a Section 4.55 modification application. Any such modification application would be considered on its merits, having regard to traffic and other issues and therefore any Section 4.55 modification seeking a significant increase in FSR above that permitted in the controls would be unlikely to be supported.</p>
<p>The Planning Proposal is an inefficient method for addressing traffic generation.</p>	<p>The Planning Proposal was informed by the Epping Town Centre Traffic Study, which concluded that traffic will continue to deteriorate, even with potential local and State road improvements recently in place and further works proposed (for example the widening of Epping Road Bridge).</p> <p>It is acknowledged that the proposed changes will not in and of themselves address traffic and infrastructure provision issues within the town centre, but will work to help affect cumulative change and complement other strategic initiatives, including (but not limited to):</p> <ul style="list-style-type: none"> <li>a) Reduction in car parking rates in the Parramatta DCP 2011 and Hornsby DCP 2013 (noting this was completed in 2019);</li> <li>b) Identifying, costing and funding local road improvements that Council can deliver (noting that Council has included local improvements in its Draft Contributions Plan which was considered by Council on 30 November 2020);</li> <li>c) Identifying State traffic and transport infrastructure improvements for Council to advocate for the NSW Government to deliver (noting that Council continues to advocate for identified improvements, e.g. 244 Beecroft Road state significant development application, following up on Epping Road Bridge widening project); and</li> <li>d) Council's current position that it will not support any Planning Proposal which seeks to deliver additional density (other than that allowable under existing controls), unless it seeks to address issues of the loss of commercial floorspace and heritage interface issues.</li> </ul>

15. Council Officers do not consider that any changes are required to the Planning Proposal as a result of the submissions received.

## LOCAL PLANNING PANEL

16. Council resolved on 14 May 2018 to refer Planning Proposals to the Local Planning Panel where a submission has been received during the public exhibition process, which requests that the Planning Proposal be amended. The Panel provides advice to Council on whether the Planning Proposal should be amended and whether or not to forward it to the Department of Planning, Industry and Environment for finalisation.
17. The Local Planning Panel considered this matter at its meeting on 15 December 2020. In issuing its advice to Council, the Panel supported Council officers' recommendations and advised Council to forward the Planning Proposal to DPIE so that the Planning Proposal can be finalised (Local Planning Panel Report and minute is at **Attachment 3**).

## FINANCIAL IMPLICATIONS FOR COUNCIL

18. Any work to progress the finalisation of the Planning Proposal would be prepared by Council Officers within the existing City Planning budget.
19. The level of developer contributions paid could increase marginally if more development was permitted to be approved via Clause 4.6 variations but the costs / negative impacts associated with the additional development are likely to outweigh benefits the community would gain by expending these additional funds on local infrastructure. Council Officers consider that this impact is appropriate and consistent with Council's strategic direction for the Epping Town Centre.

## CONCLUSION AND NEXT STEPS

20. Council Officers recommend that Council support the recommendation that the Planning Proposal (as exhibited) be referred to the Department of Planning, Industry and Environment for finalisation.
21. Council does not have plan-making delegation for the subject Planning Proposal so Council will forward the Proposal to the Department of Planning Industry and Environment for the plan to be finalised so it comes into force.

Bianca Lewis  
**Team Leader Land Use Planning**

Robert Cologna  
**Land Use Planning Manager**

Paul Perrett  
**Chief Financial Officer**

Kelly Van Der Zanden  
**Acting Executive Director, City Planning & Design**

Brett Newman

**Chief Executive Officer**

**ATTACHMENTS:**

<b>1</b> <a href="#">↓</a>	Submissions Table	13 Pages
<b>2</b> <a href="#">↓</a>	Planning Proposal	78 Pages
<b>3</b> <a href="#">↓</a>	Local Planning Panel Report and Minutes 15 December 2020	98 Pages

**REFERENCE MATERIAL**

Attachment 1 – Submission Table

#	Submission Summary	Council Officer Response
<b>Community</b>		
1.	<p>The submission objects to the Planning Proposal on the following grounds:</p> <ul style="list-style-type: none"> <li>- The Planning Proposal would increase congestion of Pennant Hill Road, Carlingford Road, Beecroft Road, Ray Road and the whole area;</li> <li>- The Planning Proposal would destroy the existing peaceful environment and outlook; and</li> <li>- The Planning Proposal would increase the workload for those schools near the Epping/Beecroft/Carlingford area.</li> </ul>	<p>The submission implies that the Planning Proposal would result in an increase in traffic. However the intent of the Planning Proposal is to respond to the traffic congestion issues that were identified as part of the Epping Planning Review. The Planning Proposal intends to disable the use of Clause 4.6 variations to obtain additional floor space ratio (that is additional density) for residential accommodation, tourist and visitor accommodation, or mixed use development within the Epping Town Centre, thereby reducing associated traffic generated from this additional density.</p> <p>The proposed amendment, which limits additional residential floor space, does not affect the existing planning controls allowing development in accordance with the current controls. The current planning controls in place assess each development proposal on its merits, including minimising the impact of residential development on the environment.</p> <p>In relation to impact on schools, the proposed amendment seeks to reduce the potential for additional floorspace, therefore additional residential apartments. Potentially this may ease flow on impacts onto local schools, however this impact cannot be adequately assessed by Council Officers and the NSW Department of Education is the appropriate authority.</p>
2.	<p>The submission objects to the Planning Proposal on the following grounds:</p> <ul style="list-style-type: none"> <li>- There should be no increase to maximum height of buildings in the area; and</li> <li>- There should be no opportunity to add additional floor space, which usually has a negative impact (e.g. increased traffic).</li> </ul>	<p>The Planning Proposal will not apply to variations to the maximum height of buildings, as height does not increase the density of a given development. The Planning Proposal seeks to reduce the potential for additional density in order to manage an increase in traffic movements.</p>

#	Submission Summary	Council Officer Response
<b>Community</b>		
3.	The submission objects to the Planning Proposal on the grounds that other developments in the area have successfully sought variations to FSR in previous applications, and existing residents have already been adversely affected by massive nearby developments.	<p>Council officers acknowledge that the proposed 'switching off' of the Clause 4.6 variation to the FSR standard would apply to future development in the Epping Town Centre (if endorsed by Council and ultimately finalised by the Department of Planning, Industry and Environment).</p> <p>The Epping Planning Review acknowledged that traffic congestion issues have arisen since the NSW Government's rezoning in 2014 and unprecedented rate of development within the Epping Town Centre. The Planning Proposal was informed by the Epping Town Centre Traffic Study undertaken in 2017, which concluded that traffic will continue to deteriorate, even with potential local and State road improvements in place. This Planning Proposal compliments a series of other actions that Council is progressing to assist with addressing traffic issues in the Epping town centre, including implementing a range of local and State road improvement works and other planning controls, including amendments to car parking rates in the DCP.</p>
4	The "switching off" of clause 4.6 to Development Standards as proposed by the draft LEP is contrary to the goal of restoring commercial space and residential amenity in the Epping CBD. The effect of "switching off" clause 4.6 for three years or longer combined with mandating a certain proportion of commercial space will be to discourage any new development in Epping. If the existing provisions were applied to allow commercial uses outside the FSR, developers would not face a reduction of the potential residential component of their site and would allow for the development of a master plan that could be significantly funded by the developers.	<p>Clause 4.6 of standard NSW LEPs allows for minor variation to development standards, such as height and FSR. This Planning Proposal does not impact on developments ability to be compliant with the maximum FSR and other applicable development standards within the Parramatta and Hornsby LEPs.</p> <p>It is considered that the intended effect of this Planning Proposal will not negatively impact on the current ability for commercial floor space to be delivered on B2 Local Centre sites in the Epping Town Centre. This Planning Proposal applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation.</p> <p>An outcome of the Epping Planning Review is to prepare a planning proposal which mandates a proportion of floor space as commercial within a new development in the B2 Local Centre zone. This planning</p>

#	Submission Summary	Council Officer Response
<b>Community</b>		
		<p>proposal has been prepared and was presented to the Local Planning Panel on 29 September 2020.</p> <p>If the Commercial Floor Space Planning Proposal was to be progressed and a developer was to lodge a development application that is consistent with Council's proposed policy for commercial floor space, it is noted that Clause 4.6 would still be available as a mechanism for applicants to make an argument for an increase in commercial floorspace (prior to the Commercial Floor Space Planning Proposal being finalised). This is due to the fact that this Planning Proposal ('switching off' Clause 4.6) applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation. The argument would be that the development would be consistent with Council's commercial floor space policy, and Clause 4.6 would be a mechanism for the floor space variation to be considered.</p>
5.	<p>By allowing clause 4.6 to apply variations to standards on all development applications, and now proposing to remove clause 4.6 for FSR for remaining residential land owners is unfair to those residents who suffered from overshadowing from built towers, and upcoming built towers, as they will miss out in inviting a developer to purchase their land and make a better built structure.</p> <p>Preventing breaches of mapped height controls should be considered in all the upcoming proposed towers before considering switching off clause 4.6 for FSR.</p> <p>The commercial and residential potential of 48A Oxford St will be impacted if additional floor space cannot be added, especially if the proposal extends after the 3 year period. We seek an exemption to allow 48A Oxford St to seek additional</p>	<p>Council officers acknowledge that the proposed 'switching off' of the Clause 4.6 variation to the FSR standard would apply to future development in the Epping Town Centre (if endorsed by Council and ultimately finalised by the Department of Planning, Industry and Environment).</p> <p>Clause 4.6 of standard NSW LEPs allows for minor variation to development standards, such as height and FSR. The mapped maximum FSR is not impacted by this Planning Proposal and developments are able to be compliant with both the maximum FSR and height of building controls, as with other applicable development standards within the Parramatta and Hornsby LEPs. Furthermore it will not impact on any State Environmental Planning Policy (SEPP) that may give sites the ability to seek additional FSR, such as the Affordable Rental Housing or Seniors Living SEPPs.</p>

#	Submission Summary	Council Officer Response
Community		
	<p>floor space in future so that any future residents in the future building developed on the site won't be as severely impacted by overshadowing from the neighbouring towers.</p> <p>The potential use of a Clause 4.6 variation to FSR will incentivise a buyer to purchase the land for future development.</p>	

#	Submission Summary	Council Officer Response
<b>Business and Landowners</b>		
<b>Epping Club</b>	<p>The submission objects to the Planning Proposal on the following grounds:</p> <ul style="list-style-type: none"> <li>- It has the potential to undermine the objectives of the EP&amp;A Act in relation to the objectives of promoting orderly economic use of land, and promoting good design and amenity for the built environment;</li> <li>- Clause 4.6 variations provide an appropriate degree of flexibility to ensure that a development application is considered on its merits and the unique circumstance of a particular site can be addressed;</li> <li>- The proposal is not in line with the Epping Commercial Floor space study. Three storey podiums are required on remaining developable sites. Additional floorspace is required for Epping to become a vibrant commercial centre. This control should be mandated and therefore be in the LEP not the DCP. The traffic implications should be supported by a study.</li> </ul> <p>Other issues were raised relating to the provision of commercial floor space in the Epping Town Centre, including:</p> <ul style="list-style-type: none"> <li>- In relation to state government owned sites (such as 240-244 Beecroft Road), that the amount of commercial floorspace which would be delivered on the site would be tokenistic. Therefore, each State government site should be individually assessed for appropriate level and type of commercial floor space ;</li> </ul>	<p>There is no evidence to suggest that the Proposal will prevent development achieving orderly economic use of land or good design outcomes. The mapped maximum FSR is not impacted by this Planning Proposal and developments are able to be compliant with both the maximum FSR and height of building controls, as with other applicable development standards within the Parramatta and Hornsby LEPs. Further, it is noted that the approach of using Clause 4.6 to increase height controls is commonly shared amongst developers in Epping town centre. However the variations to the FSR control through Clause 4.6 have rarely been exercised in the Epping Town Centre.</p> <p>It is considered that the intended effect of this Planning Proposal will not negatively impact on the current ability for commercial floor space to be delivered on B2 Local Centre sites in the Epping Town Centre. This Planning Proposal applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation</p> <p>An outcome of the Epping Planning Review is to prepare a planning proposal which mandates a proportion of floor space as commercial within a new development in the B2 Local Centre zone. This planning proposal has been prepared and was presented to the Local Planning Panel on 29 September 2020.</p> <p>If the Commercial Floor Space Planning Proposal was to be progressed and a developer was to lodge a development application that is consistent with Council's proposed policy for commercial floor space, it is noted that Clause 4.6 would still be available as a mechanism for applicants to make an argument for an increase in commercial floorspace (prior to the Commercial Floor Space Planning Proposal being finalised). This is due to the fact that this Planning Proposal ('switching off' Clause 4.6) applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor</p>

#	Submission Summary	Council Officer Response
<b>Business and Landowners</b>		
	<ul style="list-style-type: none"> <li>- Large floorplate commercial developments are an important part of making a town centre vibrant, and there is limited opportunity for these type of developments in the town centre;</li> <li>- As noted in the Epping Planning Review discussion paper, residents will need daily access to food and retail, and a supermarket on both sides of the rail line are needed;</li> <li>- Council is currently considering two planning proposals which are seeking to increase FSR on the western side of the town centre. As the applicants are seeking additional density above what is permitted under the current mapped controls, issues such as traffic and urban design need to be considered; and</li> <li>- Phase 2 consultation of the Epping Planning Review concluded that a civic focal point such as a library is needed. It will not be possible to achieve this while also restricting commercial floor space.</li> </ul>	accommodation. The argument would be that the development would be consistent with Council's commercial floor space policy, and Clause 4.6 would be a mechanism for the floor space variation to be considered.
<b>Western Sydney Business Chamber</b>	<p>The submission objects to the Planning Proposal on the following grounds:</p> <ul style="list-style-type: none"> <li>- The proposal has the potential to undermine the objectives of the Environmental Planning and Assessment Act 1979 particularly in relation to objective (b) promoting the orderly and economic use of land and (g) promoting good design and amenity for the built environment.</li> </ul>	The intended effect of the Planning Proposal is not to prevent the orderly economic use of land or the promotion of good design and amenity for the built environment. There is no evidence to suggest that the Proposal will prevent development achieving these objectives via the current development standards within the Hornsby and Parramatta LEPs. The mapped maximum FSR is not impacted by this Planning Proposal and developments are able to be compliant with both the maximum FSR and height of building controls, as with other applicable development standards within the Parramatta and Hornsby LEPs.

#	Submission Summary	Council Officer Response
<b>Business and Landowners</b>		
		Further, it is noted that the approach of using Clause 4.6 to increase height controls is commonly shared amongst developers in Epping town centre. However the variations to the FSR control through Clause 4.6 have rarely been exercised in Epping. In some instances, height variations can result in better urban design outcomes, including creating slender towers, therefore increase tower separation and on ground amenity.
<b>Oakstand</b>	<p>The submission objects to the Planning Proposal on the following grounds:</p> <ul style="list-style-type: none"> <li>- It has the potential to undermine the objectives of the EP&amp; A Act in relation to promoting orderly economic use of land and promoting good design and amenity for the built environment.</li> <li>- The planning proposal is out of context with the recommendations on the Epping Planning Review.</li> </ul> <p>Other issues were raised relating to the provision of commercial floor space in the Epping Town Centre, including:</p> <ul style="list-style-type: none"> <li>- The proposal is not in line with the Epping Commercial Floorspace study. Three storey podiums are required on remaining developable sites. Additional floorspace is required for Epping to become a vibrant commercial centre. This control should be mandated and therefore be in the LEP not the DCP. The traffic implications should be supported by a study.</li> </ul>	<p>The intended effect of the Planning Proposal is not to prevent the orderly economic use of land or the promotion of good design and amenity for the built environment. There is no evidence to suggest that the Proposal will prevent development achieving these objectives via the current development standards within the Hornsby and Parramatta LEPs. The mapped maximum FSR is not impacted by this Planning Proposal and developments are able to be compliant with both the maximum FSR and height of building controls, as with other applicable development standards within the Parramatta and Hornsby LEPs.</p> <p>Further, it is noted that the approach of using Clause 4.6 to increase height controls is commonly shared amongst developers in Epping town centre. However the variations to the FSR control through Clause 4.6 have rarely been exercised in Epping.</p> <p>It is considered that the intended effect of this Planning Proposal will not negatively impact on the current ability for commercial floor space to be delivered on B2 Local Centre sites in the Epping Town Centre. This Planning Proposal applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation</p> <p>An outcome of the Epping Planning Review is to prepare a planning proposal which mandates a proportion of floor space as commercial within a new development in the B2 Local Centre zone. This planning</p>

#	Submission Summary	Council Officer Response
<b>Business and Landowners</b>		
	<ul style="list-style-type: none"> <li>- In relation to state government owned sites (such as 240-244 Beecroft Road), that the amount of commercial floorspace which would be delivered on the site would be tokenistic. Therefore, each State government site should be individually assessed for appropriate level and type of commercial floor space ;</li> <li>- Large floorplate commercial developments are an important part of making a town centre vibrant, and there is limited opportunity for these type of developments in the town centre;</li> <li>- As noted in the Epping Planning Review discussion paper, residents will need daily access to food and retail, and a supermarket on both sides of the rail line are needed;</li> <li>- Council is currently considering two planning proposals which are seeking to increase FSR on the western side of the town centre. As the applicants are seeking additional density above what is permitted under the current mapped controls, issues such as traffic and urban design need to be considered; and</li> <li>- Phase 2 consultation of the Epping Planning Review concluded that a civic focal point such as a library is needed. It will not be possible to achieve this while also restricting commercial floor space.</li> </ul>	<p>proposal has been prepared and was presented to the Local Planning Panel on 29 September 2020.</p> <p>If the Commercial Floor Space Planning Proposal was to be progressed and a developer was to lodge a development application that is consistent with Council's proposed policy for commercial floor space, it is noted that Clause 4.6 would still be available as a mechanism for applicants to make an argument for an increase in commercial floorspace (prior to the Commercial Floor Space Planning Proposal being finalised). This is due to the fact that this Planning Proposal ('switching off' Clause 4.6) applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation. The argument would be that the development would be consistent with Council's commercial floor space policy, and Clause 4.6 would be a mechanism for the floor space variation to be considered.</p>

#	Submission Summary	Council Officer Response
<b>Business and Landowners</b>		
<b>Mecone</b>	<p>The submission objects to the Planning Proposal on the following grounds:</p> <ul style="list-style-type: none"> <li>- The amendment has the potential to undermine the objectives of the Environmental Planning and Assessment Act 1979, particularly in relation to objective (b) promoting the orderly and economic use of land and (g) promoting good design and amenity for the built environment;</li> <li>- The amendment does not consider instances where minor exceedances to floor space ratio are warranted due to constrained sites, where minimal amenity impacts are created and offset by a public benefit or where a master planned approach is considered that seeks to redistribute the gross floor area across multiple lots to achieve a bespoke design outcome;</li> <li>- Council's study suggested traffic impacts from commercial uses may well be greater than that of residential uses;</li> <li>- Without sufficient commercial/retail floorspace the future function and amenity of the Town Centre is significantly impacted; and</li> <li>- The proposal relates only to Epping Town Centre and is not applied elsewhere in Parramatta LGA. The implications of the proposal are inherently unequitable and targets a small geographical that do not consider a wide range of external variables that contribute to increased traffic impacts.</li> </ul>	<p>It is not the intended effect of the Planning Proposal to prevent the orderly economic use of land or the promotion of good design and amenity for the built environment. There is no evidence to suggest that the Proposal will prevent development achieving these objectives, through the current development standards within the Hornsby and Parramatta LEPs.</p> <p>Further, it is noted that the approach of using Clause 4.6 to increase height controls is commonly shared amongst developers in Epping town centre. However the variations to the FSR control through Clause 4.6 have rarely been exercised in Epping. In these instances, height variations have been justified (in part) to achieve better urban design outcomes which respond to site specific constraints. These include creating slender towers, increasing tower separation and solar access, greater setbacks to heritage items and on ground public amenity outcomes.</p> <p>It is considered that the intended effect of this Planning Proposal will not negatively impact on the current ability for commercial floor space to be delivered on B2 Local Centre sites in the Epping Town Centre. This Planning Proposal applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation, not commercial uses.</p> <p>Furthermore, an outcome of the Epping Planning Review is to prepare a planning proposal which mandates a proportion of floor space as commercial within a new development in the B2 Local Centre zone. This planning proposal has been prepared and was presented to the Local Planning Panel on 29 September 2020.</p> <p>If the Commercial Floor Space Planning Proposal was to be progressed and a developer was to lodge a development application that is</p>

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<b>Business and Landowners</b>		
		<p>consistent with Council's proposed policy for commercial floor space, it is noted that Clause 4.6 would still be available as a mechanism for applicants to make an argument for an increase in commercial floorspace (prior to the Commercial Floor Space Planning Proposal being finalised). This is due to the fact that this Planning Proposal ('switching off' Clause 4.6) applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation. The argument would be that the development would be consistent with Council's commercial floor space policy, and Clause 4.6 would be a mechanism for the floor space variation to be considered.</p> <p>The Epping Planning Review acknowledged that traffic congestion issues have arisen since the NSW Government's rezoning in 2014 and unprecedented rate of development within the Epping Town Centre. The Planning Proposal was informed by the Epping Town Centre Traffic Study undertaken in 2017, which concluded that traffic will continue to deteriorate, even with potential local and State road improvements in place. This Planning Proposal compliments a series of other actions that Council is progressing to assist with addressing traffic issues in the Epping town centre, including implementing a range of local and State road improvement works and other planning controls, including amendments to car parking rates in the DCP.</p> <p>Furthermore there is precedent in Parramatta for limiting the application of Clause 4.6, refer to Subclause 4.6 (8) (ca) in the <i>Parramatta LEP 2011</i> restricts the operation of Clause 4.6: <i>A development standard that relates to the height of a building, or a floor space ratio, in Parramatta City Centre (as referred to in clause 7.1 (1)) by more than 5%.</i>"</p>
<b>Epping Chamber</b>	It has the potential to undermine the objectives of the EP & A Act in relation to promoting orderly economic	It is not the intended effect of the Planning Proposal to prevent the orderly economic use of land or the promotion of good design and

#	Submission Summary	Council Officer Response
<b>Business and Landowners</b>		
<b>of Commerce</b>	<p>use of land and promoting good design and amenity for the built environment.</p> <p>The planning proposal is out of context with the recommendations on the Epping Planning Review.</p> <p>In relation to commercial floor space:: The proposal is not in line with the Epping Commercial Floorspace study. Three storey podiums are required on remaining developable sites. Additional floorspace is required for Epping to become a vibrant commercial centre. This control should mandated and therefore be in the LEP not the DCP. The traffic implications should be supported by a study.</p> <p>Other issues were raised relating to the provision of commercial floor space in the Epping Town Centre, including:</p> <ul style="list-style-type: none"> <li>- In relation to state government owned sites (such as 240-244 Beecroft Road), that the amount of commercial floorspace which would be delivered on the site would be tokenistic. Therefore, each State government site should be individually assessed for appropriate level and type of commercial floor space ;</li> <li>- Large floorplate commercial developments are an important part of making a town centre vibrant, and there is limited opportunity for these type of developments in the town centre;</li> <li>- As noted in the Epping Planning Review discussion paper, residents will need daily</li> </ul>	<p>amenity for the built environment. There is no evidence to suggest that the Proposal will prevent development achieving these objectives, through the current development standards within the Hornsby and Parramatta LEPs.</p> <p>The Epping Planning Review acknowledged that traffic congestion issues have arisen since the NSW Government's rezoning in 2014 and unprecedented rate of development within the Epping Town Centre. The Planning Proposal was informed by the Epping Town Centre Traffic Study undertaken in 2017, which concluded that traffic will continue to deteriorate, even with potential local and State road improvements in place. This Planning Proposal compliments a series of other actions that Council is progressing to assist with addressing traffic issues in the Epping town centre, including implementing a range of local and State road improvement works and certain planning controls.</p> <p>It is considered that the intended effect of this Planning Proposal will not negatively impact on the current ability for commercial floor space to be delivered on B2 Local Centre sites in the Epping Town Centre. This Planning Proposal applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation</p> <p>An outcome of the Epping Planning Review is to prepare a planning proposal which mandates a proportion of floor space as commercial within a new development in the B2 Local Centre zone. This planning proposal has been prepared and was presented to the Local Planning Panel on 29 September 2020.</p> <p>If the Commercial Floor Space Planning Proposal was to be progressed and a developer was to lodge a development application that is consistent with Council's proposed policy for commercial floor space, it is noted that Clause 4.6 would still be available as a mechanism for</p>

#	Submission Summary	Council Officer Response
<b>Business and Landowners</b>		
	<p>access to food and retail, and a supermarket on both sides of the rail line are needed;</p> <ul style="list-style-type: none"> <li>- Council is currently considering two planning proposals which are seeking to increase FSR on the western side of the town centre. As the applicants are seeking additional density above what is permitted under the current mapped controls, issues such as traffic and urban design need to be considered; and</li> <li>- Phase 2 consultation of the Epping Planning Review concluded that a civic focal point such as a library is needed. It will not be possible to achieve this while also restricting commercial floor space.</li> </ul>	<p>applicants to make an argument for an increase in commercial floorspace (prior to the Commercial Floor Space Planning Proposal being finalised). This is due to the fact that this Planning Proposal ('switching off' Clause 4.6) applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation. The argument would be that the development would be consistent with Council's commercial floor space policy, and Clause 4.6 would be a mechanism for the floor space variation to be considered.</p>
<b>Planning Lab</b>	<p>The submission objects to the Planning Proposal on the following grounds:</p> <ul style="list-style-type: none"> <li>- The effect of the amendments as they relate to FSR is to reduce the opportunities for applicants to provide merit-based arguments in support of numerical non-compliances, reducing the flexibility that applicants have to respond positively to site context and the ability of Council to work with applicants to achieve good outcomes.</li> <li>- By prohibiting Clause 4.6 variations for FSR to manage traffic congestion in the Epping Town Centre, the implication is that excess GFA will cause an increase in traffic. Prohibiting variations to the FSR standard is an inefficient method for addressing traffic generation as this is already a relevant consideration for a consent authority.</li> </ul>	<p>The Planning Proposal was informed by the Epping Town Centre Traffic Study, which concluded that traffic will continue to deteriorate, even with potential local and State road improvements in place. This informed Council's Epping Town Centre Transport Delivery Plan that is a suite of local and State works, and some policies requested by Council to assist with addressing traffic issues in the Epping town centre.</p> <p>The 'switching off' of Clause 4.6 is considered as the most suitable means of achieving the intended outcome, which is to prevent variations to residential and tourist and visitor accommodation floor space within the Epping town centre. This Planning Proposal compliments a series of other actions Council is progressing to assist with addressing traffic issues in the Epping town centre. Therefore it is acknowledged that the proposed changes will not in of themselves address traffic and infrastructure provision issues within the town centre, but will work to effect cumulative change and complement other strategic initiatives.</p>

#	Submission Summary	Council Officer Response
<b>Business and Landowners</b>		
	<p>and prohibiting Clause 4.6 variations will cause unintended negative impacts where there is a valid justification for variation which will restrict both Council and applicants from exploring positive outcomes which may arise from a variation.</p> <ul style="list-style-type: none"> <li>- Prohibiting Clause 4.6 variations is redundant as the consent authority must already take into account infrastructure capacity in determining any Clause 4.6 Variation Request regarding FSR.</li> </ul>	<p>It should be noted there are other means for applicants to seek for additional FSR at development application and modification stages, such as Section 4.55 Modification Applications. However, it is not possible to switch off Section 4.55 Modification Applications seeking additional FSR in the <i>EP&amp;A Act 1979</i>, though any such modification applications would need to have regard to Clause 4.6 provisions.</p> <p>Further, it is noted that the approach of using Clause 4.6 to increase height controls is commonly shared amongst developers in Epping Town Centre. However the variations to the FSR control through Clause 4.6 have rarely been exercised in for developments within the Epping Town Centre. In these instances, height variations have been justified (in part) to achieve better urban design outcomes which respond to site specific constraints.</p> <p>In addition, the effectiveness of the proposed Clause 4.6 exemption will be reviewed after 3 years as per the sunset clause required in the Gateway Determination to assess the effectiveness of the clause.</p>



**CITY OF  
PARRAMATTA**

# PLANNING PROPOSAL

Amendment to Clause 4.6  
Epping Town Centre

[cityofparramatta.nsw.gov.au](http://cityofparramatta.nsw.gov.au)

# TABLE OF CONTENTS

TABLE OF CONTENTS .....	1
INTRODUCTION .....	2
PART 1 – OBJECTIVES OR INTENDED OUTCOMES .....	4
PART 2 – EXPLANATION OF PROVISIONS .....	5
PART 3 – JUSTIFICATION .....	7
PART 4 – MAPPING .....	15
PART 5 – COMMUNITY CONSULTATION .....	20
PART 6 – PROJECT TIMELINE .....	21
Appendix 1 – Council Report 9 July 2018 (Item 14.5) .....	22
Appendix 2 – Council Minutes 9 July 2018 (Item 14.5) .....	23
Appendix 3 – Council Report 26 November 2018 (Item 11.1) .....	24
Appendix 4 – Council Minutes 26 November 2018 (Item 11.1) .....	25
Appendix 5 – Epping Transport and Traffic Improvements (Item 11.1) .....	26

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

### Planning Proposal drafts

Council versions:

No.	Author	Version
1.	City of Parramatta Council	16 April 2019 and 13 May 2020 - Report to Local Planning Panel and Council on the assessment of planning proposal
2.	City of Parramatta Council	August 2020 - Response to Gateway Conditions for the purpose of public exhibition; Council's Local Strategic Planning Statement ; and changes to public exhibition due to COVID-19 restrictions.

D06487724 (F2018/03031)

1

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

# INTRODUCTION

This planning proposal explains the intended effect of, and justification for, proposed amendment to *Parramatta Local Environmental Plan and Hornsby Local Environmental Plan (LEP) 2013*. It has been prepared in accordance with Section 3.33 of the *Environmental Planning and Assessment Act (EP&A Act) 1979* and the Department of Planning and Environment guides, '*Guidance for merged councils on planning functions*' (May 2016), '*A Guide to Preparing Local Environment Plans*' (December 2018) and '*A Guide to Preparing Planning Proposals*' (December 2018).

Please Note: This version (August 2020) of the Planning Proposal has been amended to include the following (refer to red text throughout):

- Inclusions as per Condition 1 (a) – (c) of the Gateway Determination issued 10 March 2020;
- Assessment against Council's Local Strategic Planning Statement (LSPS) effective from 31 March 2020; and
- Any changes to public exhibition requirements due to COVID-19 restrictions.

## Background and context

Clause 4.6 is a compulsory clause through the Standard Instrument (Local Environmental Plans) Order 2006 that enables exceptions to Development Standards, such as height and floor space ratio within a LEP. On 9 July 2018, the City of Parramatta Council considered a report as part of the Epping Planning Review and resolved to 'switch off' the ability for applicants to rely on Clause 4.6 (of the *Parramatta LEP 2011* or *Hornsby LEP 2013*) to achieve a higher floor space ratio than in the relevant LEP's FSR maps. It is considered that this would assist in reducing any additional traffic generated from the additional floor space. (Refer to **Appendix 1** and **Appendix 2** for the Council report and minutes).

The Planning Proposal is a progression of the Epping Town Centre Traffic Studies prepared as part of the Epping Planning Review undertaken by Council, which concluded that traffic would deteriorate over time. Further discussions about the Traffic Study after being exhibited are summarised in Council Report of 26 November 2018 (Refer to **Appendix 3** and **Appendix 4** for the Council report and associated meeting minutes). The Planning Proposal seeks to 'switch off' the application of Clause 4.6 Exceptions to Development Standards in *Parramatta LEP 2011* and *Hornsby LEP 2013* to floor space ratio in the subject area as shown in Figure 1.

On 13 May 2019, Council resolved to send the Planning Proposal to Department of Planning, Industry and Environment (DPIE) for Gateway Determination in line with the Local Planning Panel's advice on 16 April 2019. Gateway Determination was subsequently issued by the Department of Planning, Industry and Environment (DPIE) on 10 March 2020.

D06487724 (F2018/03031)

2

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

Figure 1 – Land at Epping town centre subject to the Planning Proposal



D06487724 (F2018/03031)

3

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## PART 1 – OBJECTIVES OR INTENDED OUTCOMES

The objective of this planning proposal is to 'switch off' the application of Clause 4.6 Exceptions to development standards of *Parramatta LEP 2011* and *Hornsby LEP 2013* to floor space ratio for certain development within the subject land in accordance with Council's Resolution of 9 July 2018 and 13 May 2019.

The intended outcome is to restrict any additional residential floor space and tourist and visitor accommodation achieved via an applicant's reliance on Clause 4.6 and any associated additional traffic generated from that residential floor space.

In order to achieve this outcome, Clause 4.6 in both *Parramatta LEP 2011* and *Hornsby LEP 2013* will need to be amended, as follows (applying to areas shown in Figure 1, pg. 3):

- In *Parramatta LEP 2011* - residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within Zone B2 Local Centre or residential accommodation in Zone R4 High Density Residential; and
- In *Hornsby LEP 2013* - residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within Zone B2 Local Centre.

D06487724 (F2018/03031)

4

## PART 2 – EXPLANATION OF PROVISIONS

The objective of this planning proposal is to 'switch off' the application of Clause 4.6 'Exceptions to development standards' of both the *Parramatta LEP 2011* and *Hornsby LEP 2013* to remove the ability to vary the mapped maximum floor space ratios (FSR) provision for residential accommodation, tourist and visitor accommodation or mixed use developments applying to certain land within the Epping Town Centre (refer Figure 1, pg 3).

Clause 4.6 currently allows for a variation to certain development standards including the maximum FSR through the development application process, subject to detailed justification. The planning proposal seeks to prevent additional floor space, above the current maximum FSR controls, to mitigate and control traffic impacts in the locality of the Epping Town Centre. The planning proposal is supported by the Epping Town Centre Traffic Study 2018 and is part of a suite of strategies designed to manage traffic in the Epping Town Centre.

It is noted that the proposed change has no impacts on other policies or clauses that enable FSR bonuses or development modifications for additional floor space. It also does not affect Clause 4.6 variations to other development standards, such as the height control.

In accordance with the conditions of the Gateway Determination, this planning proposal also includes:

- A savings transition clause so to prevent unfair treatment of development applications already lodged and that only development applications lodged following the making of the LEP will be required to be consistent with the provisions; and
- A sunset clause which extinguishes the provisions of this planning proposal after 3 years or prior if Clause 4.6 of the Standard LEP Instrument is amended. This will enable transport improvements to be constructed and other mitigation mechanisms to be implemented. Following the 3 years of implementation, the need for the Clause 4.6 exemption could be reviewed and extended if justified and necessary.

In order to achieve the desired objectives the following amendments are proposed (subject to legal drafting):

1. With regards to *Parramatta LEP 2011*:

Insert a new subclause in Clause 4.6 (8) as follows:

*"a development standard that relates to the floor space ratio for residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within Zone B2 Local Centre or residential accommodation within Zone R4 High Density Residential, in the Epping Town Centre (as referred to FSR Map Sheet FSR\_016)*

*The provisions in this clause ceases to have effect 3 years after the commencement of this Plan.*

Insert a new subclause in Clause 1.8A as follows:

## PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

*"If a development application has been made before the commencement of Parramatta Local Environmental Plan Amendment (Clause 4.6 to Floor Space Ratio Controls – Epping Town Centre) 2020 in relation to a matter to which that Plan applies and the application has not been finally determined before that commencement, the application must be determined as if that Plan had not commenced."*

This will be accompanied by an amendment to the FSR Map (Sheet FSR\_016) which shows an edged line around the land zoned B2 Local Centre and R4 High Density Residential as shown in Figure 5 in Part 4 of this Planning Proposal.

2. With regards to *Hornsby LEP 2013*, insert a new subclause in Clause 4.6 (8) as follows:

*"(d) a development standard that relates to the floor space ratio for residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within Zone B2 Local Centre in the Epping Town Centre (as referred to FSR Map Sheet FSR\_011)*

*The provisions in this clause ceases to have effect 3 years after the commencement of this Plan.*

Insert a new subclause in Clause 1.8A as follows:

*"If a development application has been made before the commencement of Hornsby Local Environmental Plan Amendment (Clause 4.6 to Floor Space Ratio Controls – Epping Town Centre) 2020 in relation to a matter to which that Plan applies and the application has not been finally determined before that commencement, the application must be determined as if that Plan had not commenced."*

This will be accompanied by an amendment to the FSR Map (Sheet FSR\_011) which shows an edged line around the land zoned B2 Local Centre as shown in Figure 6 in Part 4 of this Planning Proposal.

**Notes**

The Harmonisation Planning Proposal seeks to consolidate into one Planning Instrument a set of controls that will replace the controls in the five different Local Environmental Plans that currently apply in different parts of the City of Parramatta. This work will create a single LEP and DCP that will apply to the whole LGA. The Harmonisation Planning Proposal was considered by Council at its meeting of 11 November 2019. Council resolved to endorse the Planning Proposal for submission to the DPIE. DPIE subsequently issued a Gateway Determination for the Harmonisation Planning Proposal on 16 April 2020 and, as a next step, will be placed on public exhibition. Therefore the proposed planning controls in this Planning Proposal have been drafted to be consistent with the proposal controls in the harmonisation process so to ensure translation of controls are straight forward.

Proposed amendments are not proposed to apply to R4 High Density Residential zones under *Hornsby LEP 2013* because *Hornsby LEP 2013* does not contain FSR as a development standard for its R4 zone. Instead, the floor space parameter is determined by building envelope controls in *Hornsby DCP 2013*. FSR controls will be introduced in the R4 zone in this area as part of the Harmonisation Planning Proposal.

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## 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 was informed by the Epping Town Centre Traffic Study, which concluded that traffic will continue to deteriorate, even with potential local and State road improvements in place. This informed Council's Epping Town Centre Transport Delivery Plan that is a suite of local and State works, and some policies requested by Council to assist with addressing traffic issues in the Epping town centre.

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

Yes. This Planning Proposal is considered as the most suitable means of achieving the intended outcome, which is to prevent variations to residential and tourist and visitor accommodation floor space within the Epping town centre. This Planning Proposal compliments a series of other actions Council is progressing to assist with addressing traffic issues in the Epping town centre.

There are other means for applicants to seek for additional FSR at development application and modification stages, such as Section 4.55 Modification Applications. However, it is not possible to switch off Section 4.55 Modification Applications seeking additional FSR in the *EP&A Act 1979*, though any such modification applications would need to have regard to Clause 4.6 provisions. Other means of giving effect to policy can also be demonstrated through alternative approaches such as introducing dwellings per hectare controls. However, this approach is not effective as there are multiple landowner and it can lead to inequitable outcomes.

### 3.2 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.

#### 3.2.1 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 Plan 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

D06487724 (F2018/03031)

7

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

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 Plan's relevant Infrastructure and Collaboration objectives is provided in Table 1, below.

**Table 1 – Consistency of planning proposal with relevant GSRP Actions – Infrastructure and Collaboration**

Infrastructure and Collaboration Direction	Relevant Objective	Comment
A city supported by infrastructure	O2: Infrastructure aligns with forecast growth – growth infrastructure compact	See response against Action 3 in Table 5.
	O3: Infrastructure adapts to meet future need	See response against Action 3 in Table 5.

#### **Liveability**

An assessment of the planning proposal's consistency with the Plan's relevant Liveability objectives is provided in Table 2, below.

**Table 2 – Consistency of planning proposal with relevant GSRP Actions – Liveability**

Liveability Direction	Relevant Objective	Comment
Housing the city	O10: Greater housing supply	See response against Action 16 and Action 17 in Table 6.

#### **Productivity**

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

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

Productivity Direction	Relevant Objective	Comment
A well connected city	O14: The plan integrates land use and transport creates walkable and 30 minute cities	<p>The proposed changes will not in of themselves address traffic and infrastructure provision issues within the town centre, but will work to effect cumulative change and complement other strategic initiatives.</p> <p>The intention of the Planning Proposal is to assist with addressing traffic and infrastructure issues in the Epping precinct and better facilitate an environment for the use of walking, cycling and integrated public transport solutions.</p>

#### **Implementation**

An assessment of the planning proposal's consistency with the GSRP's relevant Implementation objectives is provided in Table 4, below.

D06487724 (F2018/03031)

8

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

Table 4 – Consistency of planning proposal with relevant GSRP Actions – Implementation

Implementation Direction	Relevant Objective	Comment
Implementation	O39: A collaborative approach to city planning	The Planning Proposal is prepared with the consideration of all levels of planning policies. The key strategic planning policy documents that have been assessed include <i>Greater Sydney Region Plan</i> , <i>A Metropolis of Three Cities</i> , <i>Central City District Plan</i> , and <i>Parramatta 2038 Community Strategic Plan</i> .

### 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 *Greater Sydney Region Plan*, 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 5, below.

Table 5 – Consistency of Planning Proposal with relevant CCDP Actions – Infrastructure and Collaboration

Infrastructure and Collaboration Direction	Planning Priority/Action	Comment
<b>A city supported by infrastructure</b> <b>O2:</b> Infrastructure aligns with forecast growth – growth infrastructure compact <b>O3:</b> Infrastructure adapts to meet future need	<b>PP C1: Planning for a city supported by infrastructure</b> <ul style="list-style-type: none"> <li><b>A3:</b> Align forecast growth with infrastructure</li> </ul>	<p>Since the traffic generation from the faster-than-planned growth in the Epping town centre is having a detrimental impact on the town centre, and the State and local infrastructure is not yet fully aligned with the growth (Action A3 in CCDP), this Planning Proposal seeks to assist with addressing the traffic impact associated with additional residential and tourist and visitor accommodation floor space that might be generated from Clause 4.6.</p> <p>This Planning Proposal is one of a series of Council's actions in limiting the residential floor space in the Epping town centre that is already significantly constrained by traffic and transport infrastructure, ensuring the infrastructure provider (Council and the State Government) can deliver infrastructure</p>

D06487724 (F2018/03031)

9

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

		<p>to meet the future needs of the town centre.</p> <p>The amendment to Clause 4.6 of PLEP 2011 and HELP 2013 includes a sunset clause which will automatically remove the Clause 4.6 exemption for FSR after 3 years, or if Clause 4.6 Standard Instrument – Principal LEP is amended. It also includes a savings provision for development applications lodged, but not determined prior to a draft LEP being made. This is to enable the effectiveness of the provision to be further assessed having regard to planned infrastructure improvements and other mitigation measures that have been identified for the Epping Town Centre.</p>
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### Liveability

An assessment of the planning proposal's consistency with the *Central City District Plan's* relevant Liveability Priorities and Actions is provided in Table 6, below.

**Table 6 – Consistency of planning proposal with relevant CCDP Actions – Liveability**

Liveability Direction	Planning Priority/Action	Comment
<b>Housing the city</b> <b>O10:</b> Greater housing supply <b>O11:</b> Housing is more diverse and affordable	<b>PP C5: Providing housing supply, choice and affordability, with access to jobs, services and public transport</b> <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>In Feb 2018, some 5,663 dwellings had been approved (or were in various stages of assessment) within the town centre, well above the State Government's revised forecast of 5,500 dwellings by 2036.</p> <p>The proposed amendment, which limits additional residential floor space, does not affect the existing FSR control allowing applicant to develop in accordance with the current controls.</p> <p>This Planning Proposal will not jeopardise achieving the housing supply nor the housing target as set out for the Parramatta LGA.</p>

### 3.2.2 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 is considered to meet the strategies and key objectives identified in the plan including:

Epping Town Centre is considered as one of the major precincts in the Community Strategic Plan and is undergoing tremendous changes. The planning proposal is considered to meet the strategies and key objectives identified in the plan as follows:

D06487724 (F2018/03031)

10

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

*Plans for Precinct Development - Epping Town Centre*

*With significant new and redevelopment putting pressure on existing infrastructure, the Epping Planning Review seeks to introduce planning controls that better manage future growth. Stage 2 of the Epping Planning Review aims to address principles relating to heritage, commercial floor space, public domain, traffic and planning processes.*

**Parramatta Local Strategic Planning Statement (LSPS)**

The LSPS sets out the long-term vision for land use planning in the City of Parramatta's local government area (LGA) and responds to broader priorities identified in the District Plans and integrates with a Council's Community Strategic Plan. The LSPS came into effect on 31 March 2020 and any new Planning Proposal must justify any inconsistency with this framework.

This Planning Proposal is consistent with Planning Priority 11 of the LSPS, "Build the capacity of the Parramatta CBD, Strategic Centres, Local Centres and Employment Lands to be strong, competitive and productive" and associated action A69, "Advocate for the recommendations of the Epping Town Centre Review (when completed) and implement the adopted recommendations." The Planning Proposal is a progression of the Epping Planning Review undertaken by Council in 2017 and 2018 and the resolution made by Council on 9 July 2018 in relation addressing through traffic issues in Epping.

The Planning Proposal is also consistent with the LSPS Planning Priority 4 Focus housing and employment growth in the GOP and Strategic Centres" and Policy P12 "Focus high-rise development in Parramatta CBD and Strategic Centres (Epping and Sydney Olympic Park) as shown on the Structure Plan Map. "This planning proposal does not inhibit the ability for high-density development to be realised in the Epping Town Centre.

**3.2.3 Is the planning proposal consistent with the applicable State Environmental Planning Policies?**

The following State Environmental Planning Policies (SEPPs) are of relevance to the subject land (refer to Table 7 below).

**Table 7 – 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	The SEPP is not applicable to the subject land under Clause 1.9 of <i>Parramatta LEP 2011</i> and <i>Hornsby LEP 2013</i> .
SEPP 4 – Development Without Consent and Miscellaneous Exempt and Complying Development	N/A	This policy was repealed by the <i>State Environmental Planning Policy (Exempt and Complying Development Codes) Amendment (Commercial and Industrial Development and Other Matters) 2013</i> .
SEPP 6 – Number of Storeys in a Building	N/A	The SEPP has been repealed.

D06487724 (F2018/03031)

11

## PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

SEPP 33 – Hazardous and Offensive Development	N/A	The SEPP is not relevant to the Planning Proposal.
SEPP No 55 Remediation of Land	N/A	The SEPP is not relevant to the Planning Proposal.
SEPP 60 – Exempt and Complying Development	N/A	This policy was repealed by the <i>State Environmental Planning Policy (Exempt and Complying Development Codes) Amendment (Commercial and Industrial Development and Other Matters) 2013</i> .
SEPP 64 – Advertising and Signage	N/A	The SEPP is not relevant to the Planning Proposal.
SEPP No 65 Design Quality of Residential Flat Development	N/A	This SEPP is applicable to the subject land. The Planning Proposal will not jeopardise the design quality of residential apartment development in the subject land. This SEPP may apply to future development of the site.
SEPP No.70 Affordable Housing (Revised Schemes)	N/A	The SEPP is not relevant to the Planning Proposal. The Planning Proposal has no impact on the FSR bonus allowed under this SEPP.
SEPP (Affordable Rental Housing) 2009	N/A	The SEPP is not relevant to the Planning Proposal. The Planning Proposal has no impact on the FSR bonus allowed under this SEPP.
SEPP (BASIX) 2004	N/A	The SEPP is not relevant to the Planning Proposal.
<b>State Environmental Planning Policies (SEPPs)</b>	<b>Consistency: Yes = ✓ No = x N/A = Not applicable</b>	<b>Comment</b>
SEPP (Exempt and Complying Development Codes) 2008	✓	This SEPP is applicable to the subject land in both of the Parramatta and the Hornsby LGA. It may apply to future development of the site.
SEPP (Infrastructure) 2007	✓	This SEPP is applicable to the subject land in both of the Parramatta and the Hornsby LGA. May apply to future development of the site.
Sydney Regional Environmental Plan No 18—Public Transport Corridors	N/A	This policy was repealed by the <i>State Environmental Planning Policy (Integration and Repeals) 2016</i> .
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	N/A	The SEPP is not relevant to the Planning Proposal.

D06487724 (F2018/03031)

12

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

SEPP (Urban Renewal) 2010	N/A	The SEPP is not relevant to the Planning Proposal.
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### 3.2.4 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 can issue directions for 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 8 – Consistency of planning proposal with relevant Section 9.1 Directions**

Relevant Direction	Comment	Compliance
<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>• allows the site to be adequately serviced by essential infrastructure.</li> <li>• allows applicant to develop in accordance with the current controls</li> <li>• allows adequate savings provisions for development applications lodged and a sunset clause to apply to the amendment for three (3) years to enable the effectiveness of the provision to be further assessed.</li> </ul>	Yes
Direction 3.4 - Integrating Land Use and Transport	The Planning Proposal is consistent with this direction, in that it limits the increase in residential floor space which means it restricts the number of people and cars introduced to the road networks within the Epping town centre considering the area is already constrained by existing traffic and transport infrastructure.  Refer to the findings in the Council's Traffic and Transport Improvements Plan in <b>Appendix 5</b> for the conclusions of Traffic Study and the associated implications in the town centre.	Yes
Relevant Direction	Comment	Compliance
<b>6. Local Plan Making</b>		
Direction 6.1 - Approval and Referral Requirements	The Planning Proposal is consistent with this direction, in that it does not introduce any provisions that require any additional concurrence, consultation or referral.	Yes
Direction 6.3 - Site Specific Provisions	The Planning Proposal is inconsistent with this direction. However, the inconsistency can be justified. <ul style="list-style-type: none"> <li>• The Planning Proposal includes the restriction of FSR provisions via Clause 4.6 in <i>Parramatta LEP 2011</i> and <i>Hornsby LEP 2013</i>. The proposed restriction is required by Council Resolution (refer to <b>Appendix 2</b>) to avoid additional traffic generation from additional floor space sought by applicants via Clause 4.6. The findings of the</li> </ul>	No

D06487724 (F2018/03031)

13

## PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

	<p>Epping Town Centre Traffic Study also informed the proposed restriction of residential density in the town centre as the traffic will still deteriorate even if all potential State and local road improvement works are implemented.</p> <ul style="list-style-type: none"> <li>Similar provisions are included in planning instruments to refine the use of Clause 4.6 in fast growing urban areas. As such, the Planning Proposal is considered to be consistent with approaches taken in other planning instruments and the inconsistency with this direction justified.</li> </ul>	
<b>7. Metropolitan Planning</b>		
Direction 7.1 - Implementation of A Plan for Growing Sydney	The Planning Proposal is consistent with this direction, in that it is consistent with the Greater Sydney Region Plan - <i>A metropolis of Three Cities</i> which replaces <i>A Plan for Growing Sydney</i> .	Yes

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

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

**3.3.1 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?**

The Planning Proposal is unlikely to adversely affect any critical habitat or threatened species, populations or ecological communities or their habitats.

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

No. It is unlikely that the proposed amendments will result in development creating any environmental effects that cannot be readily controlled, as it is intended to minimise the impact of residential development on the environment.

**3.3.3 How has the planning proposal adequately addressed any social and economic effects?**

This Planning Proposal will provide some certainty to the local community that the residential floor space will not exceed the maximum floor space mapped in the applicable LEP while allowing developers to continue to develop in accordance with the current controls. This will not result in any adverse social and economic effects.

**3.4 Section D – State and Commonwealth Interests****3.4.1 Is there adequate public infrastructure for the planning proposal?**

Yes. The proposed amendments do not increase the need for infrastructure instead limiting additional residential floor space that may otherwise require more infrastructure in the town centre.

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

Consultation with agencies will occur during public exhibition in accordance with the conditions of the Gateway Determination.

D06487724 (F2018/03031)

14

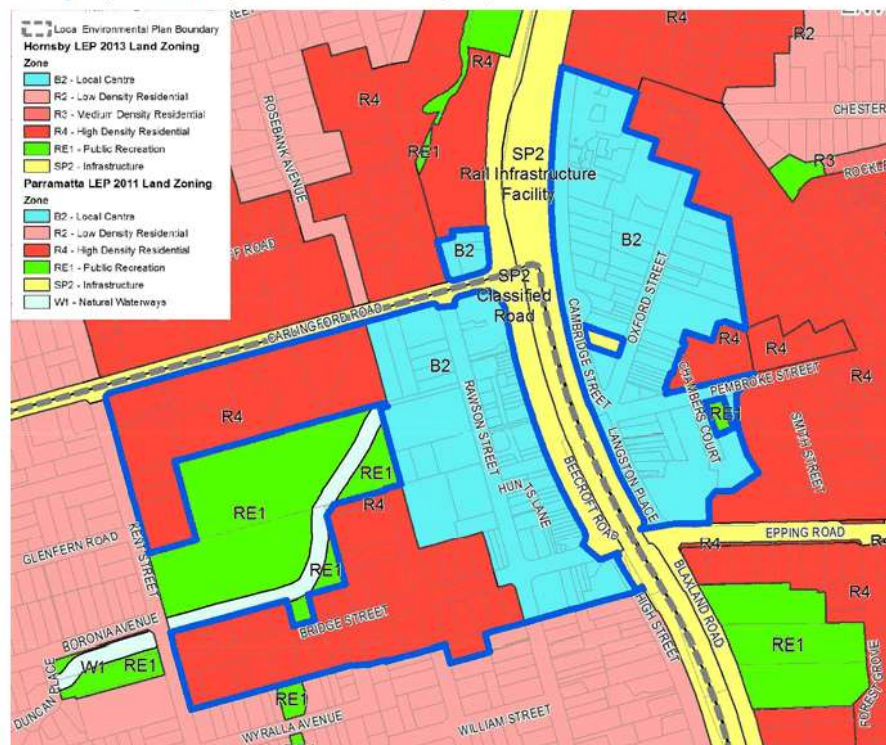
PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## PART 4 – MAPPING

This section contains the mapping for this planning proposal in accordance with the Department's guidelines on LEPs and Planning Proposals. **Existing controls**

Figure 2 shows a consolidated map of the land subject to this planning proposal, which is zoned B2 Local Centre and R4 High Density Residential in *Parramatta LEP 2011* and B2 Local Centre in *Hornsby LEP 2013*. The subject land is edged blue.

**Figure 2 – Existing zoning exacted from both Parramatta LEP 2011 and Hornsby LEP 2013 Land Zoning Map and the subject land to the Planning Proposal**



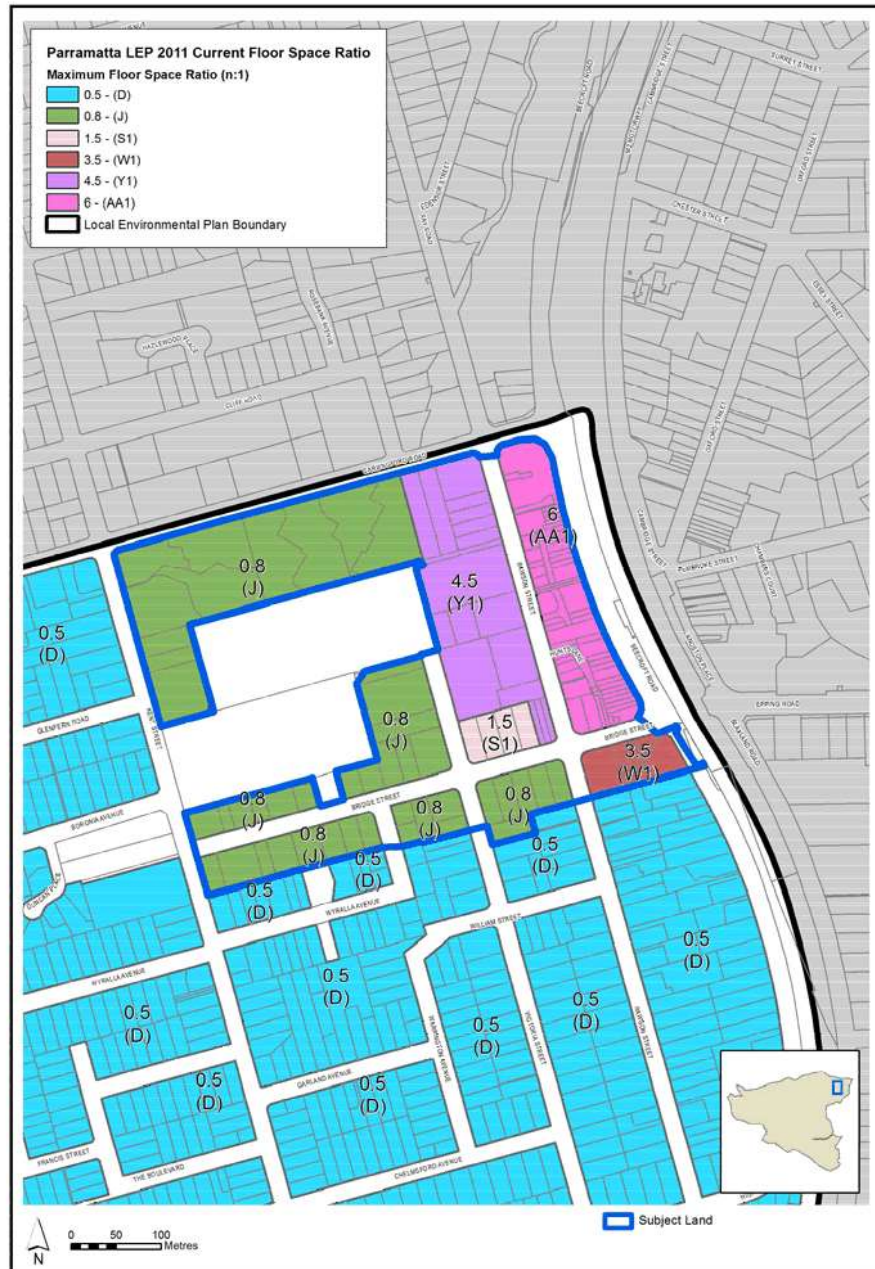
D06487724 (F2018/03031)

15

## PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

Figure 3 shows the existing Floor space ratio and the land in *Parramatta LEP 2011* subject to the Planning proposal. Refer to the area edged blue.

**Figure 3 – Existing floor space ratio extracted from the *Parramatta LEP 2011* and the area subject to the Planning Proposal**



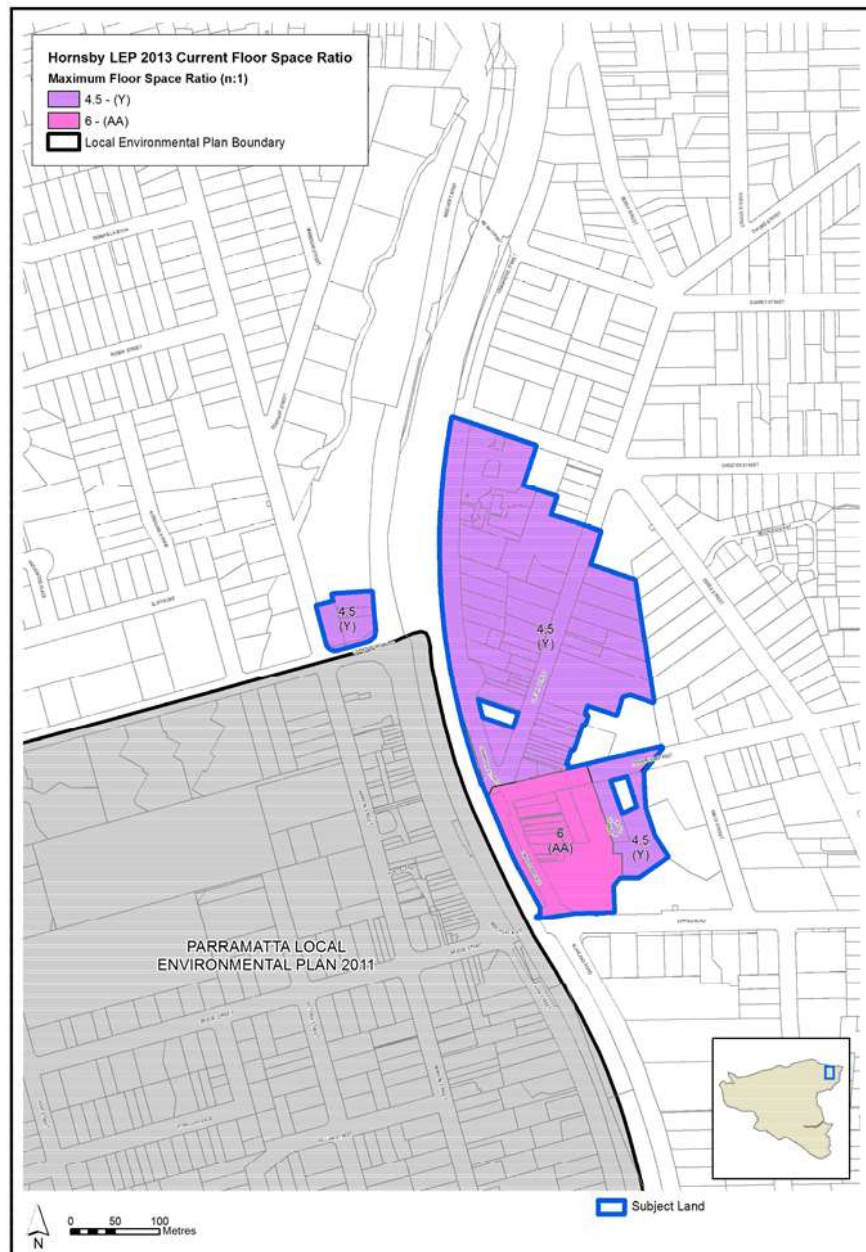
D06487724 (F2018/03031)

16

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

Figure 4 shows the existing floor space ratio and the land in *Hornsby LEP 2013* subject to the Planning proposal. Refer to the area edged blue.

**Figure 4 – Existing floor space ratio extracted from the *Hornsby LEP 2013* and the area subject to the Planning Proposal**



D06487724 (F2018/03031)

17

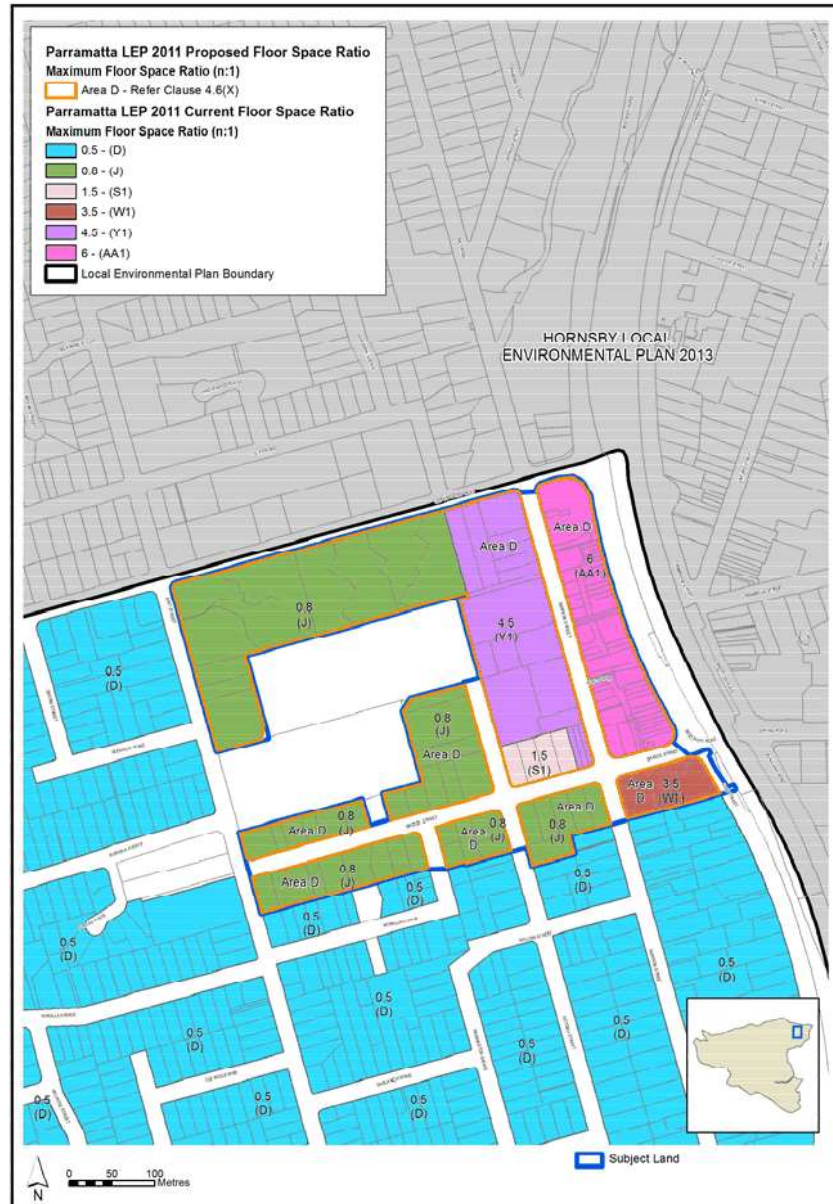
## PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## 4.2 Proposed controls

The figures in this section illustrate the proposed controls sought by this Planning Proposal.

Figure 5 shows proposed maximum floor space ratio controls on applicable land in *Parramatta LEP 2011*. The area is edged orange and identified as “Area D”.

**Figure 5 – Proposed amendment to the *Parramatta LEP 2011* Floor Space Ratio Map**



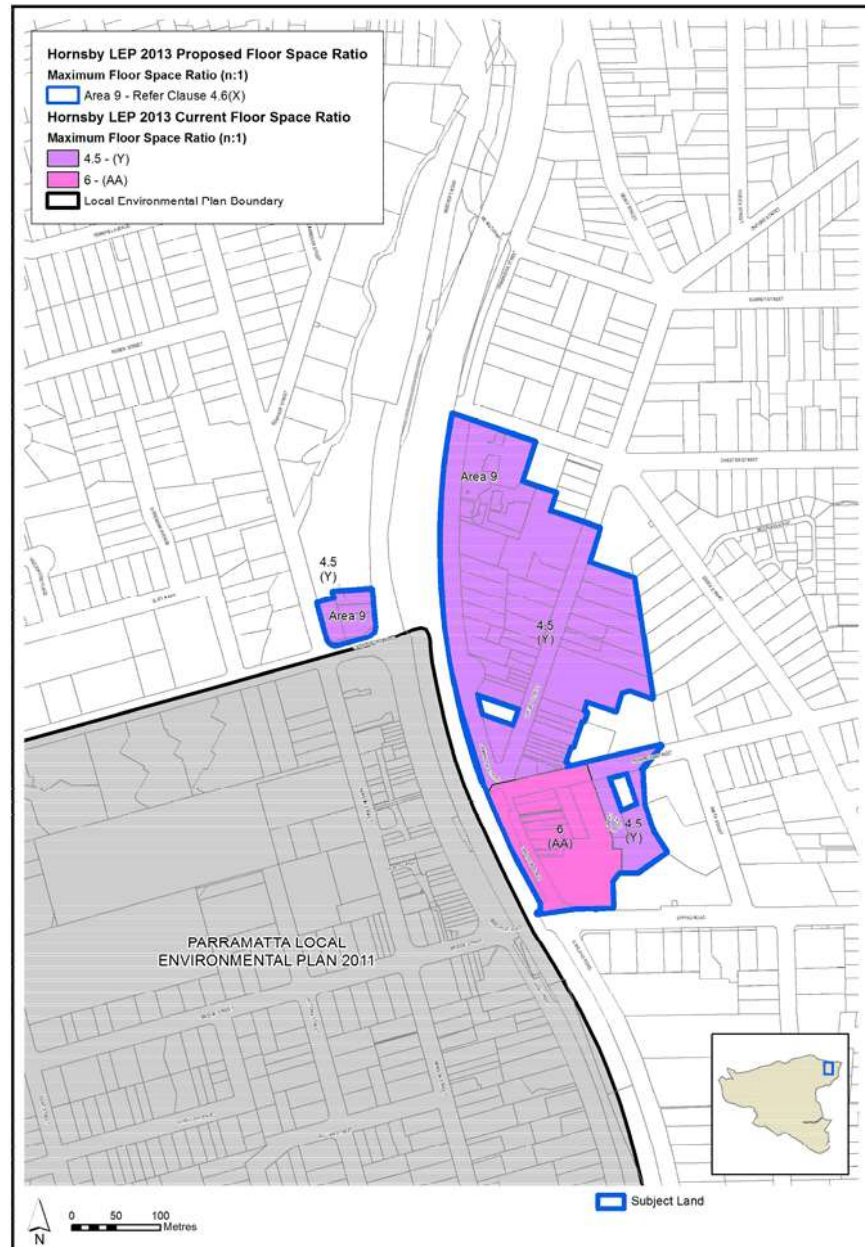
D06487724 (F2018/03031)

18

## PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

Figure 6 shows the proposed maximum floor space ratio controls on applicable land in *Hornsby LEP 2011*. The area is edged blue and identified as “Area 9”.

Figure 6 – Proposed amendment to the *Hornsby LEP 2011* Floor Space Ratio Map



D06487724 (F2018/03031)

19

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## PART 5 – COMMUNITY CONSULTATION

This planning proposal is to be publicly exhibited for public consultation for a minimum period of 28 days in accordance with the Gateway Determination. Public exhibition is likely to include:

- display on the Council's website and the NSW Planning Portal;
- hard copy display in Council's Customer Contact Centre and Epping Branch Library (subject to COVID 19 restrictions); and
- Written notification to affected owners and occupiers.

The Gateway Determination specifies the level of public consultation that must be undertaken in relation to the planning proposal with government agencies, including Transport for NSW and Roads and Maritime Services.

Note that due to COVID-19, local newspapers (including the Northern District Times, Hornsby Advocate and Parramatta Advertiser) are not currently in print circulation and therefore newspaper notification in relation to this planning proposal will not occur.

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

D06487724 (F2018/03031)

20

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## 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. It will also be further refined 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 delivery of the planning proposal**

MILESTONE	ANTICIPATED TIMEFRAME
Report to LPP on the assessment of the PP	16 April 2019
Report to Council on the assessment of the PP	29 April 2019
Referral to Minister for review of Gateway determination	After Jun 2019
Date of issue of the Gateway determination	10 March 2020
Commencement and completion dates for public exhibition period	August – September 2020
Commencement and completion dates for government agency notification	August – September 2020
Consideration of submissions	September/October 2020
Consideration of planning proposal post exhibition and associated report to LPP/Council	November 2020
Submission to the Department to finalise the LEP	To be determined
Notification of instrument	To be determined

D06487724 (F2018/03031)

21

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## **Appendix 1 – Council Report 9 July 2018 (Item 14.5)**

D06487724 (F2018/03031)

22

Council 9 July 2018

Item 14.5

**LEADING**


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<b>ITEM NUMBER</b>	14.5
<b>SUBJECT</b>	Epping Town Centre Traffic Study and other Epping Planning Review Matters
<b>REFERENCE</b>	F2017/00210 - D06202874
<b>REPORT OF</b>	Snr Project Officer
<b>PREVIOUS ITEMS</b>	11.3 - Epping Planning Review - Completion of Stage 1 and Commencement of Stage 2 - Council - 14 Aug 2017 6:00pm 12.5 - Update on Epping Planning Review and Related Matters - Council - 12 Feb 2018 6.30pm 13.4 - Outcomes of Public Exhibition - Draft Amendments to Hornsby Development Control Plan 2013 - Tree and Vegetation Preservation - Council - 26 Feb 2018 6.30pm

**Note: This report was deferred from the 28 May 2018 and 25 June Council Meetings.**

**PURPOSE:**

This report details the progress of the Epping Town Centre Traffic Study and updates Council on the implications for the findings of the Epping Planning Review, as well as several related planning matters relevant to the Epping Town Centre.

**RECOMMENDATION**

- (a) **That** Council note this update on the Epping Planning Review and related matters.
- (b) **That** Council exhibits the Epping Town Centre Traffic Study and supporting documentation to enable comment from major stakeholders in accordance with the consultation plan described in the body of this report.
- (c) **That** despite recommendation (b) above, that Council adopts the position that it does not support any:
  - i. Planning proposal or preliminary planning proposal that applies to sites situated within the Epping Planning Review Study Area which seek to deliver extra housing in addition to what can be achieved under the current planning controls, unless the planning proposal is seeking to address a planning issue identified in Council's Epping Planning Review process related to heritage interface controls, commercial floor space or resolving open space issues at Forest Park.
  - ii. Development applications seeking an increase in residential density via clause 4.6 of the *PLEP 2011*
 and that Council write to the Department of Planning and Environment (DP&E) advising them of this position.
- (d) **That** in relation to the Austino Planning Proposal that Council write to the DP&E to:-
  - i. Object to the Planning Proposal in its current form and density

Council 9 July 2018

Item 14.5

- proceeding; and
- ii. Request that Council be re-instated as the RPA so that Council can pursue a Planning Proposal that would retain the current controls that apply to the site with the exception of the former Bowling Club portion of the site which would be rezoned from RE1 Public Recreation to R4 High Density Residential with a maximum Height of Building control of 17.5m and FSR of 1.5:1.
- (e) That should Council be re-instated as the RPA (on the basis that it will pursue a Planning Proposal as per (d)(ii) above) Council officers be authorized to commence discussions with the Austino PP applicant about the form of the Planning Proposal and whether there are any opportunities for some contribution to additional open space as part of the Planning Proposal. The outcome of these discussions should be reported to Council.
  - (f) **That** Council write to the Minister for Planning and the Greater Sydney Commission and request the State Significant Development currently being progressed for 240-244 Beecroft Road be placed on hold until:
    - i. the supplementary work on a new road link has been completed; and
    - ii. that the relevant approval authority agrees to the provision of commercial floor space equivalent to a 1:1 FSR.
  - (g) **That** a further report is brought to Council on the options for the Rawson Street carpark site as a site for future civic space and community facilities and analysis on whether any EOI process should be commenced to seek partners to redevelop the site and realise the FSR available on the site.
  - (h) **That** a further report is brought to Council on the outcome of the consultation on the Epping Town Centre Traffic Study and the results of the supplementary traffic analysis discussed in this report on:-
    - i. Reopening of the former M2 bus tunnel link; and
    - ii. A new east west road link through 240-244 Beecroft Road
  - (i) **That** a Planning Proposal including all necessary background studies and analysis be prepared to progress the recommended LEP amendments detailed in this report relating to:-
    - i. Rosebank Avenue HCA, Precinct;
    - ii. 1, 3, 3A, 5, 7, and 7A Norfolk Road and 25 Pembroke Street;
    - iii. Essex Street HCA Precinct;
    - iv. Rose Street Precinct; and
    - v. Rockleigh Park Precinct;

and that the Planning Proposal and associated material be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.
  - (j) **Further, that** a Planning Proposal including all necessary background studies and analysis be prepared to progress the recommended LEP amendments detailed in this report relating to new controls to require the provision of commercial floor space in the centre and that the Planning Proposal and associated material be reported to Council for endorsement

Council 9 July 2018

Item 14.5

before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.

## BACKGROUND

1. This report is a progression of a Council report deferred from the 12 February 2018 Council meeting (Item 12.5) provided at **Attachment 1**. This report also relates to a Council assessment of the Austino planning proposal.
2. As noted above, Item 12.5 from the 12 February 2018 Council meeting which sought to provide an update on the status of the Epping Planning Review and associated matters was deferred. It resolved as follows:

*That consideration of this matter be deferred for the following reasons:*

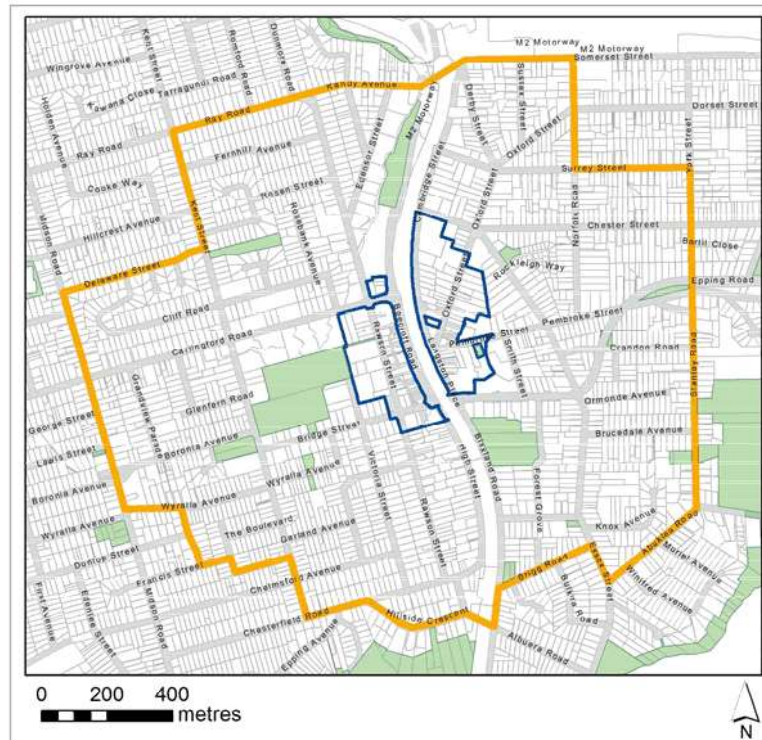
1. *Consultation with Ward Councillors.*
  2. *That Council write to the Department of Planning seeking clarification around the decision of 1 December 2017 to appoint the Sydney Central Planning Panel as the relevant Planning Authority, meaning that Council no longer has relevant planning Authority Status for this proposal. Council is seeking this clarification particularly around the fact that the Department of Planning and Environment will be referring the outcome of the Traffic Study to make their determination which is the reason for our Council delaying a recommendation to the Council.*
  3. *Upon receipt of the valuation for the former Epping Bowling Club site, the formal valuation be the subject of a Briefing to Ward Councillors and any other interested Councillors prior to the Austino Planning Proposal or any update on the Epping Planning Review being reported back to Council.*
3. In response to the resolution of 12 February 2018:
    - a. A Workshop was held with Councillors on 16 February 2018 so that the applicants of two preliminary planning proposals – Oakstand consortium and Lyon Group – could present their respective preliminary planning proposals. These preliminary planning proposals are detailed later in this report.
    - b. A Councillor briefing session was held with Ward Councillors on Wednesday, 28<sup>th</sup> March 2018 which provided an update on the Epping Planning review including the draft findings on the Epping Town Centre Traffic Study and valuation report on 725 Blaxland Road.
    - c. A meeting was held with the Member for Epping, Damien Tudehope on Thursday, 29<sup>th</sup> March 2018 which also provided an update on the Epping Planning review and included a discussion on the draft findings on the Epping Town Centre Traffic Study and valuation report on 725 Blaxland Road.
  4. Consistent with resolution 2 above, on 1 March 2018, Council Officers wrote to the Department of Planning and Environment (DP&E) seeking clarification on the removal of the relevant planning authority role from City of Parramatta council. The DP&E's response is attached to this report at **Attachment 2**.

## OVERVIEW OF EPPING PLANNING REVIEW AND STRUCTURE OF THIS REPORT

Council 9 July 2018

Item 14.5

5. The Epping Planning Review (EPR) was initiated as a review of planning controls for the Epping Town Centre and immediate surrounds (refer to the area delineated orange in the figure below) to address the issues of land use conflicts. These conflicts were raised by the Epping Community following from the DP&E's Priority Precinct process which increased the density controls in March 2014. The EPR Study Area is shown in Figure 1.



**Figure 1** - Epping Planning Review study area showing the town centre and immediate surrounds

6. The EPR has also followed the Council boundary changes occurring in May 2016 under which the Epping Town Centre came to be entirely contained within the City of Parramatta (having previously been split between Parramatta City and Hornsby Shire Councils).
7. One objective of the EPR has been to create a unified planning framework for the Epping Town Centre and its immediate surrounds, including one set of LEP and DCP controls, a unified development contributions framework and one public domain plan. Council has already developed a single development contributions framework for the Epping Town Centre and Council's formal LGA-wide Harmonization Process will have a role in bringing some further consistency to the planning controls.
8. The EPR has two stages. The first stage has involved undertaking technical studies and community consultation to inform planning control amendments to resolve land use conflicts or issues. The last remaining element of this stage is the completion of traffic analysis and the major element of this is the Epping Town Centre Traffic Study.
9. The **Epping Town Centre Traffic Study** (ETCTS) is the key component of this report, as its findings have major implications for the Epping Town Centre in the

Council 9 July 2018

Item 14.5

short to mid-term. The implications of the ETCTS are also discussed with regards to:

- a. Updates on the status of **LEP and DCP amendments** affecting land within the Town Centre with a small section of the report discussing the release of the final **Central City District Plan** in March 2018 and relationship with the EPR.
- b. the State Significant Development proposal affecting NSW Government owned land at **240-244 Beecroft Road, Epping**.
- c. The **Austino Planning Proposal** and **Preliminary planning proposals** affecting land within the Town Centre.

10. This report makes recommendations on:

- a. the **interface areas** at Rosebank Avenue, Rockleigh Park, Pembroke Street/Norfolk Rd, Essex Street and the Rose Street Precinct;
- b. **commercial floorspace** within the centre; and
- c. potential **social infrastructure** provision on the Rawson Street Car Parking site.

#### RELATED PLANNING POLICY MATTERS

11. A series of recent policy amendments (LEP, DCP and development contributions plans) are complete which apply to land within the EPR study area and relate to:

- a. Housekeeping Amendment to Hornsby LEP 2013 recently coming into effect.
- b. Fast Tracked Amendments to Parramatta DCP 2011 involving footpath widening recently coming into effect.
- c. Amendment to Hornsby DCP 2013 - Tree Preservation and associated matters raised by Council in its resolution from the 26 February 2018 Council meeting pertaining to tree removal in Forest Park and the potential impact of Austino planning proposal on trees in the north of Forest Park are detailed in **Attachment 3** to this report.
- d. Section 94 and 94A Developer Contributions Plans applying to the EPR area recently coming into effect.

12. These matters are further detailed in **Attachment 3**.

#### Greater Sydney Region Plan and Central City District Plan

13. In March 2018, the Greater Sydney Commission (GSC) released the final *Central City District Plan* (CCDP) and its metro-wide level plan *Greater Sydney Region Plan - A Metropolis of Three Cities*.
14. In both plans, Epping is identified as a 'Strategic Centre' for 2036. However, in the earlier iterations of the District Plan and Metro Plan, Epping was identified as a "Town Centre" or "Local Centre". Thus the role of the Epping Town Centre has been elevated to a higher-order centre without any corresponding dialogue or justification. Also, the 'Strategic Centre' category is still not clearly defined in the Final Plans. The change has also occurred ahead of completion of the Epping Town Centre Traffic Study.
15. The CCDP establishes dwelling targets for the five year period from 2016 to 2021 for the Parramatta LGA and jobs targets for lower and higher scenarios

Council 9 July 2018

Item 14.5

for 2036 for Epping, specifically. In the context of the Epping Planning Review and recent development forecast, these are discussed below:

- a. With regards to **dwelling targets** for that period, the CCDP sees 21,650 additional dwellings for the 2016-2021 period for the Parramatta LGA. Analysis contained in this report on recent dwelling growth within the Epping Town Centre demonstrates that recent growth patterns mean this centre can meet a substantial proportion of this target.
  - b. With regards to the **jobs targets**, the Epping Town Centre is identified as a Strategic Centre for 2036 with a jobs target of 1,900 additional jobs (2036 baseline) to 2,400 additional job (2036 higher target). These are on top of the 5,100 jobs that the CCDP sees as the baseline for 2016. Further discussion about the provision of commercial floorspace is provided further in this report.
16. Furthermore, a series of actions (both direct or indirect) across a number of the CCDP's Planning Priorities apply to the Epping Town Centre and largely involve collaboration with the DP&E and GSC.

#### **EPPING PLANNING REVIEW - STAGE 1**

17. The major elements of Stage 1 of the EPR were spelled out in the 12 February 2018 report (Item 12.5) which noted that Stage 1 of the Epping Planning Review was largely completed with the exception of a Final Traffic Study. This was precluded by a report of Council at its meeting on 14 August 2017 which reported the Discussion Paper and its supporting technical studies.
18. An **Interim Traffic Modelling Report** (dated June 2017) was prepared by EMM for the purposes of the Epping Planning Review Discussion Paper which was exhibited in June/July 2017. The Interim Report formed preliminary analysis in order to consult the Epping community on traffic and access in and around the Town Centre.
19. At the 14 August 2017 Council meeting, Council endorsed a suite of principles to guide Stage 2 of the Epping Planning Review. The issues discussed in this report directly affect many of the principles.

#### **Epping Planning Review Steering Group**

20. To ensure delivery of the Epping Planning Review, in February 2017, Council established the Epping Planning Review State Agency Steering Group which has representation from the Greater Sydney Commission, the Department of Planning and Environment, Transport for NSW and Roads and Maritime Services.
21. The Steering Group is also consistent with the Central City District Plan where:
 

*Parramatta City Council is leading the review of planning controls and the Commission is collaborating with Council and other State agencies to address social infrastructure, traffic, heritage and commercial land issues (p.21).*
22. Given the recommendations within this report, the role of the Steering Group in providing further direction on the Epping Planning Review process is paramount.

#### **BACKGROUND TO EPPING TOWN CENTRE TRAFFIC STUDY**

23. The principal traffic study underpinning the existing planning controls which is now outdated is the **Halcrow Study** of 2011 commissioned by Hornsby Council, the then Parramatta City Council and the DP&E prior to the Priority

Council 9 July 2018

Item 14.5

Precinct process formally commencing. The Epping Town Centre Traffic Study (ETCTS) replaces this analysis.

24. The Halcrow Study tested the short term and long term land use scenarios:
  - a. The short term (2016) land use scenario was based on a forecast of additional 900 dwellings and additional 3,000sqm of retail uses; and
  - b. The long term (2026) land use forecast a further 2,100 dwellings and another 3,000sqm of retail uses.
25. In total, this tested the impact of 3,000 additional dwellings and 6,000sqm of additional retail within the Town Centre by 2026. As is discussed further in this report, the Halcrow assumptions on residential land use have substantially underestimated the development trends.

*EMM's Interim Traffic Study (2017)*

26. The preliminary analysis carried out by EMM in 2017 as part of the Interim Traffic Modelling report for the purposes of the EPR Discussion Paper allowed discussion of the issues as part of the Discussion Paper process. Specifically, the preliminary study identified the following key issues:
  - a. The east west Carlingford Road/Epping Road and north south Beecroft Road/Blaxland Road are sub-regional routes that converge at the Town Centre mixing with local traffic.
  - b. Approximately 89% of trips that cross the bridge are through traffic trips where the origin and destination of the trip is outside the Epping Town Centre.
  - c. The through trips are a significant barrier to improving the traffic flow around the Epping Town Centre. (Note: Centres are usually structured in a way that separates local traffic from through-traffic, but the Epping Town Centre is not).
  - d. The widening of the rail bridge will not be a "game changer" given the time it will take motorists to cross the bridge. In other words, the expansion of the bridge will be an improvement, but will not be a *significant* improvement in providing relief to congestion.
  - e. Traffic routes and intersections are currently operating at over-saturated traffic levels for both the morning and afternoon peak hour, and the increased intersection traffic delays are already displacing some of the previous regional through traffic movements away from the Epping Town centre to other parallel traffic routes such as the M2 Motorway for east-west traffic and Midson Road for north-south traffic.

*Local road upgrades*

27. The Roads and Maritime Services' (RMS) program of main road improvements within the town centre have been factored into the ETCTS. They are:
  - a. Widening of Epping Road from two lanes to three lanes involving:
    - i. Removal of the right turn movement from Langston Place into Epping Road,
    - ii. Removal of the right turn movement from Epping Road into Smith Street and Forest Gove;
    - iii. New dedicated right turn lanes from Essex Street into Epping Road; and

Council 9 July 2018

Item 14.5

- iv. New traffic light controlled pedestrian crossing for Epping Road and Essex Street.
  - b. Upgrading the Beecroft Road and Carlingford Road intersection in Epping involving:
    - i. New traffic light controlled pedestrian crossing for Carlingford and Beecroft Roads;
    - ii. Additional right-turn lane from Beecroft Road into Carlingford Road; and
    - iii. New pedestrian path to link with the exiting path to Epping Station.
28. A critical factor is that the traffic modelling undertaken since 2011 all factor in a widening of the rail bridge carriageway on Epping Road to accommodate an additional westbound lane. In a letter from the DP&E to Council dated 7 November 2017, it notes that "Transport for NSW is investigating several options for widening this overpass and the Council would be informed of the results when the investigation concludes" but the letter did not provide a timeframe. Since the receipt of the letter, Council Officers have not been provided with an update.

#### Dwelling forecasts since 2011 and actual dwelling growth

29. In order to understand the significance of the findings from the ETCTS (covered in the next section), it is important to understand recent (actual) and anticipated dwelling growth in the context of the growth predicted by the DP&E as part of the former Epping Priority Precinct process completed in March 2014. This must be understood so that infrastructure providers (Council and the State government) can ensure the delivery of appropriate infrastructure at the right time.

#### *Dwelling forecasts*

30. During the progression of the DP&E's Priority Precinct process, dwelling growth forecasts were reviewed from **3,000 additional dwellings** for 2026 in the Halcrow Study to **3,750 additional dwellings** for the year 2036 as per the Department of Planning and Environment's (DP&E's) *Finalisation Report* (November 2013). However, shortly after the City of Parramatta commenced the EPR process, in early 2017, the DP&E revised its forecast figure of 3,750 additional dwellings to **5,500 additional dwellings** by 2036 and set a maximum dwelling yield of **10,000 additional dwellings** at a 100% take up rate.

#### *Actual dwelling growth*

31. The Epping Planning Review Discussion Paper (June 2017) noted that Council Officers had reviewed recent development applications and approvals to track actual growth against the dwelling forecasts undertaken by the DP&E and/or during the Priority Precinct process. This reviewed all of the pre-lodgments, DAs under assessment and determined (both under construction and not yet under construction) that have occurred since March 2014 when the new Priority Precinct controls came into effect and found that **4,735 additional dwellings** could be delivered in the short to mid term (assumed to be as early as 2023), if all DAs are constructed and fully occupied in that time. This equates to an additional **10,890 people** within the centre assuming a household size of 2.3 persons per household (Source: Council's Social Outcomes Unit).
32. Then again, for the purpose of this Council report, on 19 April 2018, Council Officers tracked this figure to **5,553 additional dwellings** by 2023. This is

Council 9 July 2018

Item 14.5

made up of 3,940 approved dwellings and 1,613 dwellings under assessment. Again, applying an occupancy rate of 2.3 persons per household, this means an additional **12,771 people** in the town centre by 2023. With no signs of the Town Centre's residential market slowing down, Council Officers conclude that within 4 years of the new planning framework being in place, the DP&E's revised 5,550 additional dwelling target for 2036 is well on its way to being met well before 2036.

*What does this growth mean?*

33. The tracked growth is well above what was forecast and planned for by the DP&E during the Priority Precinct process. In effect, the 2036 revised forecast of last year by the DP&E (of 5,500 dwellings) will already effectively be met within 4 years of the new planning controls if the development detailed in existing approvals and applications are realised.
34. The rate of this growth has significant implications for the amenity and function of the centre including infrastructure provision in the short and mid-terms. For example:
  - a. The widening of the rail bridge carriageway on Epping Road to accommodate an additional westbound lane is yet to be delivered by the State Government.
  - b. Education infrastructure such as schools managed by the Department of Education (public schools) as well as private schools will be under more pressure.
  - c. The significant loss of commercial floorspace spelled out in the SGS *Commercial Floorspace Study* and the *Epping Planning Review Discussion Paper* exhibited in mid 2017 means the future amenity and function of Epping as a centre is at stake.
  - d. The provision of local infrastructure (libraries, community facilities, open space and recreational facilities) is under pressure to be enhanced and improved.

*Conclusions*

35. Comparing the Town Centre's growth with the CCDP's dwelling targets for the Parramatta local government area (LGA) for the 2016-2021 period which is (21,650 dwellings), the 5,553 additional dwellings represents a substantial proportion of the dwelling target although some of that growth has occurred post March 2014.
36. In addition to the tracked dwelling growth since March 2014, there is substantial interest from developers and land owners within and around the town centre seeking an increase in residential yield above what the current controls allow via a planning proposal process.
37. Council must ensure that the amenity of the centre as well as the long term social, environmental and economic aspirations of the Epping community are not undermined. Both the Greater Sydney Commission and the DP&E have a critical role in this.

#### **EPPING TOWN CENTRE TRAFFIC STUDY**

38. Council Officers commissioned EMM Planning and Environmental Consultancy in March 2017 to revise the traffic analysis work done as part of the DP&E's Precinct Planning process.

Council 9 July 2018

Item 14.5

39. The Epping Town Centre Traffic Study (ETCTS) effectively replaces the 2011 Halcrow Study which formed the basis for the current planning controls within the Town Centre. It also replaces other applicant-prepared traffic analysis from 2015. A copy of the ETCTS is provided at **Attachments 4 and 5** (Attachment 4 comprises the Traffic Report and Attachment 5 comprises the Appendices).

#### The EMM Epping Town Centre model

40. The traffic model was developed by Transport Modelling for EMM. The base model report was completed in December 2017 and forwarded to the RMS for authorisation which was received in February 2018. In its response, RMS stated that the consultant's 2017 base model is suitable for traffic assignment analysis (traffic distribution) for the assessment of any future proposals within the study area.
41. The ETCTS models the co-ordinated operation of a chain of linked intersections. It does this for four existing and future traffic network model and land use scenarios which are:
- Existing actual peak hour intersection traffic volumes which were surveyed in March 2017;
  - Modelled base case 2017 intersection traffic volumes from the EMME model;
  - Modelled +5,000 dwellings growth scenario intersection traffic volumes from 2026; and
  - Modelled +10,000 dwellings growth scenario intersection traffic volumes from 2026.
42. To develop a base year for the network traffic model, in March 2017 the following peak hour surveys, travel time surveys and traffic queue length observations were undertaken:
- Peak hourly intersection turning movements at 17 intersections;
  - Morning/afternoon peak hour travel time surveys across the full study area;
  - Morning/afternoon peak hour maximum traffic queues for traffic signal operations on Beecroft Road, Carlingford, Epping and Blaxland Roads.
43. The model then tests two future residential growth scenarios in the study area as follows:
- A 2026 land use scenario tests 5,000 additional dwellings
  - A 2036 land use scenario tests 10,000 additional dwellings.
- These scenarios are additional dwellings realized after the new DP&E planning controls came into effect in March 2014.
44. The ETCTS also includes preliminary analysis of two local road network options:
- The reopening of the former M2 bus tunnel link to Epping Station as a one way westbound link with left turn egress only at Beecroft Road and
  - A new east west road link connecting between Ray Road and Beecroft Road, through the NSW Government site at 240-244 Beecroft Road on the western side of Beecroft Road.
45. These two road network options are only explored in a preliminary sense for the 2026 and 2036 future traffic network models. This seeks to determine the

- 10 -

Council 9 July 2018

Item 14.5

potential future extent of the likely road network traffic delay benefits for locally based traffic accessing the major road network at Epping. Refer to Sections 7.3 and 7.4 of the ETCTS provided at **Attachment 4**.

### ETCTS Findings

46. The broad findings from the ETCTS are summarized below.

#### *Findings from Survey Counts*

47. For the **March 2017** surveyed morning and afternoon peak hour traffic conditions the findings are as follows:

- a. Up to four of the six key intersections on the four major traffic routes (via Beecroft Road, Blaxland Road, Carlingford Road and Epping Road) are operating at over saturated (level of service F) traffic conditions respectively with an average 5 minute waiting time.
- b. During the morning peak period the combined eastbound and southbound traffic queues on Carlingford Road and Beecroft Road can reach a combined total length of approximate 1.5 km.
- c. The most widespread traffic queuing effects on all areas of the road network are considered to occur at approximately 8:40 am and 5:40pm, consistent with the Sydney regional major road traffic conditions.
- d. The increasing road traffic congestion occurring in the Town Centre area, is adversely affecting both the regional through traffic movements and local traffic accessibility to the major road network.

#### *Future years of 2026 and 2036*

48. The findings of the +5,000 and +10,000 dwellings growth scenario intersection traffic volumes for the 2026 and 2036 are as follows:

- a. Future peak hour traffic conditions continue to worsen even when the full programs of the identified RMS and Council road improvements have been implemented.
- b. In the road networks, five to six of the assessed intersections will have traffic conditions operating at oversaturated (level of service F) during both the morning and afternoon traffic peak periods. As an example, in 2026, the Carlingford Road/Beecroft Road intersection has an average delay which equates to 70.5 minutes (morning peak) and 23.5 minutes (afternoon peak). In 2036, this increases to 77 minutes (morning peak) and improves to 10.5 mins in the afternoon peak.
- c. In 2036, over 3,300 vehicles cannot enter the network.

49. The average intersection delays are predicted to improve by 2036 from the 2026 base scenario as a result of Council proposed road improvements which are anticipated to be implemented during this period. However, the most crucial intersection – Beecroft Road – actually experiences a higher average delay in 2036 than for the 2026 case (p.41).

50. The ETCTS also finds that *the afternoon performance of the network for the base 2036 is such that it is unlikely that there will be any spare capacity for additional vehicles* (p.41).

#### *Additional westbound lane on Epping Bridge*

51. The additional westbound lane on Epping Bridge would primarily benefit the afternoon peak hour westbound regional traffic movements travelling through

Council 9 July 2018

Item 14.5

the Town Centre. However, if the bridge were to operate with future tidal flow traffic conditions such as four lanes eastbound during the morning peak periods with two lanes westbound and three lanes in each direction during the afternoon peak periods, this future improvement could provide significant travel flow benefits during both these peak periods.

#### *Additional road network options*

52. The findings from preliminary testing of two additional road network options, are as follows:
- a. **Reopening of the former M2 bus tunnel link:** the envisaged number of vehicles that would use the tunnel would result in equivalent peak hourly traffic reductions for certain southbound right turning traffic and westbound traffic movements. These *"would probably have significant network traffic benefits in terms of reducing the future peak hourly intersection traffic delays at these intersections"* (ETCTS, p.45).
  - b. **A new east west road link through 240-244 Beecroft Road:** the envisaged number of vehicles that would use the through link would result in equivalent peak hourly traffic reductions for the other traffic movements using the Carlingford Road intersections with Beecroft Road or Ray Road and Rawson Street which *"could have significant network traffic benefits in terms of reducing the future peak hourly intersection traffic delays at these intersections"* (ETCTS, p.45).
53. However, further SIDRA intersection analysis is required of the above two road network options, this analysis is currently underway.

#### **Implications**

54. The findings from the ETCTS has major land use and infrastructure implications for town centre and surrounds. Therefore, Council Officers see that the role of the ETCTS is to:
- a. Inform planning policy affecting the Study Area particularly in relation to:
    - i. Certain proposals seeking an increase in residential yield; and
    - ii. State Significant Development applications.
  - b. Provide a basis for Council to take to the DP&E, GSC and the Minister for Planning seeking support for:
    - i. a position on residential development that indicates that any growth in residential development should only be permitted to resolve planning issues in Epping rather than just to permit additional residential development above what can be achieved under the current controls; and
    - ii. a coordinated approach to infrastructure delivery consistent with actions within the CCDP.
  - c. Inform changes to the principles adopted by Council on 14 August 2017 that relate to:
    - i. Heritage interface;
    - ii. Commercial floorspace; and
    - iii. Open space and community infrastructure.

#### **Consultation**

Council 9 July 2018

Item 14.5

55. The ETCTS and any associated traffic analysis as part of the overall ETCTS brief should be placed on exhibition so that the major stakeholders (such as RMS, Transport for NSW (TfNSW), DP&E, GSC, landowners and the wider community) have an opportunity to comment on the documentation. Consultation will occur via:
- Formal invitation to State agencies represented on the EPR Steering Group which are RMS, TfNSW, DP&E and GSC.
  - Formal invitation to major land owners formally seeking density residential density uplift such as Austino, Oakstand and Lyon Group.
  - Notification e-newsletter to the 440 residents and businesses registered on the EPR project mailout database. This will include local residents and business as well as planning consultants acting for Epping landowners.
  - A public notice in the *Northern District Times*.
56. The ETCTS and associated supporting material will be made available on the EPR project website.

#### IMPACT OF ETCTS ON STATE SIGNIFICANT DEVELOPMENT AT 240-244 BEECROFT ROAD

57. The State government owned site at 240-244 Beecroft Road (refer to Figure 2) once used for the Sydney Metro Northwest project is subject of a State Significant Development (SSD) application.

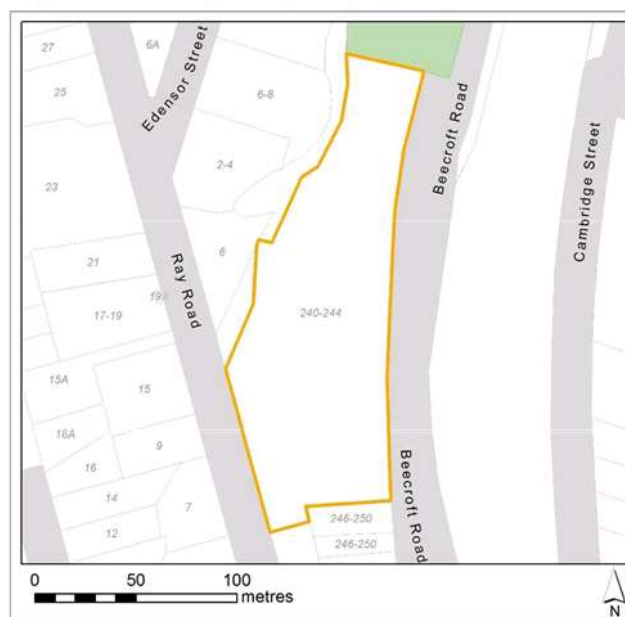


Figure 2 - State government owned land at 240-244 Beecroft Road, Epping

58. The background to his SSD application up to January 2018 is contained within the deferred Council report of 12 February 2018 (**Attachment 1**). However, the role of the site in the future development of the Town Centre is key in two ways: from both land use and traffic/access perspectives.

#### Land Use issue

Council 9 July 2018

Item 14.5

59. The SSD application applies to 10,120sqm of the 13,342sqm total site area and proposes 39,000sqm of GFA (450 residential units) and 15 storeys which equates to a 3.8:1 FSR. Of that, the SSC proposes 2,000sqm of commercial FSR which equates to 0.2:1 *to be located at ground level on Road (could be general store, childcare, gymnasium, café, small offices)*.
60. The Commercial Floorspace Study by SGS prepared for the purposes of the EPR Discussion Paper saw that there has been a loss of commercial floorspace estimated at about 63%. Further internal analysis undertaken by Council Officers in early February 2018 has identified that that approximately **8,200sqm retail** and **35,200sqm office** floorspace needs to be "replaced" within the Town Centre. Given its scale, this site plays an important role.
61. From a planning perspective, the SSD process presents Council with an opportunity to negotiate an outcome because:
  - a. The site's current zoning (R4 High Density Residential) does not require any commercial floorspace however, a **neighbourhood shop** use (max. 100sqm) is permissible within the zone.
  - b. The site's previous zone (B4 Mixed Use) would still have allowed the commercial office building on that site to be demolished and replaced with a building that had retail and commercial at lower levels and residential on higher levels. Returning the site to its previous zoning would not require the owner to replace the previous commercial floor space that historically existed on that site.
  - c. The timeframe around the SSD process is much faster, than a rezoning process; in the latter, Council can seek a higher amount of commercial floorspace on the site, but this would take some time. The SSD can approve commercial floorspace even if it is not permitted in the zone so there is a mechanism for addressing the floorspace in a timely manner if agreement can be reached.
62. Therefore, a 1:1 FSR (10,120sqm) for commercial uses is a balanced negotiating position that maximises the chances that commercial can be achieved on the site and contribute to Epping's role as a Strategic Centre as identified in the CCDP.

#### Local Traffic/Access issue

63. Also, as already noted in this report, a road link through the SSD site is being tested to determine whether it can alleviate some of the traffic pressure at the intersections of Carlingford Road with Ray Road and Beecroft Road. Preliminary testing shows it can take of some pressure of peak hour traffic. However, more detailed analysis is progressing with a supplementary report due shortly which will form supplementary analysis to the ETCTS.

#### Recommendations

64. Council Officers therefore recommend:
  - a. That Council not support the application until:
    - i. A 1:1 FSR of commercial land uses can be delivered on the site; and
    - ii. A supplementary report on an east west through link is completed.

Council 9 July 2018

Item 14.5

- b. That Council write to the Minister seeking that he not support the proposal until the two criteria listed in a. immediately above are achieved.

## IMPACT OF ETCTS ON AUSTINO PLANNING PROPOSAL

### Introduction

65. Council Officers were intending to undertake a detailed assessment of the Austino PP. However, on account of:
  - a. The Town Centre having effectively reached the DP&E's revised 2036 dwelling target; and
  - b. the findings from the ETCTS;

Council Officers consider that a detailed assessment of this proposal is no longer required. Instead the assessment method emphasises the significance of the findings of the ETCTS and recognises the critical importance of the RMS and JRPP's comments on traffic matters at the earlier stages of the planning proposal (discussed in the "Traffic" sub-section, below). In short, the traffic impacts associated with the faster than anticipated dwelling growth is the guiding principle informing the outcome of this proposal.

### Background

66. The Austino Property Group are the applicant for a Planning Proposal affecting land at 2-18 Epping Road, 2-4 Forest Grove and 725 Blaxland Road (the latter site being the former bowling club site – refer to Figure 3).



**Figure 3** - Land affected by the Austino Planning Proposal denoted in solid red line (from applicant's Urban Design Report)

67. The planning proposal – resubmitted to the DP&E in January 2018 seeks to:
  - a. Reconfigure the existing R4 and RE1 zones resulting in no net loss of open space;
  - b. Increase the building heights over the reconfigured R4 zone from 26.5 metres to a maximum of 65.5 metres along with 5 other building heights; and
  - c. Increase the density on the site from an equivalent 2.1:1 to a combination of 7.5:1, 4.6:1, and 1.75:1.

Council 9 July 2018

Item 14.5

68. The above proposed changes seek to deliver a predominantly residential development comprising two towers on Blaxland Road with smaller towers on Epping Road accommodating estimated 794\* units. (Note this calculation relies on Council's standard practice of applying an efficiency unit rate of 85sqm per unit whereby the applicant relies on a rate of 100sqm). Under the current controls (ie R4 zoning, maximum height of 26.5 metres) on the sites fronting Epping Road), the Austino landholdings would realise a total of approximately 308 units according to Council Officer analysis.
69. A VPA dated 4 December 2015 accompanies the planning proposal which proposes a public urban plaza through the proposed development providing a pedestrian connection between Epping Road and Forest Park, with an area equivalent to the area of land currently zoned RE1 Public Recreation (6,665sqm), so there will be no net loss in open space. However, much of the area proposed to be zoned public open space contains underground car parking below it which is generally not acceptable to Council.
70. This PP has a complex history. Details of the process and the proposal are provided at **Attachment 6**.

#### Petition

71. Between February and March 2017, Council Officers received a petition which containing nearly 600 signatures. The petition requested a number of actions including that Council purchase the site at 725 Blaxland Road. Other actions related to concerns on the impacts of the planning proposal on Forest Park in terms of traffic and urban design.
72. The petitions were tabled at the Council meeting held on 13 February 2017 where Council resolved:
 

*That the petition be received and referred to the appropriate Council officer for report.*
73. In response to the resolution, the appropriate time for the consideration of the petition was always intended to be undertaken as part of the assessment of the Austino planning proposal. This section in this report forms that assessment.

#### Traffic Analysis

74. The applicant's Traffic Impact Study prepared by GTA in 2015 tested the traffic impacts of the proposal based on the Halcrow Study's 3,000 additional dwellings for 2026. However, as identified in the Halcrow Study, the 3,000 dwellings for 2026 falls well short of the likely growth of 2025 (5,553 dwellings) based on current and expected development activity.
75. In March 2016 having reviewed the applicant's traffic analysis the RMS wrote to Hornsby Shire Council when it was the RPA noting the following:
 

*Should Council support a recommendation for gateway determination, the exhibited proposal must also ensure that the Transport Impact Assessment traffic includes detailed Network modelling results (ie. phasing, queue lengths/delays for all movements, intersection details) for [six] key intersections for all modelled scenarios.*
76. At that time, RMS also noted that *the total Residential Parking requirements being restricted to no greater than the minimum parking rates applicable for a total of 327 apartments\* on the entire site (ie. Limited to approximately half the amount being sought under this proposal).* (Note: it is not clear what assumptions the RMS has relied to determine this number of units. Council's assessment suggests the figure is closer to 308 units).

- 16 -

Council 9 July 2018

Item 14.5

77. In February 2018, the brief for the Epping Traffic Study was extended so that an impact assessment of the Austino planning proposal on traffic and access around the site could be undertaken. This was decided given the findings from the modelled base case 2017 intersection traffic volumes from EMME software based counts.
78. The Traffic Impact Assessment (TIA) prepared by EMM (provided at **Attachment 6**) concludes that the proposal would generate an additional 768 daily vehicle movements on Forest Grove. It also sees that because the impacts of the 2026 and 2036 additional dwellings on the network are so severe, that the actual intersection performance deterioration due to the Austino development either with or without the planning proposal is relatively small.
79. The ETCTS and recent TIA by EMM updates the Austino TIA because the TIA findings were based on a slightly lower future baseline year 2026 additional dwelling forecast than the forecast which has been used in the ETCTS. That said, the general findings within the EMM TIA are still valid. All the same, with regards to the Austino planning proposal impacts, the ETCTS concludes the:
 

*...significant intersection performance deterioration from the 2017 base to the 2026 future base traffic situation renders any further traffic generating development in this location unacceptable without further capacity improvements to the locality major road and local road network capacity, in particular at the Epping Road/Blaxland Road intersection, and to a lesser extent at the Epping Road/Essex Street intersection. (p.42)*
80. When the (then) Sydney East Joint Regional Planning Panel (JRPP) assessed the planning proposal as part of its initial review, it stated, as one of the seven (7) actions, that:
 

*The proposal on this site should be part of the current Council traffic review of the whole of Epping Town Centre and the outcomes that review shall inform the final decision on Floor Space Ratio for the site.*
81. Because of this, a detailed assessment of the planning proposal is considered unnecessary as the fundamental determinant for deciding whether the Epping Planning Review Study Area can take any more residential development is the ETCTS.
82. It is also worth noting that in March 2014, the zoning and density controls for the parcels fronting Epping Road and Forest Grove were amended enabling higher residential yields as part of the DP&E's Priority Precinct process. With the controls having only been in place for 18 months, the applicant seeks further uplift through this planning proposal process. As noted elsewhere in this report, this planning proposal for additional residential development represents housing development simply to increase housing.

#### **Purchase of 725 Blaxland Road (former bowling club) site**

83. Part of the site (the former Bowling Club site) is zoned RE1 Public Recreation. The City of Parramatta became responsible for the Planning Controls that apply to the subject site when the amalgamation occurred in May 2016. Therefore, the City of Parramatta became the acquisition authority for this public recreation land.
84. However, Hornsby Council did not have a funding strategy to acquire the site at 725 Blaxland Road. When the bowling club site became available for sale (ie the transaction that resulted in the current land owner acquiring it). The then Hornsby Council, had the opportunity to purchase it but made a decision not to

- 17 -

Council 9 July 2018

Item 14.5

yet still retained both the RE1 Public Open Space zoning on the Land Zoning Map, and the "Local Open Space Reservation" on the Land Reservation Acquisition Map, over the site.

85. Currently, there is no City of Parramatta Council funding strategy for its acquisition. The revised Section 7.11 and 7.12 (formerly 94/94A) Contributions Plans for Epping which came into effect in November 2017 does include collection for some open space provision. However, the advice in the Epping Planning Review was that Council would be better served by acquiring open space in different parts of Epping where growth is occurring rather than spending a substantial proportion of any funding available (via Section 94 or from other sources) on this portion of land which adjoins an existing substantial piece of open space. This recognises that spending funds to acquire this site would reduce Council's capacity to invest in other open space to meet the needs of growth in other parts of Epping as well as other community needs.
86. An initial internal valuation of the site was undertaken in mid 2017. The ERP Discussion Paper concluded that for the reasons described above the purchase of the site did not represent value for money and this position informed the subsequent adopted principle which was that Council not purchase the site and instead:
 

*That Council should seek to progress the planning proposal with Council as the RPA subject to the Traffic Study being completed before FSRs for the site can be finalised. That Council also negotiate with the developer for the provision of public open space in a way that ensures there is a suitable area of open space which is appropriately sized and located.*
87. Council Officers have subsequently commissioned an independent valuation for peer review purposes. The valuations remain Commercial in Confidence and confirms that the purchase of the site by Council is not a viable financial option.
88. With regards to the adopted principle above, Council Officers suggest that the opportunity to negotiate with the landowner to have them provide an equivalent amount of open space has changed because of the result of the ETCTS and is in part depended upon the decision made by the current RPA for the Austino Planning Proposal.
89. As already detailed above in this report the DP&E has chosen to remove the Council as the Relevant Planning Authority (RPA) for the Austino Planning Proposal and so it will need to make the next key decision. If despite the ETCTS the RPA now in place for the Austino PP (ie the Central Sydney Planning Panel) decide to proceed with the Planning Proposal then the Council should seek to enter into further discussions with the applicant and the RPA to seek to achieve some dedication of an equivalent amount of open space at no cost to Council as part of the Planning Proposal. If the DP&E allows the further growth despite the problems with the road network they should also be seeking to broker appropriate open space outcomes to help deal with the growth proposed.
90. However, if the RPA decides not to proceed with the Planning Proposal then Council and the applicant will still need to resolve what will happen to the former bowling club site as it will remain zoned RE1 Public Recreation. Whilst this zoning is retained Council remains the acquisition authority.
91. Council options for the former bowling club site in this case will be:-

Council 9 July 2018

Item 14.5

- a. To commit to the acquisition by retaining the RE1 zoning. As detailed above this option is not recommended by Council Officers as is not considered to be an efficient use of Council funds.
  - b. Alternatively, rezone the site so Council is no longer the acquisition authority. In this case the appropriate zoning would be R4 High Density Residential with a maximum height of 17.5m (which permits 5-6 storeys) (Note the *Hornsby LEP* does not include FSR controls for sites zoned R4 High Density Residential but Council's Urban Designers indicate that this would allow approximately 162 units to be built on this site under the controls that would apply under the Hornsby DCP with an FSR equivalent to 1.5:1).
- 92. It is acknowledged that allowing the site to be rezoned to allow more residential development will be inconsistent with the ETCTS conclusions but Council has two conflicting issues that need to be managed. Council will need to balance two potential negative impacts:-
  - a. the traffic impact
  - versus
  - b. the sub-optimal financial and open space outcomes if it commits to remaining as the acquisition authority for the former bowling club site.
- 93. Council Officer consider that rezoning the former bowling club site to R4 High Density Residential with a height of 17.5m and FSR of 1.5:1 is the preferred approach because:-
  - a. The density that would be permitted is much less than that proposed in the applicants PP so the traffic impact would be mitigated by comparison.
  - b. Council will not be forced to expend resources acquiring the former bowling club site in a location Council Officers consider is not optimal use of available funds.
  - c. The building height is consistent with the height applied by the DP&E to transition areas when it put in place the existing planning controls in Epping. It will see a stepping down of permitted height as you move away from Epping Road and down to Forrest Park.
- 94. It is acknowledged that the density permitted on the former bowling club site is the most significant factor driving its valuation and as the density decreases so will the cost of acquiring the site. If Council and the DP&E accept that a R4 High Density Residential Zoning with a height of 17.5m and FSR of 1.5:1 are the appropriate alternate controls to the current RE1 zoning then it maybe possible to have further discussions with the owner about the implications of this for the redevelopment of the site and the delivery of open space outcomes.

#### **Recommendation**

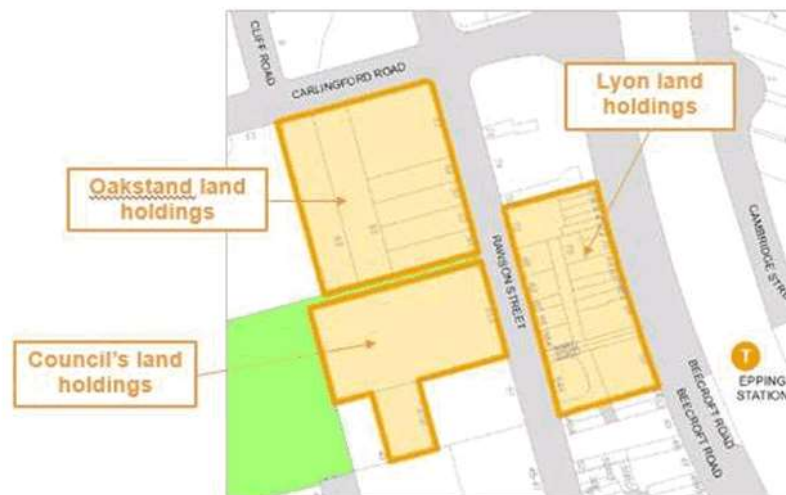
- 95. That Council object to the Planning Proposal in its current form and density proceeding and request that Council be re-instated as the RPA so that Council can pursue a Planning Proposal that would retain the current controls that apply to the site with the exception of the Bowling Club portion of the site which would be rezoned from RE1 Public Recreation to R4 High Density Residential with a maximum Height of Building control of 17.5m and FSR of 1.5:1.

#### **IMPACT OF ETCTS ON PRELIMINARY PLANNING PROPOSALS**

Council 9 July 2018

Item 14.5

96. As has been noted during Stage 1 of the Epping Planning Review process, two preliminary planning proposals were lodged with Council in late 2014 which affect land within the town centre (western side). Refer to Figure 4. Both proposals have been on hold on account of the ETCTS being completed as per adopted principles of 14 August 2017. When combined, the preliminary planning proposals seek more than **2,000 dwellings**. This equates to an additional 1,000 dwellings above what can currently be achieved across both sites.
97. Each proposal seeks a partnership with Council to develop their sites in conjunction with the Council car park. Figure 4 below shows both the Oakstand and Lyon Group land holdings as well as Council's land holdings. The details of each proposal are provided in **Attachment 7**.



**Figure 4** – Applicant owned land for preliminary planning proposals as well as Council's Rawson Car Park sites

### Recommendations

98. Given the current growth rate from tracked DAs and the findings from the ETCTS, Council Officers conclude that in the short to mid term, there is no justification for further residential development simply to increase housing. That said, there is an opportunity for an expression of interest (EOI) process with landowners within the Town Centre to transfer some of the floorspace on Council's car park sites to another land owner/s site/s. The EOI process would, at the minimum, stipulate public benefits around a community hub facility, underground car parking, an east-west connection between community hub and the Epping Rail Station, and the like.
99. The outcome of this approach would mean that there is there no net increase in residential floorspace above what can currently be achieved. Effectively Council would be "trading" off the FSR from the carpark site to other sites to generate funding to provide community facilities on the site of the current car park. It should be noted that any redevelopment would also include retention of carparking on site as it is recognised that this is critical to the operation of western part of the Epping Town Centre.
100. This process would be the subject of a further Council report before any further action is taken explaining the process and potential outcomes. The alternative

Council 9 July 2018

Item 14.5

is to retain the current carpark site and seek to redevelop it independent of other landowners sites. In this case Council would find it difficult to realise the full FSR that currently applies on the site and at the same time provide a significant piece of civic space within current height limits. The viability of achieving the FSR of 4:1 and community facilities and a civic space on the site as a stand alone redevelopment would also be covered in the report should Council request a further report be provided.

#### IMPACT OF ETCTS ON AREAS WITH INTERFACE ISSUES

101. With regards to the heritage interface areas at Rosebank Avenue HCA, part of the Essex Street HCA, land parcels and Pembroke Road and Norfolk Street and the Rose Street Precinct, the principles adopted at the 14 August 2017 Council meeting recommend further planning analysis that tests higher residential densities such as **manor homes** or 3 storey **residential flat buildings** which would replace existing detached dwelling development.
102. The interface issues are a result of land use conflicts occurring as a result of the DP&E's Priority Precinct process and require resolution where possible. It is acknowledged that the ETCTS identifies significant traffic impacts on the EPR study area and increasing densities at interface areas will have an increase on the traffic impacts. However, the interfaces put in place where 5-6 storey building look onto the backyards of sites zoned for single dwelling development and covered by a Heritage Conservation Area designation are unacceptable and need to be addressed in some format. This issue was discussed in detail in the Epping Planning Review documents.
103. A copy of the EPR Discussion Paper and the report considered by the Council on 14 August 2017 have been attached (refer to **Attachments 8 and 9**). The details on each HCA and background on the recommendations for these areas is available in this background material. The report below details just the recommendations made previously and options discussed with Councillors at Ward Councillor Briefings to allow Council to determine whether it should proceed with the previous recommendations.
104. Council officers are of the opinion that if growth is to be permitted which will impact on the road network that it should be to resolve these types of planning problems rather than to just increase density on a site for the sake of additional housing numbers. It is for these reasons that Council Officers recommend that changes to the planning controls proceed despite the findings of the ETCTS.
105. Furthermore, in March this year, the DP&E released its *Low Rise Medium Density Housing Code* which comes into effect in July 2018. This establishes planning controls on some forms of medium density housing and provide further guidance on the recommended outcomes in this section.

#### Rosebank Avenue HCA

106. With regards to Rosebank Avenue HCA, in the 14 August 2018 Council report, Council Officers recommended:
  - a. Removing the HCA notation but keeping heritage items.
  - b. For the area south of the heritage items: allow 3 storey **residential flat buildings (RFBs)**.
  - c. For the area north of the heritage items: no change.
  - d. That the changes occur ahead of completion of ETCTS.

Council 9 July 2018

Item 14.5

107. Council subsequently resolved that it pursue 2 storey **manor homes** along full length of Rosebank Ave but test benefits of 3 storey **RFBs**.

*Recommendation*

108. Council Officers recommend proceeding with the original recommendations to remove the HCA notation, enable 3 storey **RFBs** south of the heritage items with no change north of the heritage items. Refer to Figure 5.



**Figures 5** – Council Officer recommendation for Rosebank Avenue HCA

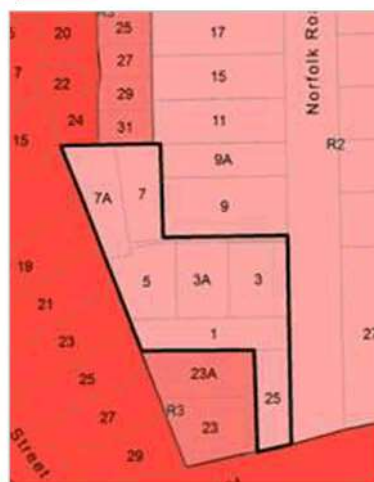
**1, 3, 3A, 5, 7, and 7A Norfolk Road and 25 Pembroke Street**

109. With regards to properties at 1, 3, 3A, 5, 7, and 7A Norfolk Road and 25 Pembroke Street, in the 14 August 2018 Council report, Council Officers recommended:

- a. Remove HCA notation but keep heritage items.
- b. R3 zone of area edged black but limit No.s 7 & 7A Norfolk Rd to **manor homes** (current zoning is shown in Figure 6).
- c. Enable 3 storey **RFB** on No.s 1, 3, 3A and 5 Norfolk Rd and 25 Pembroke St.
- d. Changes occur ahead of completion of ETCTS.

Council 9 July 2018

Item 14.5



**Figure 6** – Current zoning of 1, 3, 3A, 5, 7, and 7A Norfolk Road and 23, 23A and 25 Pembroke Street

110. Council subsequently resolved that it pursue 2 storey **manor homes** but test benefits of 3 storey **residential flat buildings**.
111. At the Ward Councillor Briefings discussed above the option of making no change to the controls in this area was discussed. Should Councillors wish to proceed with this option then Council should resolve to take no further action to change the planning controls for this precinct.

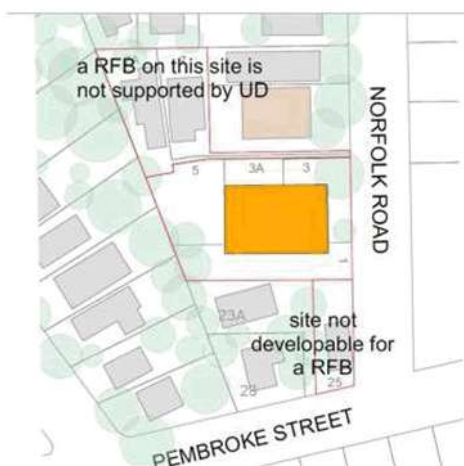
#### Recommendation

112. To ensure consistency with new Complying Code and subsequent analysis as part of the LEP Harmonisation process, Council Officers propose a new recommendation - **Part 'no change', part RFB**:
  - a. No changes to battle-axe blocks at No.s 7 & 7A (ie. maintain controls for **detached dwellings**) because this conflicts with the DP&E's Complying Code on battle-axe blocks.
  - b. Rezone No.s 1, 3, 3A & 5 to R3 zone to enable 3 storey **RFB** subject to amalgamation controls being put in place to create 1 super lot.
  - c. No.25 Pembroke cannot develop of itself and should retain its existing zoning.

Refer to the Figure 7.

Council 9 July 2018

Item 14.5



**Figure 7** – Council Officer recommendation for 1, 3, 3A, 5, 7, and 7A Norfolk Road and 23, 23A and 25 Pembroke Street

### Essex Street HCA

113. With regards to the Essex Street HCA, in the 14 August 2018 Council report, Council Officers recommended:

- a. Remove HCA notation but keep heritage items.
- b. Allow **manor homes** on western side between Epping Road and Maida Road only with no change on eastern side.
- c. That the changes occur ahead of completion of ETCTS.

114. The above recommendations were supported by the Council in August 2017.

### Recommendation

115. Council Officers recommend maintaining the above recommendations and develop DCP controls that protect larger setbacks to ensure the protection of the tree canopy at rear setbacks.

### Rose Street Precinct

116. With regards to the Rose Street Precinct, in the 14 August 2018 Council report, Council Officers recommended:

- a. Allow **residential flat buildings** development (R3 zone) with urban design analysis to step down height to Brigg Rd to 2 storeys.
- b. That the changes occur ahead of completion of ETCTS.

117. Council subsequently resolved that it pursue 2 storey **manor homes** but test benefits of 3 storey **residential flat buildings**.

118. At the Ward Councillor Briefing Councillors the issue of the topography of this area and the drainage implications of allowing more density were raised. Council Officers consider that this issue could be investigated as part of the redevelopment options but if Councillors are of the opinion that this should be investigated upfront the recommendation should be amended accordingly.

### Recommendation

119. Council Officers recommend allowing **residential flat buildings** with associated urban design analysis and DCP controls that enable the stepping

Council 9 July 2018

Item 14.5

down of the building height to 2 storeys at the Brigg Road/Rose Street frontages and that the four (4) sites fronting Blaxland Road also be included in the precinct. Refer to Figure 8.



**Figure 8** – Council Officer recommendation for Rose Street Precinct but include the 4 properties fronting Blaxland Road

### Rockleigh Park

120. With regards to the Rockleigh Park, in the 14 August 2018 Council report, Council Officers recommended:

- a. The area zoned R4 (edged with yellow line) be down-zoned to R3 to be consistent with R3 zone boundary to north and east.
- b. That further urban design analysis to determine best height and FSR controls.

121. The above recommendations were supported by the Council.

### Recommendation

122. Council Officers recommend reinstate original recommendations. But ensure that **residential flat buildings** are prohibited from this area (R3 zone in HLEP permits 4 storey RFBs). Refer to Figure 9.



**Figure 9** – Council Officer recommendation for Rockleigh Park

### IMPACTS OF ETCTS ON COMMERCIAL FLOORSPACE

Council 9 July 2018

Item 14.5

123. Recent pre-lodgments and development applications within the centre continue to erode the volume of commercial floorspace within the centre as developers are 'opting out' of applying the existing DCP provisions that require delivery of 2, 3 and 4 storey podiums of commercial floorspace in mixed use proposals. This is because of the weak 'statutory weight' that DCP controls have over an environmental planning instrument such as a LEP.
124. As discussed in the section entitled "Impact of ETCTS on State Significant Development at 240-244 Beecroft Road", Council Officers have identified that approximately **8,200sqm of retail floorspace** and **35,200sqm of office floorspace** needs to be "replaced". To deliver this, Council's Urban Designers determine that three storey commercial podiums (comprising one floor of retail and two floors of office premises) on remaining sites can deliver the required floorspace.
125. With regards to traffic, the associated traffic impacts from commercial land uses (retail and office premises) may well be greater than those associated with residential development. This is because commercial uses tend to generate a greater number of trips per square metre of floor area. This is another area where Council Officers consider that it may be necessary to allow additional development to resolve a planning issue not related solely to housing delivery. In this case allowing additional density that may detrimentally impact on traffic outcomes should be considered.
126. Given this conflict around the need for more commercial floorspace within the centre to protect its economic viability and amenity, with its associated traffic impacts, a delicate balancing exercise is required that meets the of commercial floorspace needs of the centre whilst acknowledging the potential traffic impacts.
127. In light of the above, Council Officers have identified the following potential options:
  - a. **Option 1 – No change:** This option involves no change to the current controls. Because the market favours residential development and the pace of that development recently, this option is highly likely to encourage DAs that deliver only ground floor commercial that will undermine centre's amenity and economic viability. This has no traffic impact compared to current controls.
  - b. **Option 2 – Require minimum level of commercial FSR provision to be provided without amending the maximum FSR or Building Heights:** This option involves increasing the commercial FSR requirements but this occurs at the cost of residential FSR. It means that the heights or densities of buildings will not change, but there will be a higher proportion of commercial floorspace within any development and less residential than would currently be permitted. In other words, it equates to a net decrease in residential FSR but will improve centre's amenity and economic viability. This will potentially result in a detrimental impact on the local traffic network.
  - c. **Option 3 – Require minimum level of commercial FSR provision to be provided but amend the maximum FSR or Building Heights to seek to retain where possible an FSR for residential equivalent to existing levels** This will mean increases in overall density and building heights but it makes delivery of more commercial (retail/office) uses more viable which will improve the centre's amenity and economic

Council 9 July 2018

Item 14.5

viability. The detrimental impact on the local traffic network will be greatest with this option.

#### Recommendation

128. Of the above options, Council Officers recommend **Option 3 - Increase Commercial FSR and density/building heights** because of the strong residential market and the way the planning system operates, if Option 2 was pursued, Council would receive a flood of DAs seeking mixed use development with only the ground floor allocated to commercial uses. These would all have to be considered and potentially approved under the current planning rules and the opportunity to provide the commercial floorspace Epping needs will be lost forever. Without sufficient commercial/retail floorspace the future function and amenity of the Town Centre is significantly impacted.
129. Whilst Option 3 is the Council Officer preference at this point in time this scenario needs to be run through the traffic modelling and if the outcome is unacceptable it may be necessary to fall back to Option 2. A further analysis and report to Council will allow Council to determine which option it will ultimately pursue via a Planning Proposal.

#### CONCLUSION

130. The reported rate of growth compared to the growth envisaged by the DP&E in 2013 demonstrates the Epping Town Centre has been doing a lot of the “heavy lifting” for dwelling growth and that the impact on infrastructure means that further housing growth for the sake of increasing house supply in Epping is not necessary.
131. This report provides a basis for Council to take to the DP&E, the Minister for Planning and the GSC seeking support for a strategic approach to future planning in Epping where any growth seeks to solve existing planning problems rather than just increasing density for the sole purpose of providing additional housing supply.

#### NEXT STEPS

132. The next steps are:
- a. Progressing supplementary traffic analysis on new through link through 240-244 Beecroft Rd; and re-opening of former M2 bus tunnel link.
  - b. Exhibiting the ETCTS documentation for major stakeholder comment.
  - c. Council Officers to arrange EPR Steering Group meeting with State agencies about proposed policy change and revisiting infrastructure delivery.
  - d. Council Officers prepare further Council reports that seek to:
    - i. Provide advice on provision of community facilities on the Councils Rawson Street Car park land and whether an EOI process should be pursued to enter into partnerships with other landowners.
    - ii. Report on the outcome of the consultation on the Epping Town Centre Traffic Study and the results of the supplementary traffic analysis discussed in this report on:-
      1. Reopening of the former M2 bus tunnel link; and
      2. A new east west road link through 240-244 Beecroft Road.

- 27 -

Council 9 July 2018

Item 14.5

- e. Planning Proposal processes inclusive of background and technical study preparation commence on:
  - i. The heritage interface areas; and
  - ii. The provision of commercial floor space in the centre.

Jacky Wilkes  
**Senior Project Officer Land Use Planning**

Robert Cologna  
**A/Service Manager Land Use Planning**

Sue Weatherley  
**Director Strategic Outcomes and Development**

**ATTACHMENTS:**

<b>1</b>	ATTACHMENT 1 - Council Report of 12 February 2018	16 Pages
<b>2</b>	ATTACHMENT 2 – April 2018 and November 2017 responses from DPE on RPA matter	3 Pages
<b>3</b>	ATTACHMENT 3 – Related planning policy matters	3 Pages
<b>4</b>	ATTACHMENT 4 - ETCTS Report	51 Pages
<b>5</b>	ATTACHMENT 5 - ETCTS Appendices	192 Pages
<b>6</b>	ATTACHMENT 6 - Austino PP Traffic Impact Assessment undertaken for Council	39 Pages
<b>7</b>	ATTACHMENT 7 - For 28 May 2018 Council Report on EPR - Detail of Planning Proposals	6 Pages
<b>8</b>	ATTACHMENT 8 - EPR Discussion Paper	111 Pages
<b>9</b>	ATTACHMENT 9 - Council Report of 14 August 2017	59 Pages

**REFERENCE MATERIAL**

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## **Appendix 2 – Council Minutes 9 July 2018 (Item 14.5)**

D06487724 (F2018/03031)

23

## FOR ACTION

COUNCIL

9/07/2018

TO: Snr Project Officer (Jacky Wilkes)

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**Subject:** Epping Town Centre Traffic Study and other Epping Planning Review Matters  
**Target Date:** 8/08/2018  
**Notes:** Jacky, for action please.  
 Please note adoption as per Epping Councillor Workshop. Also note amendment to (d)(ii) and addition of (0).  
**File Reference:** <FOLDERNUMBER> D06202874

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RESOLVED (Tyrrell/Wearne )

- (a) **That** Council note this update on the Epping Planning Review and related matters.
- (b1) **That** Council exhibits the Epping Town Centre Traffic Study and supporting documentation (including the further supplementary reports) to enable comment from major stakeholders in accordance with the consultation plan described in the body of this report with a Community Briefing Session to be organised to inform the community about the content of the Traffic Study and allow them to ask questions about its preliminary findings to inform any submissions stakeholders may wish make on the study.
- (b2) **That** the exhibition material placed on public exhibition state that Council does not support any extension of Rosebank Avenue to connect with Rosen Street as described in the traffic study and advise the affected landowners of this decision.
- (c1) **That** despite recommendation (b1) above, that Council adopts the position that it does not support any:
  - (i) Planning proposal or preliminary planning proposal that applies to sites situated within the Epping Planning Review Study Area which seek to deliver extra housing in addition to what can be achieved under the current planning controls, unless the planning proposal is seeking to address a planning issue identified in Council's Epping Planning Review process related to:-
    - commercial floor space in the Epping Town Centre; or
    - the Planning Controls that should apply to Heritage Conservation Areas or areas that interface with High Density Residential zones surrounding Epping Town Centre.
  - (ii) Development applications seeking an increase in residential density via clause 4.6 of the *PLEP 2011*; and that Council write to both the Department of Planning and Environment (DP&E) and the Greater Sydney Commission advising them this will remain Council's position until the State Government has provided infrastructure to resolve the through traffic issues with the Epping Town Centre.
- (c2) **That** a Planning Proposal including all necessary background studies and analysis be prepared to amend Clause 4.6 of PLEP 2011 so that it cannot be used to seek a FSR greater than that permitted on the Floor Space Ratio Map for sites within the Epping Town Centre.

- (d) **That** in relation to the Austino Planning Proposal that Council write to the DP&E to:-
- (i) Object to the Planning Proposal proceeding in its current form and density and request that no Planning Proposal proceed for this site. Instead the existing planning controls should be retained with the portion currently zoned RE1 Public Recreation remaining in place along with retaining no Floor Space Ratio or Height of Buildings control notations applying to that portion.
  - (ii) **That** the Council write to the Minister for Planning seeking that the Minister amends the legislative provisions related to the acquisition of open space land applying the principle that where a developer has purchased land which at the time of purchase is already zoned public open space, they should not benefit from any changes to the value derived from the existing zoning of adjoining land or changes to zoning of adjoining land. And write to the Local Members requesting funding out of the Open Spaces and Greater Sydney Package. To avoid any doubt Council considers that the owner should be entitled to the price they paid (adjusted for CPI) but no increases in value as a result of changes to the planning controls surrounding the site.
- (e) **That** Council write to the Minister for Planning, Landcom and the Greater Sydney Commission and request the State Significant Development currently being progressed for 240-244 Beecroft Road be placed on hold until a workshop can be organised involving Council and Landcom to discuss and seek to resolve the following:-
- (i) to establish whether a new road link can be provided through this site linking Beecroft Road and Ray Road; and
  - (ii) the provision of commercial floor space on the site being provided at a level no less than 1:1 FSR on this site.
- (f) **That** a further report is brought to Council on the options for future civic space and community facilities on the following sites:-
- (i) the Rawson Street carpark site; and
  - (ii) the Chalmers Street site (containing the existing Epping Library site and adjoining open space);
- including analysis on whether any process should be commenced to realise the FSR available on either of these sites.
- (g) **That** in addition to correspondence Council resolved to forward to the State Government regarding the investigation of M2 tolling at the 12 June 2018 Council Meeting (i.e. Item 15.5) the further supplementary reports on:-
- (i) Reopening of the former M2 bus tunnel link; and
  - (ii) A new east west road link through 240-244 Beecroft Road be forwarded to the relevant transport agencies that manage the former M2 bus link, the RMS and Urban Growth and circulated to Councillors upon receipt and then be placed on public exhibition with the Epping Town Centre Traffic Study with any feedback received on this issues during the consultation to be reported back to Council.
- (h) **That** a Planning Proposal including all necessary background studies and analysis be prepared to progress LEP amendments as follows:-
- (i) Rockleigh Park Precinct; controls consistent with the recommendations in the body of this report
  - (ii) In the Norfolk, Pembroke, Essex Street area the planning controls be retained (including the Heritage Conservation Area notation) for 1, 3, 3A, 5, 7, and 7A Norfolk Road 25 Pembroke (ie retain the existing R2 Low Density Residential

zoning and the existing Height of Building controls of 8.5m) and instead amend the controls for the following sites as follows:-

- 21, 23, 25, 27 and 29 Essex Street amend the zoning from R4 High Density Residential to R3 Medium Density Residential with maximum height permitted on these sites to be amended from 17.5m to 11m (to allow for apartment building development no greater than 3 storeys on these sites); and
- The height of building control for 23, 23A Pembroke be reduced from 12m to 11m with the existing zoning of Residential R3 Medium Density Residential to be retained for these two sites;

and that the Planning Proposal and associated material be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.

- (i) **That** a Planning Proposal including all necessary background studies and analysis be prepared to progress LEP amendments for 2 - 8 Rosebank Ave and 1 - 7 Rosebank Ave as follows:

- (i) Remove the Heritage Conservation Area notation from these sites;
- (ii) Rezone the sites from Residential R2 Low Density Residential to R3 Medium Density Residential; and
- (iii) Amend the permitted height of building for these sites from 8.5m to 11m (to allow for apartment building development no greater than 3 storeys on these sites).

All other sites in Rosebank Avenue should retain their existing planning controls including the Heritage Conservation Area notation and that the Planning Proposal and associated material shall be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.

- (j) **That** a Planning Proposal and Draft DCP amendments including all necessary background studies and analysis be prepared to progress amendments to these plans for the Essex Street HCA Precinct with the planning controls to be consistent with the following:-


- (i) Retention of the existing Heritage Conservation Area for both sides of Essex Street
- (ii) Amend the planning controls to allow for detached dual occupancies on the western side of Essex Street between Epping Road and Maida Road (which are the sites that are impacted by proximity to the adjoining 5 storey apartment buildings) in the form where the second dwelling shall be permitted behind the existing dwelling but not in a Duplex form.
- (iii) That the Draft DCP that applies to this HCA and surrounding land be reviewed with a view to including: -
  - a detailed analysis of significant trees located on the sites on the western side of Essex Street and supporting DCP controls that seek protect those trees; and
  - Draft DCP planning controls that require provision to be made for the widening and improvement of the pedestrian link currently located between 58-60 Essex Street linking through to Forest Grove;

and that the Planning Proposal and associated material be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.

- (k) **That** no further action be taken to amend the Planning Controls that apply to the Rose Street Precinct until a drainage analysis detailing the implications of re-development of the Rose Street Precinct Sites is completed and reported to Council.
- (l) **That** a Planning Proposal including all necessary background studies and analysis be prepared to progress the recommended LEP amendments detailed in this report relating to new controls to require the provision of commercial floor space in the Town Centre and that the Planning Proposal and associated material be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.
- (m) **That** Council Officers identify potential sites for acquisition for open space purposes in the areas to the north east of the Epping Town Centre. This process should include obtaining valuations for acquisition and the construction of the parks and should also involve discussions with potentially affected landowners. A further report to Council on the outcome of this analysis be reported to Council to allow Council to determine whether it wishes to commence a rezoning process to rezone any sites in this area for open space.
- (n) **That** Council write to the Member for Epping seeking their support for funding for the acquisition of open space in the area north east of the Epping town centre as part of the Open Spaces and Greener Sydney package announced in April 2018. The Local Member also be requested to make representations to the relevant Minister to ensure the criteria that needs to be met to obtain grant funding provides flexibility (in terms of timeframe for delivery and the identification of the land to be acquired) so that Council can secure the funding prior to finalizing the rezoning and consultation/ acquisition processes
- (o) **Further, that** this motion carries the unanimous support of the Ward Councillors being Councillors Tyrrell, Wearne and Davis.

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PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## **Appendix 3 – Council Report 26 November 2018 (Item 11.1)**

D06487724 (F2018/03031)

24

Council 26 November 2018

Item 11.1

**ACCESSIBLE**


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<b>ITEM NUMBER</b>	11.1
<b>SUBJECT</b>	Epping Town Centre Traffic Study exhibition
<b>REFERENCE</b>	F2017/00210 - D06413142
<b>REPORT OF</b>	Snr Project Officer

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**RECOMMENDATION**

- (a) **That** Council note the submissions and other feedback received during the public exhibition of the Epping Town Centre Traffic Study, as summarised in this report and attachments.
- (b) **That** Council note that the Traffic Study is underpinned by a Traffic Model that was prepared in consultation with NSW Roads and Maritime Services, is a 'live' document, and will be continually refined over time.
- (c) **That** Council note that the Traffic Model will be used by Council staff in assessing development applications and planning proposals, received within the town centre.
- (d) **That** Council note the Traffic Study assessed the traffic benefits of various potential local and State road improvement works, but as a traffic assessment it did not consider the works' costs or Council's capacity to fund them.
- (e) **That** Council endorse the preparation of a draft Epping Town Centre Transport Delivery Plan identifying:
  - i. Local works – that Council will deliver, including how much they will cost, how they will be funded, and when they will be delivered; and
  - ii. State works – for use by Council as a vehicle to advocate for the State Government to deliver.
- (f) **Further, that** Council note that the draft Transport Delivery Plan will:
  - i. be based on works recommended for further investigation in this report that takes into account the Epping Town Centre Traffic Study's findings and feedback received during its exhibition; and
  - ii. be reported back to Council for endorsement, alongside a new harmonised City of Parramatta development contributions framework, anticipated by the end of 2019.

**SUMMARY**

1. This report informs Council of the outcomes of the recent public exhibition of the Epping Town Centre Traffic Study (the Traffic Study) and provides recommendations on responding to the Traffic Study's findings and feedback received during its exhibition. Refer to **Attachment 1**.
  2. The town centre has experienced unprecedented development since the State Government changed the town centre's planning controls in 2014. Development has occurred substantially faster than the Government forecast and Council has requested various actions to assist with addressing community concerns arising from this development.
  3. Key actions requested by Council are the preparation and public exhibition of the Traffic Study. The Traffic Study assessed the likely traffic benefits to be provided by potential local and State road improvement works. It did this for two
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- 318 -

Council 26 November 2018

Item 11.1

growth scenarios: a 2026 growth scenario based on 5,000 new dwellings compared to a 2017 base year, and a 2036 growth scenario based on 10,000 new dwellings. A total of 13 works were modelled comprising three local works and 10 State works.

4. The Traffic Study's key finding is that the modelled Council and State road improvement works will provide some benefit by slowing the rate at which traffic worsens, however, traffic will still worsen over time even if all the modelled works are implemented.
5. The Traffic Study was exhibited between 25 July and 11 September 2018. A total of 14 submissions were received from local residents and community groups. Feedback was also received at a community information session and drop-in session.
6. Most submissions suggested additional works not included in the Traffic Study, to assist with addressing traffic in the town centre. Submissions that commented on modelled works expressed mixed views about particular works. Submissions also provided comments on other matters not related to physical road works, such as changing planning controls to limit development or change parking rates.
7. In response to the Traffic Study's findings and feedback received during the exhibition, it is proposed to prepare a draft Epping Town Centre Transport Delivery Plan (Transport Delivery Plan). The Transport Delivery Plan will identify works Council will deliver and works Council will advocate for the State Government to deliver, beyond those works already committed to by Council and the State Government.
8. It is expected that many of the Council works items will be partly or fully funded by development contributions, and the Transport Delivery Plan will be reported to Council alongside a new harmonised City of Parramatta development contributions framework, anticipated by the end of 2019.
9. Overall, the proposed works items will assist with cumulatively addressing traffic issues in Epping town centre. They will provide increased capacity and supply, and will be supported by some recommended demand-management measures, such as changes to onsite parking controls, which are the subject of a separate concurrent report to Council.

Jacky Wilkes  
**Senior Project Officer**

Jonathon Carle  
**Service Manager Land Use Planning**

Jennifer Concato  
**Manager City Strategy**

Mark Leotta  
**Acting Director Strategic Outcomes and Development**

**ATTACHMENTS:**

1 <a href="#">Attachment 1 - Background</a>	6 Pages
2 <a href="#">Attachment 2 - Summary of Submissions</a>	19

Council 26 November 2018

Item 11.1

- 3 [↓](#) Attachment 3 – Proposed Traffic and Transport Improvements
- 4 [↓](#) Attachment 4 – Map of Proposed Traffic and Transport Improvements

Pages  
8 Pages  
1 Page

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## **Appendix 4 – Council Minutes 26 November 2018 (Item 11.1)**

D06487724 (F2018/03031)

25

## FOR ACTION

COUNCIL

26/11/2018

TO: Snr Project Officer (Jacky Wilkes)

**Subject:** Epping Town Centre Traffic Study exhibition  
**Target Date:** 26/12/2018  
**Notes:** Jacky, for action  
**File Reference:** <FOLDERNUMBER> D06413142

RESOLVED (Davis/Esber)

- (a) **That** Council note the submissions and other feedback received during the public exhibition of the Epping Town Centre Traffic Study, as summarised in this report and attachments.
- (b) **That** Council note that the Traffic Study is underpinned by a Traffic Model that was prepared in consultation with NSW Roads and Maritime Services, is a 'live' document, and will be continually refined over time.
- (c) **That** Council note that the Traffic Model will be used by Council staff in assessing development applications and planning proposals, received within the town centre.
- (d) **That** Council note the Traffic Study assessed the traffic benefits of various potential local and State road improvement works, but as a traffic assessment it did not consider the works' costs or Council's capacity to fund them.
- (e) **That** Council endorse the preparation of a draft Epping Town Centre Transport Delivery Plan identifying:
  - i. Local works – that Council will deliver, including how much they will cost, how they will be funded, and when they will be delivered; and
  - ii. State works – for use by Council as a vehicle to advocate for the State Government to deliver.
- (f) **Further, that** Council note that the draft Transport Delivery Plan will:
  - i. be based on works recommended for further investigation in this report that takes into account the Epping Town Centre Traffic Study's findings and feedback received during its exhibition; and
  - ii. be reported back to Council for endorsement, alongside a new harmonised City of Parramatta development contributions framework, anticipated by the end of 2019.

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PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## **Appendix 5 – Epping Transport and Traffic Improvements (Item 11.1)**

D06487724 (F2018/03031)

26

Attachment 3 - Epping Town Centre Traffic Analysis

**ATTACHMENT 3 – PROPOSED TRAFFIC AND TRANSPORT IMPROVEMENTS**

The tables in this attachment list the major and minor proposed traffic and access infrastructure improvements and policy requirements that are recommended for progression given the faster-than-planned residential growth within the Epping Town Centre Study Area. Table 1 lists the major improvements whilst Table 2 lists the minor improvements including policy amendments.

**TABLE 1 – Proposed Traffic and Transport Improvements - Major**

Proposed Road Improvement	Responsibility	Exhibition comments	Council Officers' comments
<b>Western side of Epping Railway line</b>			
1. <b>Widen Epping Station bridge at Epping Road (westbound)</b> by adding an additional lane to connect with existing northbound lane up to existing blister.	State Government	Two submitters do not support the bridge widening as it was assumed it would provide no benefits. Despite this view, generally, there has been overwhelming support for this road improvement (expressed at the Community Information Session, the Drop-in Session and throughout the Epping Planning Review process to date).	<p>This improvement would constitute Beecroft Road Works – Stage 1.</p> <p>This improvement has \$50.04 million of State government funding and will be delivered by RMS.</p> <p>This improvement will improve traffic flow but have little to no impact on the westbound PM peak. However, it would have a greater benefit if it was undertaken in conjunction with Item 2, below.</p> <p>The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A1, A2 and A3.</p>
2. <b>Widen Beecroft Road (westbound) between Carlingford Road and Bridge Street</b> - involves removing the blister north of Bridge Street in front of the Commonwealth Bank building and <b>relocation of the pedestrian bridge stairway landing and lift shaft</b> in front of 49-58 Beecroft Road. (Note: these improvements are also likely to require <b>replacement of the pedestrian bridge</b> to the Epping Railway Station).	State Government	<p>Some submitters and attendees from the Community Information Session/Drop-in Session see that this widening is a critical element of the Epping Station Bridge widening.</p> <p>RMS raises no objection to this widening but notes that this widening may not be <i>feasible due to insufficient width in the road reserve...to fit the required lane, media and footways</i>.</p>	<p>These improvements would constitute Beecroft Road Works – Stage 2.</p> <p>These improvements were not modelled in either the Land Use Report and the Link/Tunnel Report. However, if in place, these improvements would bring <i>significant improvements</i> to the traffic flow.</p> <p>Given RMS's response, further consultation with RMS and feasibility would need to be undertaken which would be recommended in the Transport Delivery Plan.</p> <p>The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A1, A2, A3, A4 and A26.</p>
3. <b>Tidal flow</b> between the widened Epping Station Bridge and Beecroft Road (westbound) where Beecroft Road extends into four lanes, south of Carlingford Road which enables:	State Government	(No comment was received on this proposed improvement).	<p>This improvement would constitute Beecroft Road Works – Stage 3.</p> <p>While this road improvement was not tested in the Epping Town Centre Traffic Analysis, the Land Use Report concluded <i>if the bridge were to operate with future tidal flow traffic conditions such as four lanes eastbound during the morning peak periods with two</i></p>

D06478257 (F2017/00210)

Page 1 of 8

Attachment 3 - Epping Town Centre Traffic Analysis

Proposed Road Improvement	Responsibility	Exhibition comments	Council Officers' comments
<p>a) four lanes eastbound and two lanes westbound during AM peak; and</p> <p>b) three lanes in each direction during the PM peak.</p>			lanes westbound and three lanes in each direction during the afternoon peak periods, this future improvement could provide significant travel flow benefits during both these peak periods (p.48). <p>The Central City District Plan actions relevant to this proposed upgrade are Actions A1, A2, A3 and A6.</p>
<p><b>4. Re-open the former bus tunnel link</b> connecting Cambridge Street with Beecroft Road (westbound traffic only).</p>	State Government	<p>Some North Epping residents are of the view that they would benefit from this improvement but believe that it would only work provided there was appropriate traffic calming in place to stop rat running.</p> <p>RMS note that the link is currently used as an active transport link which RMS support and sees that there is minimal benefit to reopening the tunnel as alternative egress for general traffic.</p>	<p>The Link/Tunnel Report concluded that while the reopening of the tunnel (and through link) has some merit that further additional traffic capacity improvements also need to be identified and examined for the Carlingford Road/Beecroft Road and Epping Road/Blaxland Road intersections in order for the Council proposed road improvements to achieve improvements in local traffic movement in 2026 and 2036 (p.30).</p> <p>Also, given RMS's response, further consultation with RMS would need to be undertaken as the Link/Tunnel Report says that there may be benefits if the reopening of the bus tunnel is done in conjunction with other upgrades.</p> <p>The Central City District Plan actions relevant to this proposed upgrade are Actions A3 and A5.</p>
<p><b>5. East west link through 240-244 Beecroft Road</b> – create a new local road through this site connecting Ray Road to Beecroft Road. Left-in and left-out only at connection with Beecroft Road and all turning movements permitted at Ray Road. This includes a pedestrian through link</p>	State Corporation (Landcom and Sydney Metro Northwest) and TfNSW	<p>Some attendees at the Community Information Session expressed concern that this proposed road improvement would increase traffic along Ray Road north of the through link.</p> <p>RMS recommend that Council liaise further with TfNSW and Landcom on this matter.</p>	<p>This through link was tested in both the Land Use Report and the Link/Tunnel Report. The latter report concluded that while the through link (and reopening of the tunnel) has some merit that further additional traffic capacity improvements also need to be identified and examined for the Carlingford Road/Beecroft Road and Epping Road/Blaxland Road intersections in order for the Council proposed road improvements to achieve improvements in local traffic movement in 2026 and 2036 (p.30).</p> <p>This through link should also provide a pedestrian through link which is consistent with the 'Public Domain' section of the Epping Planning Review Discussion Paper.</p> <p>Council Officers continue to liaise with Landcom and Sydney Metro Northwest to ensure a vehicle/pedestrian through link is provided through the site.</p> <p>The Central City District Plan actions relevant to this proposed upgrade are Actions A1, A2, A3 and A26.</p>
<p><b>6. New link road between Rawson Street and Carlingford Road</b> – as</p>	Council	RMS raises no objection to the creation of this new road. (See also comments at Item 7).	<p>This upgrade was tested in the Land Use Options Testing Report in the 2036 growth scenario and is proposed in the Parramatta</p>

D06478257 (F201700210)

Page 2 of 8

Attachment 3 - Epping Town Centre Traffic Analysis

Proposed Road Improvement	Responsibility	Exhibition comments	Council Officers' comments
per Figure 4.1.5.3 in Parramatta Development Control Plan 2011			DCP 2011 (refer to Figure 4.1.5.3 'Pedestrian Connections and Laneways'). This upgrade works in conjunction with Item 7, below.  Council to explore options for a connection from the Rawson Street car park site to Carlingford Road. This could potentially occur as part of an EOI process for the civic hub on the Rawson Street car park site. Any supporting traffic analysis to an EOI could test a range of options. This would happen in liaison with RMS.  Council's objection for Rawson Street is to create a civic hub which has a village type environment.  The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A1, A2 and A3.
<b>7. Install traffic signals at Cliff Road/DCP road intersection – to enable:</b> <ol style="list-style-type: none"> <li>Left in/Left out from Cliff Road/DCP road.</li> <li>Straight ahead movement from Cliff Road/DCP road.</li> <li>Right out from Cliff Road/DCP road.</li> <li>Right in to Cliff Road/DCP road (outside of peak, only).</li> </ol>	State Government and Council	<p>RMS provides in principle support for this upgrade (which is dependent on Item 6, above) provided it is contingent on the removal of traffic signals at the intersection of Carlingford Road / Ray Road, / Rawson Street and would only support one set of traffic signals of these two intersections. RMS approval would be required on the layout and operation of the traffic signals.</p>	<p>These intersection upgrades were tested in the Land Use Options Testing Report in the 2036 growth scenario. This upgrade works in conjunction with Item 6, above.</p> <p>These upgrades are recommended for further discussion with the relevant State Agencies and State Corporations for progression for the purpose of Transport Delivery Plan which would include State Infrastructure (including State Corporations infrastructure) and Local (Council) infrastructure. It will also involve coordination with the land owners of 53 Rawson Street.</p> <p>The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A1, A2, A3 and A26.</p>
<b>8. Ray Road/Carlingford Road intersection upgrades:</b> <ol style="list-style-type: none"> <li>Remove traffic lights and install barrier on Carlingford Road to restrict movements to left-in/left-out from both Ray Road and Rawson Street as well as construct; and</li> <li>Construct new pedestrian bridge on western side of Ray Road and Rawson Street.</li> </ol>	State Government	<p>One of the predominant criticisms received in on intersection performance during the exhibition phase was regarding the poor function of the Ray Road/Carlingford Road and Beecroft Road/Carlingford Road intersection because of their proximity to one another. These residents want to see an improvement to the performance of these intersections. This feedback was received via submissions, the CIS and the Drop-in Session.</p> <p>Some community sentiment disapproves of this intersection upgrade.</p>	<p>These intersection upgrades were tested in the Epping Town Centre Traffic Analysis.</p> <p>These upgrades are recommended for further discussion with the relevant State Agencies and State Corporations for progression for the purpose of a Transport Delivery Plan which would include State Infrastructure (including State Corporations infrastructure) and Local (Council) infrastructure.</p> <p>The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A1, A2, A3, A4 and A26.</p>

D06478257 (F2017/00210)

Page 3 of 8

Attachment 3 - Epping Town Centre Traffic Analysis

Proposed Road Improvement	Responsibility	Exhibition comments	Council Officers' comments
		RMS raises no objection to the median barrier on Carlingford Road to restrict movements provided it is implemented in conjunction with the proposed signalisation of Carlingford Road and Cliff Road / DCP Road. Further, any pedestrian bridge would need to comply with all relevant Standards, Guidelines and RMS requirements.	
9. Kent Street/Cliff Rd intersection – install a roundabout	Council	Some nearby residents have expressed concern (via submissions and the CIS) that any intersection re-configurations undertaken to increase the amount of traffic travelling in this vicinity were not supported.	<p>This upgrade was tested in the principal traffic study for the 2036 growth scenario and is a low priority and subject to Items 7 and 8 proceeding.</p> <p>This upgrade is recommended for further discussion with the relevant State Agencies and State Corporations for progression for the purpose of a Transport Delivery Plan which would include State Infrastructure (including State Corporations infrastructure) and Local (Council) infrastructure.</p> <p>The Central City District Plan actions relevant to this proposed upgrade are Actions A1, A2 and A3.</p>
10. Kent Street/Carlingford Road intersection – Install traffic signals. (Note: This upgrade retains the existing right turn movements that are permitted at the intersection. Traffic signals could be installed if traffic volumes increase substantially).	Council / State Government	<p>Some residents have expressed concern that any signalisation of this intersection will turn Kent Street into a main road. This feedback was received via the CIS and submissions.</p> <p>RMS would be willing to give further consideration to this intersection provided further analysis is undertaken. RMS also note that any design would be subject to RMS sign-off and seek funding that involves no cost to RMS.</p>	<p>This upgrade was tested in the East West Link/Bus Tunnel Options Supplementary Report for the 2036 growth scenario.</p> <p>Given RMS's response, further consultation with RMS would need to be undertaken which would be recommended in the Transport Delivery Plan. With regards to funding, Carlingford Road is a State owned road and it would be re</p> <p>The Central City District Plan actions relevant to this proposed upgrade are Actions A3 and A5.</p>
11. Increase the capacity of the intersection at Carlingford Road / Beecroft Road by: a) Lengthen queuing for right turn movement from Beecroft Road into Carlingford Road.	State Government and State Corporation (Landcom)	RMS sees some benefit in the widening of Beecroft Road, (northbound) – on the northern side of Carlingford Road – however recognises that this would require the provision of privately owned land (road widening) from the Service	<p>This upgrade is only part of proposed works within the conclusion of the East West Link/Bus Tunnel Option Supplementary study which states that some additional traffic capacity will also be required at the two most critical road capacity intersections for the Epping town centre - Carlingford Road/Beecroft Road and Epping Road/Blaxland Road - in order to prevent any potential</p>

D06478257 (F2017/00210)

Page 4 of 8

Attachment 3 - Epping Town Centre Traffic Analysis

Proposed Road Improvement	Responsibility	Exhibition comments	Council Officers' comments
b) Add an additional left turn lane from Carlingford Road into Beecroft Road and lengthen left turn queuing. This involves partial acquisition of: <ul style="list-style-type: none"> <li>i. 240-244 Beecroft Road;</li> <li>ii. 1-5 Ray Road; and</li> <li>iii. 8 Cliff Road.</li> </ul>		Station and the Sydney Metro Northwest site at 240-244 Beecroft Road.	<p>adverse flow on traffic diversion impacts for the existing major road traffic delays at these intersections (p.30).</p> <p>These improvements at the intersection of Carlingford/Beecroft Road may be essential to improve the future performance of Item 4 - Re-open the former bus tunnel link. Also, given RMS's response, further consultation with RMS would need to be undertaken.</p> <p>The Central City District Plan actions relevant to this proposed upgrade are Actions A3 and A5.</p>
<b>East side of Epping Railway line</b>			
<b>12. Epping Road</b> – Set a Level of Service for motorists exiting from the east side of Epping, north of Epping Road so that motorists do not wait for more than 2 cycles of the traffic signals to get onto, or south of, Epping Road.	State Government	RMS noted that due to the dynamic nature of traffic demands... RMS are unable to guarantee that motorists would not wait for more than 2 cycles of the traffic signals to get onto, or south of, Epping Road.	<p>This improvement was tested within the Epping Town Centre traffic model. However, Council Officers' see that this upgrade can be replaced with alternate improvements in Essex Street and Langston Place. Refer to new items 11, 12 and 13, below.</p> <p>Therefore it recommended that this upgrade is not progressed into the Transport Delivery Plan.</p> <p>The Central City District Plan actions relevant to this proposed upgrade are Actions A2, A3 and A6.</p>
<b>13. Extend lane lines and 'No Parking' restrictions in Essex Street near Epping Road</b>	Council	N/A	<p>This upgrade replaces Item 12 and works in conjunction with Item 14 and 15.</p> <p>The Central City District Plan actions relevant to this proposed upgrade are Actions A2, A3 and A6.</p>
<b>14. Remove bus lane in Langston Place at Epping Road and replace it with straight through lane.</b>	Council	N/A	<p>This upgrade replaces Item 12 and works in conjunction with Item 13 and 15.</p> <p>The Central City District Plan actions relevant to this proposed upgrade are Actions A2, A3 and A6.</p>
<b>15. Install raised pedestrian crossing in Essex Street immediately north of Pembroke Street</b>	Council	N/A	<p>This upgrade replaces Item 12 and works in conjunction with Item 13 and 14.</p> <p>The Central City District Plan actions relevant to this proposed upgrade are Actions A2, A3 and A6.</p>

D06478257 (F2017/00210)

Page 5 of 8

Attachment 3 - Epping Town Centre Traffic Analysis

TABLE 2 – Proposed Traffic and Transport Improvements and Policy Amendments – Minor

Proposed Road Improvement	Responsibility	Exhibition comments	Council Officers' comments
16. Improve amenity of the pedestrian footpath at Carlingford Road between Kent Street and Beecroft Road (north and south footpaths)	State Government	This upgrade is also consistent with feedback from residents regarding the existing poor pedestrian amenity and safety concerns.	This upgrade is recommended by Council Officers to improve the walkability between Kent Street and the Epping Railway Station. This section of Carlingford Road has seen a dramatic increase in population since 2016 as a result of new residential flat buildings on the northern side of Carlingford Road between Kent Street and Cliff Road (east). The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A3, A4, A5 and A26 (b).
17. Improve amenity of the pedestrian footpath at Beecroft Road (east) between the bus stop and Carlingford Road and Epping Station Bridge (east)	State Government	This upgrade is also consistent with feedback from residents regarding the existing poor pedestrian amenity and safety concerns.	This upgrade is recommended by Council Officers to improve the walkability at Beecroft Road between Carlingford Road and Epping Station Bridge (east). This proposed upgrade is consistent with feedback from residents regarding the existing poor pedestrian amenity and safety concerns on State road infrastructure that link residents to the Epping Railway Station. The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A3, A4, A5 and A26 (b).
18. Improve amenity of the pedestrian footpath along Blaxland Road between Maida Road and Epping Road	State Government	This proposed upgrade is consistent with feedback from residents regarding the existing poor pedestrian amenity and safety concerns on State road infrastructure that link residents to the Epping Railway Station.	This upgrade is recommended by Council Officers to improve the walkability along Blaxland Road between Maida Road and Epping Road. The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A3, A4, A5 and A26 (b).
19. Update parking controls for residential development within 800m of the Epping Railway Station that: <ul style="list-style-type: none"> <li>Reduces car parking rates in residential development</li> <li>Provides car share facilities in new development</li> <li>Enables more stringent Green Travel Plans</li> </ul>	Council	The community is split on this issue. Some residents are of the view that reducing car parking rates will place on on-street parking. Other residents are of the view that if car parking rates are not reduced now, it will only worsen the on-street car parking pressures in the future.	Council has prepared a Draft development control plan to reduce car parking rates within the Epping Town Centre (affecting both Parramatta Development Control Plan 2011 and Hornsby Development Control Plan 2013) which is also scheduled for the 26 November 2018 Council meeting. When assessing new development applications for residential development, these initiatives will assist with reducing the parking demand from the site and the traffic generated by it. The <i>Central City District Plan</i> action relevant to this proposed upgrade is Action A27.

D06478257 (F2017/00210)

Page 6 of 8

Attachment 3 - Epping Town Centre Traffic Analysis

Proposed Road Improvement	Responsibility	Exhibition comments	Council Officers' comments
<ul style="list-style-type: none"> <li>De-couples apartment lots from car parking lots.</li> </ul>			
20. <b>Improve through block connections (existing and new)</b> within and around the town centre	Council	The community have noted that the walkability of the Town Centre Study area could be improved, including through links. This feedback was received via submissions and the CIS.	<p>Council is undertaking a number of initiatives to deliver this via:</p> <ul style="list-style-type: none"> <li>a fast-tracked amendment to Parramatta DCP 2011 involving footpath widening that came into effect in April 2018.</li> <li>Intervention over a site at 19-21 Forest Grove delivered the widening of a footpath. A future PP will deliver the rest of the widening to Essex Street.</li> </ul> <p>Also, future planning proposal and development control plan amendments will identify the opportunities for future through links consistent with resolutions of 2017.</p> <p>With regards to <b>cycling infrastructure</b> Council's <i>Bike Plan (May 2017)</i> identifies bike routes through the Town Centre Study area that are proposed for upgrading or proposed new routes. These routes connect the centre from the north, south, east and west.</p> <p>The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A3, A4, A5 and A26 (b) and (c).</p>
21. <b>Review existing public transport services</b> - particularly buses - that service the Epping Town Centre Study Area	State Government	Some residents have raised the issue of the inadequacy of the PM bus services. This feedback was received via submissions and the CIS.	This review is recommended by Council Officers given the faster-than-planned growth that has occurred in the last 3 years. The <i>Central City District Plan</i> action relevant to this proposed upgrade is Action A32.
22. <b>M2 Motorway Tolling Regime</b> - introduce distanced based tolling regime similar to the M7, to encourage non-local through traffic to use the M2 rather than driving through Epping to avoid the M2.	State Government (in conjunction with The Hills Motorways Limited)	<p>There is strong community sentiment that some form of new pricing regime is required on the M2 Motorway. This is to entice the sub-regional traffic that travels through Epping that would switch to using the M2 Motorway if the tolling regime made travel more affordable for this traffic. This feedback was received via submissions and the CIS and the Drop-in session.</p>	<p>A letter dated 30 August 2018) from the Minister for Roads, Maritime and Freight advised that <i>changing the tolling regime would require commercial negotiations...to achieve favorable terms...and ...would need to be supported by detailed traffic modelling and project scoping to assess the traffic and financial impact of this change</i> (Letter from Minister for RMS, 30 August 2018).</p> <p>The Epping Town Centre Traffic Analysis provides the justification for a review of the tolling regime. Any further analysis to assess the <i>financial impact of this change</i> would need to be undertaken by the State Government as it is a State asset and has district implications outside Parramatta LGA.</p> <p>The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A3, A5 and A6.</p>

D06478257 (F2017/00210)

Page 7 of 8

Attachment 3 - Epping Town Centre Traffic Analysis

Proposed Road Improvement	Responsibility	Exhibition comments	Council Officers' comments
23. A pedestrian refuge island in Brigg Road	Council	This road improvement was proposed by a local resident submission.	This item is already on list for consideration of funding. It would ensure pedestrian safety when cars turn right from Blaxland Road into Brigg Road. The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Action A26, A27 and A32.
24. A pedestrian refuge island in Maida Road near Blaxland Road	Council	This road improvement was proposed by a local resident submission.	This item is already on list for consideration of funding. It would ensure pedestrian safety owing to the amount of traffic at Blaxland Road with Maida Road. The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Action A26, A27 and A32.
25. A roundabout at the intersection of Forest Grove/Maida Road	Council	This road improvement was proposed by a local resident submission.	This item may not be a priority for council but this will be further investigated in terms of accident history. The <i>Central City District Plan</i> action relevant to this proposed upgrade is Action A27.
26. A pedestrian refuge island or pedestrian crossing in at Chester Street	Council	This road improvement was proposed by a local resident submission.	This suggested road improvement requires further investigation. The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Action A26, A27 and A32.

The above tables do not constitute a full and comprehensive list of the future traffic and transport improvements recommended for progression into the Transport Delivery Plan. However, they are a first step in progressing relevant traffic and transport improvements to improve the Epping traffic environment.

The proposed improvements are visually shown in Attachment 4 – Map of proposed works.

\*

Local Planning Panel 15 December 2020

Item 6.2

**INNOVATIVE**


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<b>ITEM NUMBER</b>	6.2
<b>SUBJECT</b>	Post-exhibition: Planning Proposal to 'switch off' Clause 4.6 Variation, as it applies to FSR for sites within the Epping Town Centre.
<b>REFERENCE</b>	F2020/01810 -
<b>APPLICANT/S</b>	N/A
<b>OWNERS</b>	N/A
<b>REPORT OF</b>	Project Officer Land Use

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

The purpose of this report is to seek the Local Planning Panel's advice to Council on the outcome of the public exhibition of the Planning Proposal – Amendments to Clause 4.6, as it applies to the floor space ratio development standard within the Epping Town Centre.

**RECOMMENDATION**

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

- (a) **That** Council receives and notes the summary of submissions made during the public exhibition of the Planning Proposal – Amendments to Clause 4.6 of Epping Town Centre at **Attachment 1**.
- (b) **That** Council endorse for finalisation the Planning Proposal to amend Clause 4.6 in the *Parramatta Local Environmental Plan 2011* and *Hornsby Local Environmental Plan 2013* by disabling the use of Clause 4.6 variations in relation to floor space ratio controls for the following types of development in the Epping Town Centre:
  - i. In *Parramatta LEP 2011* - residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within Zone B2 Local Centre or residential accommodation in Zone R4 High Density Residential; and
  - ii. In *Hornsby LEP 2013* - residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within Zone B2 Local Centre.
- (c) **That** Council submit the Planning Proposal to the Department of Planning, Industry and Environment (DPIE) requesting their finalisation, noting that Council does not have plan-making delegation for this Planning Proposal.
- (d) **Further, that** Council authorises the CEO to correct any minor policy inconsistencies and any anomalies that are of an administrative nature relating to the Planning Proposal that may arise during the finalisation process.

Local Planning Panel 15 December 2020

Item 6.2

**PLANNING PROPOSAL TIMELINE****BACKGROUND**

1. Traffic impact in and around the Epping Town Centre was a key issue examined by Council as part of Phase 1 of the Epping Planning Review (Review) undertaken between 2017 and 2018. The Epping Town Centre Traffic Study was commissioned by Council and finalised in mid-2018. The Review identified significant traffic impacts associated with new development resulting from the rezoning of the Epping Town Centre via the Epping Urban Activation Precinct in 2014. When traffic associated with the new development is introduced to a road network that already has significant congestion due to through traffic on the major roads that pass through the Epping Town Centre the traffic impacts are significant and difficult to manage.
2. At its meeting on 9 July 2018, Council considered the consultation outcomes and technical analysis of the Review in relation to partly addressing the traffic issues and resolved in part:
  - (c1) ... that Council adopts the position that it does not support any
    - a) Development applications seeking an increase in residential density via clause 4.6 of the PLEP 2011.

*And that council write to both the Department of Planning & Environment (DP&E) and the Greater Sydney Commission advising them this will remain Council's position until the State Government has provided infrastructure to resolve the through traffic issues within the Epping Town centre.*
  - (c2) That a Planning Proposal including all necessary background studies and analysis be prepared to amend Clause 4.6 of PLEP 2011 so that it cannot be used to seek a FSR greater than that permitted on the Floor Space Ratio Map for sites within the Epping Town centre.
3. Consistent with Council's resolution of 9 July 2018, a Planning Proposal was prepared to amend the *Parramatta LEP 2011* (PLEP 2011) and *Hornsby LEP 2013* (HLEP 2013) by disabling the use of Clause 4.6 variations in relation to

Local Planning Panel 15 December 2020

Item 6.2

floor space ratio controls for the following types of development in the Epping Town Centre:

- a) In *Parramatta LEP 2011* - residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within Zone B2 Local Centre or residential accommodation in Zone R4 High Density Residential; and
  - b) In *Hornsby LEP 2013* - residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within Zone B2 Local Centre.
4. It is noted that this Planning Proposal relates to preventing an increase in floorspace greater than that permitted under the current maximum FSR controls for residential and tourist and visitor accommodation uses only and that Clause 4.6 Variations to Development Standards for increases in non-residential FSR may still be utilised. This is detailed further in this report (refer paragraphs 25 – 32 below).
  5. It is noted that the R4 High Density Residential zone in the Hornsby LEP 2013 does not have allocated floor space ratio controls. However, under Council's Harmonisation Planning Proposal, it is proposed that a new FSR control will be applied to R4 zoned sites currently subject to Hornsby LEP 2013 where no FSR control is currently applied. The proposed FSRs will be based on existing height controls applying to a site, and are not intended to reduce or increase permissible densities. It is noted that the intended effects of this Planning Proposal would not to apply to the R4 High Density Residential zone in the Hornsby LEP 2013.
  6. The Planning Proposal was reported to and endorsed by the Local Planning Panel on 16 April 2019. The Planning Proposal was subsequently endorsed by Council at the 13 May 2019 meeting for the purposes of requesting a Gateway Determination by the Department of Planning, Industry, and Environment (DPIE). The 13 May 2019 Council Report and Minutes can be found at Item 15.2:  
[https://businesspapers.parracity.nsw.gov.au/Open/2019/OC\\_13052019\\_AGN\\_496\\_AT.PDF](https://businesspapers.parracity.nsw.gov.au/Open/2019/OC_13052019_AGN_496_AT.PDF)  
[https://businesspapers.parracity.nsw.gov.au/Open/2019/OC\\_13052019\\_MIN\\_496.PDF](https://businesspapers.parracity.nsw.gov.au/Open/2019/OC_13052019_MIN_496.PDF)
  7. The DPIE issued a Gateway Determination on 10 March 2020, enabling the Planning Proposal to be placed on public exhibition, subject to conditions which are detailed in the section below.

## PLANNING PROPOSAL

8. The Planning Proposal (refer to **Attachment 2**) applies to R4 High Density Residential and B2 Local Centre zoned land in *PLEP 2011*, and B2 Local Centre zoned land in *HLEP 2013*, within the Epping Town Centre. The area to which this Planning Proposal is to apply is identified in **Figure 1** below.

Local Planning Panel 15 December 2020

Item 6.2



**Figure 1 – Land subject to the Planning Proposal**

9. In accordance with the Gateway Determination issued by the DPIE, the Planning Proposal was amended in response to certain conditions prior to public exhibition to enable:
  - a) A sunset clause which will automatically remove the Clause 4.6 exemption for FSR:
    - i. After 3 years to enable the effectiveness of the provision to be further assessed having regard to planned infrastructure improvements and other mitigation measures that have been identified for the Epping Town Centre (Condition 1 (b)(i)); or
    - ii. If Clause 4.6 under the Standard Instrument – Principal Local Environmental Plan is amended (Condition 1 (b)(ii)); and
  - b) A savings provision which will prevent the proposed Clause 4.6 exemption applying to development applications lodged, but not determined, prior to a draft LEP being made (Condition 1 (c)).
10. Furthermore, DPIE did not give Council plan-making authority in relation to this Planning Proposal as it intends to alter clauses under the Standard Instrument LEP.

## **PUBLIC EXHIBITION**

11. The Planning Proposal was publicly exhibited from 19 August 2020 to 25 September 2020. The subject Planning Proposal - Epping Town Centre Clause 4.6 was exhibited with the Gateway Determination and the Council minutes and report of 13 May 2019.

Local Planning Panel 15 December 2020

Item 6.2

12. The Planning Proposal was jointly exhibited with two other planning proposals within Epping (Rosebank Avenue and East Epping) and draft amendments to the Hornsby Development Control Plan (DCP) 2013. The outcomes of the submissions of these planning proposals and draft DCP amendments will be reported to the Local Planning Panel in 2021.
13. The public exhibition included:
  - a) Notification letters to landowners and occupiers located within the Epping Town Centre applicable to the site area of this proposal;
  - b) Notification letters to Transport for NSW as required by the Gateway determination;
  - c) Exhibition materials placed on Council's website; and
  - d) Exhibition material provided in hard copy format at Epping Branch Library.
14. The public exhibition activities described above responded to the following considerations:
  - a) The *COVID-19 Legislation Amendment (Emergency Measures) Act 2020* enacted on 14 May 2020 removed the requirements to advertise public exhibitions of DCPs and Planning Agreements in a local newspaper.
  - b) Community members could request alternative access to the exhibition material if required. However, Council officers did not receive any calls from the public requesting to access hard copy material.
15. A total of fourteen (14) submissions were received during the public exhibition period. These include submissions from Transport for NSW, Heritage NSW, Hornsby Shire Council and eleven (11) from local residents, businesses or developers.
16. It is noted that Transport for NSW, Heritage NSW and Hornsby Shire Council raised no objections to the Planning Proposal.
17. A summary of all submissions and Council officer responses is provided at **Attachment 1**. The key issues raised in submissions and the Council Officer response are detailed further in the following section of this report.

#### KEY ISSUES RAISED IN SUBMISSIONS

18. The following key issues were raised by submissions during public exhibition and a response is provided below:
  - a. Misinterpreting intent of the Planning Proposal;
  - b. Unfairly applies to future development and not past developments;
  - c. Will adversely impact on the provision of commercial floorspace;
  - d. Will undermine the objectives of the EP&A Act 1979;
  - e. Clause 4.6 variations are required to provide flexibility for development proposals and will reduce the viability of these developments; and
  - f. The Planning Proposal is an inefficient method for addressing traffic generation.

Local Planning Panel 15 December 2020

Item 6.2

A more detailed summary and response to each of the concerns outlined above is included in the table at **Attachment 1**.

*Misinterpreting intent of the Planning Proposal*

19. During the exhibition period, a number of submissions were received that raised issues that misinterpreted the intent of the Planning Proposal. Issues raised included objecting to increases in building height, the potential for the Planning Proposal to further exacerbate traffic issues and pressure on infrastructure, such as schools.
20. Council Officers note that it is the intent of the Planning Proposal to respond to traffic congestion issues that were identified as part of the Epping Planning Review. The proposal does not 'switch off Clause 4.6' relating to maximum height through Clause 4.6. This mechanism will limit the opportunity for applications to seek additional density over and above the level already permitted under the relevant LEP. It will act to limit or cap requests for further density that might exacerbate issues Epping is experiencing related to increasing density of development.

*Unfairly applies to future development and not past developments*

21. Two submissions raised the concern that the 'switching off' of Clause 4.6 variations for FSR did not apply to past development and therefore unfairly apply to future development.
22. While it is acknowledged that the proposed 'switching off' would, if finalised by DPIE, apply to future development in the Epping Town Centre, the intent of the Planning Proposal is to address traffic issues that have arisen since the NSW Government's rezoning in 2014, and the unprecedented rate of development in the Epping Town Centre since that time.
23. It is noted since 2015, development applications which have utilised Clause 4.6 have been in relation to building height, with FSR variations rarely exercising the provision. It is therefore not considered that the intended effect of the Planning Proposal would result in future development being subject to an unfair outcome; rather, the purpose of the Planning Proposal is to safeguard the anticipated growth in the Epping Town Centre within the currently allowable densities in the mapped planning controls.
24. In addition, the effectiveness of the proposed Clause 4.6 exemption will be reviewed after 3 years as per the sunset clause required in the Gateway Determination to assess the effectiveness of the clause.

*Will adversely impact on the provision of commercial floorspace*

25. Several submissions raised the potential adverse impact of the Planning Proposal on the provision of commercial floor space in new development in the Epping Town Centre.
26. It is considered that the intended effect of this Planning Proposal will not negatively impact on the current ability for commercial floor space to be delivered within the Epping Town Centre. The intention of this amendment is to limit the use of Clause 4.6 to prevent a level of floor space greater than that permitted by the FSR controls for the site for residential accommodation and

Local Planning Panel 15 December 2020

Item 6.2

tourist and visitor accommodation only. Therefore but it will not limit the opportunity for developments to utilise for additional floorspace for commercial floorspace purposes.

27. Furthermore the existing controls under both Hornsby LEP 2013 and Parramatta LEP 2011 allow for a suite of non-residential uses to be accommodated within developments in the B2 Local Centre zone. However, since the 2014 rezoning, new development within the B2 Local Centre zoning has resulted in the development of residential floorspace at the expense of existing commercial floorspace. There are no barriers to any appropriately zoned sites in Epping being completely developed for commercial purposes under the current controls.
28. It should be noted that In order to address the issue of loss of commercial floorspace in Epping Town Centre and to respond to an outcome of the Epping Planning Review, a planning proposal which mandates a proportion of floor space as commercial within a new development in the B2 Local Centre zone is currently being prepared by Council, and is considered in a separate report included in the same LPP business paper as this report.
29. Council Officers are also aware of a scenario related to the relationship between this Planning Proposal and the Commercial Floor Space Planning Proposal described above. Council Officers have had meetings with developers interested in developing sites in Epping who are broadly supportive of the Council proposal to mandate a minimum amount of commercial, with an associated additional floorspace.
30. If one of these developers was to lodge a development application that is consistent with Council's proposed policy for commercial floor space, providing the required amount, Clause 4.6 would still be available as a mechanism to approve this prior to the Commercial Floor Space Planning Proposal being finalised. The finalisation of the Commercial Floor Space Planning Proposal could take 6-12 months given the need to obtain a Gateway Determination, exhibit the Planning Proposal and have Council consider all the submissions received.
31. As this Planning Proposal applies only to residential accommodation and tourist and visitor accommodation, Clause 4.6 would be open to an applicant to make an argument that a development application consistent with the Council commercial floor space policy and incorporating the additional FSR could still be approved prior to finalisation of the Commercial Floor Space Planning Proposal. The argument would be that the development would be consistent with Council's commercial floor space policy, and Clause 4.6 would be a mechanism for the floor space variation to be considered.
32. In the light of the impact of COVID-19 Council has endorsed a number of measures and processes to seek to promote continuing development activity and delaying the approval of a development application that complies with Council's policy position would be inconsistent with this direction.

*Will undermine the objectives of the EP&A Act 1979*

33. A number of submissions objected to the Planning Proposal on the grounds that switching off the Clause 4.6 variation for FSR would have the potential to undermine the objectives of the *Environmental Planning and Assessment Act*

Local Planning Panel 15 December 2020

Item 6.2

1979 in relation to the objectives of promoting orderly economic use of land, and promoting good urban design and amenity for the built environment.

34. There is no evidence provided to suggest that the Planning Proposal will prevent development achieving these objectives. The objective can continue to be achieved via development consistent with the current development standards within the Hornsby and Parramatta LEPs.

*Clause 4.6 variations are required to provide flexibility, and will reduce the viability of future development*

35. A number of submissions raised concern that switching off the Clause 4.6 variation as it applies to FSR would reduce the flexibility to consider site specific constraints, and reduce the viability of future development.
36. It is noted that the approach of using Clause 4.6 variations to increase height controls is commonly used for applications for mixed use development applications since 2015 in the Epping Town Centre; however, variations to the FSR control through Clause 4.6 have rarely been exercised in this time. In cases where Clause 4.6 variation has been used to increase building height, it has been justified on grounds of improving urban design outcomes, and better responding to specific site constraints. Based on development activity in the Epping Town Centre, and the use of Clause 4.6 variations in these approvals, there is no evidence to suggest that switching off Clause 4.6 variations for FSR will impact on the future development of undeveloped sites.
37. The proposed restriction does not fetter the existing FSR controls currently available under Parramatta LEP 2011 or Hornsby LEP 2013. Hence, it has no impact on the housing supply in the Epping precinct or the housing target for the City of Parramatta Local Government Area as outlined in the Greater Sydney Commission's *Central City District Plan*. Instead, it means additional floor space beyond the controls cannot be sought.
38. Furthermore, this Planning Proposal applies only to restricting an increase in density sought under Clause 4.6 residential accommodation and tourist and visitor accommodation. Therefore there are a range of other non-residential uses that may still avail of the Clause 4.6 FSR variation to development standard.
39. This proposed change has no effect on Section 4.55 (formerly Section 96) Modification Applications under the *Environmental Planning and Assessment Act 1979* (Note: a Section 4.55 modification application allows minor modifications to be made to a consent when the development is demonstrated substantially the same development). Accordingly, modifications to FSR controls can still be made for a development application that seeks additional FSR above the control via a Section 4.55 modification application. Any such modification application would be considered on its merits, having regard to traffic and other issues and therefore any Section 4.55 modification seeking a significant increase in FSR about that permitted in the controls would be unlikely to be supported.

*The Planning Proposal is an inefficient method for addressing traffic generation*

40. The Planning Proposal was informed by the Epping Town Centre Traffic Study, which concluded that traffic will continue to deteriorate, even with potential local

Local Planning Panel 15 December 2020

Item 6.2

and State road improvements recently in place and further works proposed (for example the widening of Epping Road Bridge).

41. This Planning Proposal compliments a series of other actions Council is progressing to assist with addressing traffic issues in the Epping Town Centre including (but not limited to):
  - a) Reduction in car parking rates in the Parramatta DCP 2011 and Hornsby DCP 2013 (noting this was completed in 2019);
  - b) Identifying, costing and funding local road improvements that Council can deliver (noting that Council has included local improvements in its Draft Contributions Plan which was considered by Council on 30 November 2020);
  - c) Identifying State traffic and transport infrastructure improvements for Council to advocate for the NSW Government to deliver (noting that Council continues to advocate for identified improvements, e.g. 244 Beecroft Road state significant development application, following up on Epping Road Bridge widening project); and
  - d) Council's current position that it will not support any Planning Proposal which seeks to deliver additional residential density (other than that allowable under existing controls), unless it seeks to address issues of the loss of commercial floorspace and heritage interface issues.
42. Therefore it is acknowledged that the proposed changes will not in of themselves address traffic and infrastructure provision issues within the town centre, but will work to help effect cumulative change and complement other strategic initiatives.
43. The 'switching off' of Clause 4.6 is considered a suitable means of achieving the intended outcome, which is to prevent variations to achieve additional residential and tourist and visitor accommodation floor space within the Epping town centre, which in turn would lead to an increase in traffic generation.
44. Council Officers do not consider that any changes are required to the Planning Proposal as a result of the submissions received.

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

45. Any work to progress the finalisation of the Planning Proposal would be prepared by Council Officers and therefore within the existing City Planning budget. The level of developer contributions paid could increase marginally if more development was permitted to be approved via Clause 4.6 variations but the costs / negative impacts associated with the additional development are likely to outweigh benefits the community would gain by expending these additional funds on local infrastructure, and so Council Officers consider that this impact is appropriate and consistent with Council's strategic direction for the Epping Town Centre.

#### **NEXT STEPS**

46. Following Local Planning Panel consideration of the recommendations of this report, the outcomes of the exhibition period for this Planning Proposal will be reported to Council at an upcoming Council meeting along with the Panel's advice.

Local Planning Panel 15 December 2020

Item 6.2

47. Council does not have plan-making delegation for the subject Planning Proposal so Council will forward the Proposal to the Department of Planning Industry and Environment for the plan to be finalised so it comes into force.

### **CONCLUSION**

48. Council Officers recommend that the Local Planning Panel support the Council officer recommendation that the Planning Proposal (as exhibited) be referred to the Department of Planning, Industry and Environment for finalisation.

Joshua Coy  
**Project Officer Land Use**

Bianca Lewis  
**Team Leader Land Use Planning**

Robert Cologna  
**A/Group Manager City Planning**

David Birds  
**A/Executive Director Planning & Design**

### **ATTACHMENTS:**

- 1  Submissions Table 13 Pages  
2  Planning Proposal 73 Pages

### **REFERENCE MATERIAL**

## Item 6.2 - Attachment 1

## Submissions Table

Attachment 1 – Submission Table

#	Submission Summary	Council Officer Response
<b>Community</b>		
1.	<p>The submission objects to the Planning Proposal on the following grounds:</p> <ul style="list-style-type: none"> <li>- The Planning Proposal would increase congestion of Pennant Hill Road, Carlingford Road, Beecroft Road, Ray Road and the whole area;</li> <li>- The Planning Proposal would destroy the existing peaceful environment and outlook; and</li> <li>- The Planning Proposal would increase the workload for those schools near the Epping/Beecroft/Carlingford area.</li> </ul>	<p>The submission implies that the Planning Proposal would result in an increase in traffic. However the intent of the Planning Proposal is to respond to the traffic congestion issues that were identified as part of the Epping Planning Review. The Planning Proposal intends to disable the use of Clause 4.6 variations to obtain additional floor space ratio (that is additional density) for residential accommodation, tourist and visitor accommodation, or mixed use development within the Epping Town Centre, thereby reducing associated traffic generated from this additional density.</p> <p>The proposed amendment, which limits additional residential floor space, does not affect the existing planning controls allowing development in accordance with the current controls. The current planning controls in place assess each development proposal on its merits, including minimising the impact of residential development on the environment.</p> <p>In relation to impact on schools, the proposed amendment seeks to reduce the potential for additional floorspace, therefore additional residential apartments. Potentially this may ease flow on impacts onto local schools, however this impact cannot be adequately assessed by Council Officers and the NSW Department of Education is the appropriate authority.</p>
2.	<p>The submission objects to the Planning Proposal on the following grounds:</p> <ul style="list-style-type: none"> <li>- There should be no increase to maximum height of buildings in the area; and</li> <li>- There should be no opportunity to add additional floor space, which usually has a negative impact (e.g. increased traffic).</li> </ul>	<p>The Planning Proposal will not apply to variations to the maximum height of buildings, as height does not increase the density of a given development. The Planning Proposal seeks to reduce the potential for additional density in order to manage an increase in traffic movements.</p>

1

## Item 6.2 - Attachment 1

## Submissions Table

#	Submission Summary	Council Officer Response
<b>Community</b>		
3.	The submission objects to the Planning Proposal on the grounds that other developments in the area have successfully sought variations to FSR in previous applications, and existing residents have already been adversely affected by massive nearby developments.	<p>Council officers acknowledge that the proposed 'switching off' of the Clause 4.6 variation to the FSR standard would apply to future development in the Epping Town Centre (if endorsed by Council and ultimately finalised by the Department of Planning, Industry and Environment).</p> <p>The Epping Planning Review acknowledged that traffic congestion issues have arisen since the NSW Government's rezoning in 2014 and unprecedented rate of development within the Epping Town Centre. The Planning Proposal was informed by the Epping Town Centre Traffic Study undertaken in 2017, which concluded that traffic will continue to deteriorate, even with potential local and State road improvements in place. This Planning Proposal compliments a series of other actions that Council is progressing to assist with addressing traffic issues in the Epping town centre, including implementing a range of local and State road improvement works and other planning controls, including amendments to car parking rates in the DCP.</p>
4	The "switching off" of clause 4.6 to Development Standards as proposed by the draft LEP is contrary to the goal of restoring commercial space and residential amenity in the Epping CBD. The effect of "switching off" clause 4.6 for three years or longer combined with mandating a certain proportion of commercial space will be to discourage any new development in Epping. If the existing provisions were applied to allow commercial uses outside the FSR, developers would not face a reduction of the potential residential component of their site and would allow for the development of a master plan that could be significantly funded by the developers.	<p>Clause 4.6 of standard NSW LEPs allows for minor variation to development standards, such as height and FSR. This Planning Proposal does not impact on developments ability to be compliant with the maximum FSR and other applicable development standards within the Parramatta and Hornsby LEPs.</p> <p>It is considered that the intended effect of this Planning Proposal will not negatively impact on the current ability for commercial floor space to be delivered on B2 Local Centre sites in the Epping Town Centre. This Planning Proposal applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation.</p> <p>An outcome of the Epping Planning Review is to prepare a planning proposal which mandates a proportion of floor space as commercial within a new development in the B2 Local Centre zone. This planning</p>

2

## Item 6.2 - Attachment 1

## Submissions Table

#	Submission Summary	Council Officer Response
<b>Community</b>		
		<p>proposal has been prepared and was presented to the Local Planning Panel on 29 September 2020.</p> <p>If the Commercial Floor Space Planning Proposal was to be progressed and a developer was to lodge a development application that is consistent with Council's proposed policy for commercial floor space, it is noted that Clause 4.6 would still be available as a mechanism for applicants to make an argument for an increase in commercial floorspace (prior to the Commercial Floor Space Planning Proposal being finalised). This is due to the fact that this Planning Proposal ('switching off' Clause 4.6) applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation. The argument would be that the development would be consistent with Council's commercial floor space policy, and Clause 4.6 would be a mechanism for the floor space variation to be considered.</p>
5.	<p>By allowing clause 4.6 to apply variations to standards on all development applications, and now proposing to remove clause 4.6 for FSR for remaining residential land owners is unfair to those residents who suffered from overshadowing from built towers, and upcoming built towers, as they will miss out in inviting a developer to purchase their land and make a better built structure.</p> <p>Preventing breaches of mapped height controls should be considered in all the upcoming proposed towers before considering switching off clause 4.6 for FSR.</p> <p>The commercial and residential potential of 48A Oxford St will be impacted if additional floor space cannot be added, especially if the proposal extends after the 3 year period. We seek an exemption to allow 48A Oxford St to seek additional</p>	<p>Council officers acknowledge that the proposed 'switching off' of the Clause 4.6 variation to the FSR standard would apply to future development in the Epping Town Centre (if endorsed by Council and ultimately finalised by the Department of Planning, Industry and Environment).</p> <p>Clause 4.6 of standard NSW LEPs allows for minor variation to development standards, such as height and FSR. The mapped maximum FSR is not impacted by this Planning Proposal and developments are able to be compliant with both the maximum FSR and height of building controls, as with other applicable development standards within the Parramatta and Hornsby LEPs. Furthermore it will not impact on any State Environmental Planning Policy (SEPP) that may give sites the ability to seek additional FSR, such as the Affordable Rental Housing or Seniors Living SEPPs.</p>

3

## Item 6.2 - Attachment 1

## Submissions Table

#	Submission Summary	Council Officer Response
Community		
	<p>floor space in future so that any future residents in the future building developed on the site won't be as severely impacted by overshadowing from the neighbouring towers.</p> <p>The potential use of a Clause 4.6 variation to FSR will incentivise a buyer to purchase the land for future development.</p>	

## Item 6.2 - Attachment 1

## Submissions Table

#	Submission Summary	Council Officer Response
<b>Business and Landowners</b>		
<b>Epping Club</b>	<p>The submission objects to the Planning Proposal on the following grounds:</p> <ul style="list-style-type: none"> <li>- It has the potential to undermine the objectives of the EP&amp;A Act in relation to the objectives of promoting orderly economic use of land, and promoting good design and amenity for the built environment;</li> <li>- Clause 4.6 variations provide an appropriate degree of flexibility to ensure that a development application is considered on its merits and the unique circumstance of a particular site can be addressed;</li> <li>- The proposal is not in line with the Epping Commercial Floor space study. Three storey podiums are required on remaining developable sites. Additional floorspace is required for Epping to become a vibrant commercial centre. This control should be mandated and therefore be in the LEP not the DCP. The traffic implications should be supported by a study.</li> </ul> <p>Other issues were raised relating to the provision of commercial floor space in the Epping Town Centre, including:</p> <ul style="list-style-type: none"> <li>- In relation to state government owned sites (such as 240-244 Beecroft Road), that the amount of commercial floorspace which would be delivered on the site would be tokenistic. Therefore, each State government site should be individually assessed for appropriate level and type of commercial floor space ;</li> </ul>	<p>There is no evidence to suggest that the Proposal will prevent development achieving orderly economic use of land or good design outcomes. The mapped maximum FSR is not impacted by this Planning Proposal and developments are able to be compliant with both the maximum FSR and height of building controls, as with other applicable development standards within the Parramatta and Hornsby LEPs. Further, it is noted that the approach of using Clause 4.6 to increase height controls is commonly shared amongst developers in Epping town centre. However the variations to the FSR control through Clause 4.6 have rarely been exercised in the Epping Town Centre.</p> <p>It is considered that the intended effect of this Planning Proposal will not negatively impact on the current ability for commercial floor space to be delivered on B2 Local Centre sites in the Epping Town Centre. This Planning Proposal applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation</p> <p>An outcome of the Epping Planning Review is to prepare a planning proposal which mandates a proportion of floor space as commercial within a new development in the B2 Local Centre zone. This planning proposal has been prepared and was presented to the Local Planning Panel on 29 September 2020.</p> <p>If the Commercial Floor Space Planning Proposal was to be progressed and a developer was to lodge a development application that is consistent with Council's proposed policy for commercial floor space, it is noted that Clause 4.6 would still be available as a mechanism for applicants to make an argument for an increase in commercial floorspace (prior to the Commercial Floor Space Planning Proposal being finalised). This is due to the fact that this Planning Proposal ('switching off' Clause 4.6) applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor</p>

5

## Item 6.2 - Attachment 1

## Submissions Table

#	Submission Summary	Council Officer Response
<b>Business and Landowners</b>		
	<ul style="list-style-type: none"> <li>- Large floorplate commercial developments are an important part of making a town centre vibrant, and there is limited opportunity for these type of developments in the town centre;</li> <li>- As noted in the Epping Planning Review discussion paper, residents will need daily access to food and retail, and a supermarket on both sides of the rail line are needed;</li> <li>- Council is currently considering two planning proposals which are seeking to increase FSR on the western side of the town centre. As the applicants are seeking additional density above what is permitted under the current mapped controls, issues such as traffic and urban design need to be considered; and</li> <li>- Phase 2 consultation of the Epping Planning Review concluded that a civic focal point such as a library is needed. It will not be possible to achieve this while also restricting commercial floor space.</li> </ul>	accommodation. The argument would be that the development would be consistent with Council's commercial floor space policy, and Clause 4.6 would be a mechanism for the floor space variation to be considered.
<b>Western Sydney Business Chamber</b>	<p>The submission objects to the Planning Proposal on the following grounds:</p> <ul style="list-style-type: none"> <li>- The proposal has the potential to undermine the objectives of the Environmental Planning and Assessment Act 1979 particularly in relation to objective (b) promoting the orderly and economic use of land and (g) promoting good design and amenity for the built environment.</li> </ul>	The intended effect of the Planning Proposal is not to prevent the orderly economic use of land or the promotion of good design and amenity for the built environment. There is no evidence to suggest that the Proposal will prevent development achieving these objectives via the current development standards within the Hornsby and Parramatta LEPs. The mapped maximum FSR is not impacted by this Planning Proposal and developments are able to be compliant with both the maximum FSR and height of building controls, as with other applicable development standards within the Parramatta and Hornsby LEPs.

6

## Item 6.2 - Attachment 1

## Submissions Table

#	Submission Summary	Council Officer Response
<b>Business and Landowners</b>		
		Further, it is noted that the approach of using Clause 4.6 to increase height controls is commonly shared amongst developers in Epping town centre. However the variations to the FSR control through Clause 4.6 have rarely been exercised in Epping. In some instances, height variations can result in better urban design outcomes, including creating slender towers, therefore increase tower separation and on ground amenity.
<b>Oakstand</b>	<p>The submission objects to the Planning Proposal on the following grounds:</p> <ul style="list-style-type: none"> <li>- It has the potential to undermine the objectives of the EP&amp;A Act in relation to promoting orderly economic use of land and promoting good design and amenity for the built environment.</li> <li>- The planning proposal is out of context with the recommendations on the Epping Planning Review.</li> </ul> <p>Other issues were raised relating to the provision of commercial floor space in the Epping Town Centre, including:</p> <ul style="list-style-type: none"> <li>- The proposal is not in line with the Epping Commercial Floorspace study. Three storey podiums are required on remaining developable sites. Additional floorspace is required for Epping to become a vibrant commercial centre. This control should be mandated and therefore be in the LEP not the DCP. The traffic implications should be supported by a study.</li> </ul>	<p>The intended effect of the Planning Proposal is not to prevent the orderly economic use of land or the promotion of good design and amenity for the built environment. There is no evidence to suggest that the Proposal will prevent development achieving these objectives via the current development standards within the Hornsby and Parramatta LEPs. The mapped maximum FSR is not impacted by this Planning Proposal and developments are able to be compliant with both the maximum FSR and height of building controls, as with other applicable development standards within the Parramatta and Hornsby LEPs.</p> <p>Further, it is noted that the approach of using Clause 4.6 to increase height controls is commonly shared amongst developers in Epping town centre. However the variations to the FSR control through Clause 4.6 have rarely been exercised in Epping.</p> <p>It is considered that the intended effect of this Planning Proposal will not negatively impact on the current ability for commercial floor space to be delivered on B2 Local Centre sites in the Epping Town Centre. This Planning Proposal applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation.</p> <p>An outcome of the Epping Planning Review is to prepare a planning proposal which mandates a proportion of floor space as commercial within a new development in the B2 Local Centre zone. This planning</p>

7

## Item 6.2 - Attachment 1

## Submissions Table

#	Submission Summary	Council Officer Response
<b>Business and Landowners</b>		
	<ul style="list-style-type: none"> <li>- In relation to state government owned sites (such as 240-244 Beecroft Road), that the amount of commercial floorspace which would be delivered on the site would be tokenistic. Therefore, each State government site should be individually assessed for appropriate level and type of commercial floor space ;</li> <li>- Large floorplate commercial developments are an important part of making a town centre vibrant, and there is limited opportunity for these type of developments in the town centre;</li> <li>- As noted in the Epping Planning Review discussion paper, residents will need daily access to food and retail, and a supermarket on both sides of the rail line are needed;</li> <li>- Council is currently considering two planning proposals which are seeking to increase FSR on the western side of the town centre. As the applicants are seeking additional density above what is permitted under the current mapped controls, issues such as traffic and urban design need to be considered; and</li> <li>- Phase 2 consultation of the Epping Planning Review concluded that a civic focal point such as a library is needed. It will not be possible to achieve this while also restricting commercial floor space.</li> </ul>	<p>proposal has been prepared and was presented to the Local Planning Panel on 29 September 2020.</p> <p>If the Commercial Floor Space Planning Proposal was to be progressed and a developer was to lodge a development application that is consistent with Council's proposed policy for commercial floor space, it is noted that Clause 4.6 would still be available as a mechanism for applicants to make an argument for an increase in commercial floorspace (prior to the Commercial Floor Space Planning Proposal being finalised). This is due to the fact that this Planning Proposal ('switching off' Clause 4.6) applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation. The argument would be that the development would be consistent with Council's commercial floor space policy, and Clause 4.6 would be a mechanism for the floor space variation to be considered.</p>

## Item 6.2 - Attachment 1

## Submissions Table

#	Submission Summary	Council Officer Response
<b>Business and Landowners</b>		
<b>Mecone</b>	<p>The submission objects to the Planning Proposal on the following grounds:</p> <ul style="list-style-type: none"> <li>- The amendment has the potential to undermine the objectives of the Environmental Planning and Assessment Act 1979, particularly in relation to objective (b) promoting the orderly and economic use of land and (g) promoting good design and amenity for the built environment;</li> <li>- The amendment does not consider instances where minor exceedances to floor space ratio are warranted due to constrained sites, where minimal amenity impacts are created and offset by a public benefit or where a master planned approach is considered that seeks to redistribute the gross floor area across multiple lots to achieve a bespoke design outcome;</li> <li>- Council's study suggested traffic impacts from commercial uses may well be greater than that of residential uses;</li> <li>- Without sufficient commercial/retail floorspace the future function and amenity of the Town Centre is significantly impacted; and</li> <li>- The proposal relates only to Epping Town Centre and is not applied elsewhere in Parramatta LGA. The implications of the proposal are inherently inequitable and targets a small geographical that do not consider a wide range of external variables that contribute to increased traffic impacts.</li> </ul>	<p>It is not the intended effect of the Planning Proposal to prevent the orderly economic use of land or the promotion of good design and amenity for the built environment. There is no evidence to suggest that the Proposal will prevent development achieving these objectives, through the current development standards within the Hornsby and Parramatta LEPs.</p> <p>Further, it is noted that the approach of using Clause 4.6 to increase height controls is commonly shared amongst developers in Epping town centre. However the variations to the FSR control through Clause 4.6 have rarely been exercised in Epping. In these instances, height variations have been justified (in part) to achieve better urban design outcomes which respond to site specific constraints. These include creating slender towers, increasing tower separation and solar access, greater setbacks to heritage items and on ground public amenity outcomes.</p> <p>It is considered that the intended effect of this Planning Proposal will not negatively impact on the current ability for commercial floor space to be delivered on B2 Local Centre sites in the Epping Town Centre. This Planning Proposal applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation, not commercial uses.</p> <p>Furthermore, an outcome of the Epping Planning Review is to prepare a planning proposal which mandates a proportion of floor space as commercial within a new development in the B2 Local Centre zone. This planning proposal has been prepared and was presented to the Local Planning Panel on 29 September 2020.</p> <p>If the Commercial Floor Space Planning Proposal was to be progressed and a developer was to lodge a development application that is</p>

9

## Item 6.2 - Attachment 1

## Submissions Table

#	Submission Summary	Council Officer Response
<b>Business and Landowners</b>		
		<p>consistent with Council's proposed policy for commercial floor space, it is noted that Clause 4.6 would still be available as a mechanism for applicants to make an argument for an increase in commercial floorspace (prior to the Commercial Floor Space Planning Proposal being finalised). This is due to the fact that this Planning Proposal ('switching off' Clause 4.6) applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation. The argument would be that the development would be consistent with Council's commercial floor space policy, and Clause 4.6 would be a mechanism for the floor space variation to be considered.</p> <p>The Epping Planning Review acknowledged that traffic congestion issues have arisen since the NSW Government's rezoning in 2014 and unprecedented rate of development within the Epping Town Centre. The Planning Proposal was informed by the Epping Town Centre Traffic Study undertaken in 2017, which concluded that traffic will continue to deteriorate, even with potential local and State road improvements in place. This Planning Proposal compliments a series of other actions that Council is progressing to assist with addressing traffic issues in the Epping town centre, including implementing a range of local and State road improvement works and other planning controls, including amendments to car parking rates in the DCP.</p> <p>Furthermore there is precedent in Parramatta for limiting the application of Clause 4.6, refer to Subclause 4.6 (8) (ca) in the <i>Parramatta LEP 2011</i> restricts the operation of Clause 4.6: <i>A development standard that relates to the height of a building, or a floor space ratio, in Parramatta City Centre (as referred to in clause 7.1 (1)) by more than 5%.</i>"</p>
<b>Epping Chamber</b>	It has the potential to undermine the objectives of the EP& A Act in relation to promoting orderly economic	It is not the intended effect of the Planning Proposal to prevent the orderly economic use of land or the promotion of good design and

10

## Item 6.2 - Attachment 1

## Submissions Table

#	Submission Summary	Council Officer Response
<b>Business and Landowners</b>		
<b>of Commerce</b>	<p>use of land and promoting good design and amenity for the built environment.</p> <p>The planning proposal is out of context with the recommendations on the Epping Planning Review.</p> <p>In relation to commercial floor space:: The proposal is not in line with the Epping Commercial Floorspace study. Three storey podiums are required on remaining developable sites. Additional floorspace is required for Epping to become a vibrant commercial centre. This control should be mandated and therefore be in the LEP not the DCP. The traffic implications should be supported by a study.</p> <p>Other issues were raised relating to the provision of commercial floor space in the Epping Town Centre, including:</p> <ul style="list-style-type: none"> <li>- In relation to state government owned sites (such as 240-244 Beecroft Road), that the amount of commercial floorspace which would be delivered on the site would be tokenistic. Therefore, each State government site should be individually assessed for appropriate level and type of commercial floor space ;</li> <li>- Large floorplate commercial developments are an important part of making a town centre vibrant, and there is limited opportunity for these type of developments in the town centre;</li> <li>- As noted in the Epping Planning Review discussion paper, residents will need daily</li> </ul>	<p>amenity for the built environment. There is no evidence to suggest that the Proposal will prevent development achieving these objectives, through the current development standards within the Hornsby and Parramatta LEPs.</p> <p>The Epping Planning Review acknowledged that traffic congestion issues have arisen since the NSW Government's rezoning in 2014 and unprecedented rate of development within the Epping Town Centre. The Planning Proposal was informed by the Epping Town Centre Traffic Study undertaken in 2017, which concluded that traffic will continue to deteriorate, even with potential local and State road improvements in place. This Planning Proposal compliments a series of other actions that Council is progressing to assist with addressing traffic issues in the Epping town centre, including implementing a range of local and State road improvement works and certain planning controls.</p> <p>It is considered that the intended effect of this Planning Proposal will not negatively impact on the current ability for commercial floor space to be delivered on B2 Local Centre sites in the Epping Town Centre. This Planning Proposal applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation</p> <p>An outcome of the Epping Planning Review is to prepare a planning proposal which mandates a proportion of floor space as commercial within a new development in the B2 Local Centre zone. This planning proposal has been prepared and was presented to the Local Planning Panel on 29 September 2020.</p> <p>If the Commercial Floor Space Planning Proposal was to be progressed and a developer was to lodge a development application that is consistent with Council's proposed policy for commercial floor space, it is noted that Clause 4.6 would still be available as a mechanism for</p>

11

## Item 6.2 - Attachment 1

## Submissions Table

#	Submission Summary	Council Officer Response
<b>Business and Landowners</b>		
	<p>access to food and retail, and a supermarket on both sides of the rail line are needed;</p> <ul style="list-style-type: none"> <li>- Council is currently considering two planning proposals which are seeking to increase FSR on the western side of the town centre. As the applicants are seeking additional density above what is permitted under the current mapped controls, issues such as traffic and urban design need to be considered; and</li> <li>- Phase 2 consultation of the Epping Planning Review concluded that a civic focal point such as a library is needed. It will not be possible to achieve this while also restricting commercial floor space.</li> </ul>	<p>applicants to make an argument for an increase in commercial floorspace (prior to the Commercial Floor Space Planning Proposal being finalised). This is due to the fact that this Planning Proposal ('switching off' Clause 4.6) applies only to Clause 4.6 to increase in density for residential accommodation and tourist and visitor accommodation. The argument would be that the development would be consistent with Council's commercial floor space policy, and Clause 4.6 would be a mechanism for the floor space variation to be considered.</p>
<b>Planning Lab</b>	<p>The submission objects to the Planning Proposal on the following grounds:</p> <ul style="list-style-type: none"> <li>- The effect of the amendments as they relate to FSR is to reduce the opportunities for applicants to provide merit-based arguments in support of numerical non-compliances, reducing the flexibility that applicants have to respond positively to site context and the ability of Council to work with applicants to achieve good outcomes.</li> <li>- By prohibiting Clause 4.6 variations for FSR to manage traffic congestion in the Epping Town Centre, the implication is that excess GFA will cause an increase in traffic. Prohibiting variations to the FSR standard is an inefficient method for addressing traffic generation as this is already a relevant consideration for a consent authority.</li> </ul>	<p>The Planning Proposal was informed by the Epping Town Centre Traffic Study, which concluded that traffic will continue to deteriorate, even with potential local and State road improvements in place. This informed Council's Epping Town Centre Transport Delivery Plan that is a suite of local and State works, and some policies requested by Council to assist with addressing traffic issues in the Epping town centre.</p> <p>The 'switching off' of Clause 4.6 is considered as the most suitable means of achieving the intended outcome, which is to prevent variations to residential and tourist and visitor accommodation floor space within the Epping town centre. This Planning Proposal compliments a series of other actions Council is progressing to assist with addressing traffic issues in the Epping town centre. Therefore it is acknowledged that the proposed changes will not in of themselves address traffic and infrastructure provision issues within the town centre, but will work to effect cumulative change and complement other strategic initiatives.</p>

12

## Item 6.2 - Attachment 1

## Submissions Table

#	Submission Summary	Council Officer Response
<b>Business and Landowners</b>		
	<p>and prohibiting Clause 4.6 variations will cause unintended negative impacts where there is a valid justification for variation which will restrict both Council and applicants from exploring positive outcomes which may arise from a variation.</p> <ul style="list-style-type: none"> <li>- Prohibiting Clause 4.6 variations is redundant as the consent authority must already take into account infrastructure capacity in determining any Clause 4.6 Variation Request regarding FSR.</li> </ul>	<p>It should be noted there are other means for applicants to seek for additional FSR at development application and modification stages, such as Section 4.55 Modification Applications. However, it is not possible to switch off Section 4.55 Modification Applications seeking additional FSR in the <i>EP&amp;A Act 1979</i>, though any such modification applications would need to have regard to Clause 4.6 provisions.</p> <p>Further, it is noted that the approach of using Clause 4.6 to increase height controls is commonly shared amongst developers in Epping Town Centre. However the variations to the FSR control through Clause 4.6 have rarely been exercised in for developments within the Epping Town Centre. In these instances, height variations have been justified (in part) to achieve better urban design outcomes which respond to site specific constraints.</p> <p>In addition, the effectiveness of the proposed Clause 4.6 exemption will be reviewed after 3 years as per the sunset clause required in the Gateway Determination to assess the effectiveness of the clause.</p>



# PLANNING PROPOSAL

Amendment to Clause 4.6  
Epping Town Centre

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## TABLE OF CONTENTS

TABLE OF CONTENTS .....	1
INTRODUCTION .....	2
PART 1 – OBJECTIVES OR INTENDED OUTCOMES .....	4
PART 2 – EXPLANATION OF PROVISIONS .....	5
PART 3 – JUSTIFICATION .....	7
PART 4 – MAPPING .....	15
PART 5 – COMMUNITY CONSULTATION .....	20
PART 6 – PROJECT TIMELINE .....	21
Appendix 1 – Council Report 9 July 2018 (Item 14.5) .....	22
Appendix 2 – Council Minutes 9 July 2018 (Item 14.5) .....	23
Appendix 3 – Council Report 26 November 2018 (Item 11.1) .....	24
Appendix 4 – Council Minutes 26 November 2018 (Item 11.1) .....	25
Appendix 5 – Epping Transport and Traffic Improvements (Item 11.1) .....	26

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

### Planning Proposal drafts

Council versions:

No.	Author	Version
1.	City of Parramatta Council	16 April 2019 and 13 May 2020 - Report to Local Planning Panel and Council on the assessment of planning proposal
2.	City of Parramatta Council	August 2020 - Response to Gateway Conditions for the purpose of public exhibition; Council's Local Strategic Planning Statement ; and changes to public exhibition due to COVID-19 restrictions.

D06487724 (F2018/03031)

1

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## INTRODUCTION

This planning proposal explains the intended effect of, and justification for, proposed amendment to *Parramatta Local Environmental Plan and Hornsby Local Environmental Plan (LEP) 2013*. It has been prepared in accordance with Section 3.33 of the *Environmental Planning and Assessment Act (EP&A Act) 1979* and the Department of Planning and Environment guides, 'Guidance for merged councils on planning functions' (May 2016), 'A Guide to Preparing Local Environment Plans' (December 2018) and 'A Guide to Preparing Planning Proposals' (December 2018).

Please Note: This version (August 2020) of the Planning Proposal has been amended to include the following (refer to red text throughout):

- Inclusions as per Condition 1 (a) – (c) of the Gateway Determination issued 10 March 2020;
- Assessment against Council's Local Strategic Planning Statement (LSPS) effective from 31 March 2020; and
- Any changes to public exhibition requirements due to COVID-19 restrictions.

### Background and context

Clause 4.6 is a compulsory clause through the Standard Instrument (Local Environmental Plans) Order 2006 that enables exceptions to Development Standards, such as height and floor space ratio within a LEP. On 9 July 2018, the City of Parramatta Council considered a report as part of the Epping Planning Review and resolved to 'switch off' the ability for applicants to rely on Clause 4.6 (of the *Parramatta LEP 2011* or *Hornsby LEP 2013*) to achieve a higher floor space ratio than in the relevant LEP's FSR maps. It is considered that this would assist in reducing any additional traffic generated from the additional floor space. (Refer to **Appendix 1** and **Appendix 2** for the Council report and minutes).

The Planning Proposal is a progression of the Epping Town Centre Traffic Studies prepared as part of the Epping Planning Review undertaken by Council, which concluded that traffic would deteriorate over time. Further discussions about the Traffic Study after being exhibited are summarised in Council Report of 26 November 2018 (Refer to **Appendix 3** and **Appendix 4** for the Council report and associated meeting minutes). The Planning Proposal seeks to 'switch off' the application of Clause 4.6 Exceptions to Development Standards in *Parramatta LEP 2011* and *Hornsby LEP 2013* to floor space ratio in the subject area as shown in Figure 1.

On 13 May 2019, Council resolved to send the Planning Proposal to Department of Planning, Industry and Environment (DPIE) for Gateway Determination in line with the Local Planning Panel's advice on 16 April 2019. Gateway Determination was subsequently issued by the Department of Planning, Industry and Environment (DPIE) on 10 March 2020.

D06487724 (F2018/03031)

2

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

Figure 1 – Land at Epping town centre subject to the Planning Proposal



D06487724 (F2018/03031)

3

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## PART 1 – OBJECTIVES OR INTENDED OUTCOMES

The objective of this planning proposal is to 'switch off' the application of Clause 4.6 Exceptions to development standards of *Parramatta LEP 2011* and *Hornsby LEP 2013* to floor space ratio for certain development within the subject land in accordance with Council's Resolution of 9 July 2018 and 13 May 2019.

The intended outcome is to restrict any additional residential floor space and tourist and visitor accommodation achieved via an applicant's reliance on Clause 4.6 and any associated additional traffic generated from that residential floor space.

In order to achieve this outcome, Clause 4.6 in both *Parramatta LEP 2011* and *Hornsby LEP 2013* will need to be amended, as follows (applying to areas shown in Figure 1, pg. 3):

- In *Parramatta LEP 2011* - residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within Zone B2 Local Centre or residential accommodation in Zone R4 High Density Residential; and
- In *Hornsby LEP 2013* - residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within Zone B2 Local Centre.

D06487724 (F2018/03031)

4

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## PART 2 – EXPLANATION OF PROVISIONS

The objective of this planning proposal is to 'switch off' the application of Clause 4.6 'Exceptions to development standards' of both the *Parramatta LEP 2011* and *Hornsby LEP 2013* to remove the ability to vary the mapped maximum floor space ratios (FSR) provision for residential accommodation, tourist and visitor accommodation or mixed use developments applying to certain land within the Epping Town Centre (refer Figure 1, pg 3).

Clause 4.6 currently allows for a variation to certain development standards including the maximum FSR through the development application process, subject to detailed justification. The planning proposal seeks to prevent additional floor space, above the current maximum FSR controls, to mitigate and control traffic impacts in the locality of the Epping Town Centre. The planning proposal is supported by the Epping Town Centre Traffic Study 2018 and is part of a suite of strategies designed to manage traffic in the Epping Town Centre.

It is noted that the proposed change has no impacts on other policies or clauses that enable FSR bonuses or development modifications for additional floor space. It also does not affect Clause 4.6 variations to other development standards, such as the height control.

In accordance with the conditions of the Gateway Determination, this planning proposal also includes:

- A savings transition clause so to prevent unfair treatment of development applications already lodged and that only development applications lodged following the making of the LEP will be required to be consistent with the provisions; and
- A sunset clause which extinguishes the provisions of this planning proposal after 3 years or prior if Clause 4.6 of the Standard LEP Instrument is amended. This will enable transport improvements to be constructed and other mitigation mechanisms to be implemented. Following the 3 years of implementation, the need for the Clause 4.6 exemption could be reviewed and extended if justified and necessary.

In order to achieve the desired objectives the following amendments are proposed (subject to legal drafting):

1. With regards to *Parramatta LEP 2011*:

Insert a new subclause in Clause 4.6 (8) as follows:

*"a development standard that relates to the floor space ratio for residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within Zone B2 Local Centre or residential accommodation within Zone R4 High Density Residential, in the Epping Town Centre (as referred to FSR Map Sheet FSR\_016)*

*The provisions in this clause ceases to have effect 3 years after the commencement of this Plan.*

Insert a new subclause in Clause 1.8A as follows:

D06487724 (F2018/03031)

5

## Item 6.2 - Attachment 2

## Planning Proposal

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

*"If a development application has been made before the commencement of Parramatta Local Environmental Plan Amendment (Clause 4.6 to Floor Space Ratio Controls – Epping Town Centre) 2020 in relation to a matter to which that Plan applies and the application has not been finally determined before that commencement, the application must be determined as if that Plan had not commenced."*

This will be accompanied by an amendment to the FSR Map (Sheet FSR\_016) which shows an edged line around the land zoned B2 Local Centre and R4 High Density Residential as shown in Figure 5 in Part 4 of this Planning Proposal.

2. With regards to *Hornsby LEP 2013*, insert a new subclause in Clause 4.6 (8) as follows:

*"(d) a development standard that relates to the floor space ratio for residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within Zone B2 Local Centre in the Epping Town Centre (as referred to FSR Map Sheet FSR\_011)"*

*The provisions in this clause ceases to have effect 3 years after the commencement of this Plan.*

Insert a new subclause in Clause 1.8A as follows:

*"If a development application has been made before the commencement of Hornsby Local Environmental Plan Amendment (Clause 4.6 to Floor Space Ratio Controls – Epping Town Centre) 2020 in relation to a matter to which that Plan applies and the application has not been finally determined before that commencement, the application must be determined as if that Plan had not commenced."*

This will be accompanied by an amendment to the FSR Map (Sheet FSR\_011) which shows an edged line around the land zoned B2 Local Centre as shown in Figure 6 in Part 4 of this Planning Proposal.

#### Notes

The Harmonisation Planning Proposal seeks to consolidate into one Planning Instrument a set of controls that will replace the controls in the five different Local Environmental Plans that currently apply in different parts of the City of Parramatta. This work will create a single LEP and DCP that will apply to the whole LGA. The Harmonisation Planning Proposal was considered by Council at its meeting of 11 November 2019. Council resolved to endorse the Planning Proposal for submission to the DPIE. DPIE subsequently issued a Gateway Determination for the Harmonisation Planning Proposal on 16 April 2020 and, as a next step, will be placed on public exhibition. Therefore the proposed planning controls in this Planning Proposal have been drafted to be consistent with the proposal controls in the harmonisation process so to ensure translation of controls are straight forward.

Proposed amendments are not proposed to apply to R4 High Density Residential zones under *Hornsby LEP 2013* because *Hornsby LEP 2013* does not contain FSR as a development standard for its R4 zone. Instead, the floor space parameter is determined by building envelope controls in *Hornsby DCP 2013*. FSR controls will be introduced in the R4 zone in this area as part of the Harmonisation Planning Proposal.

D06487724 (F2018/03031)

6

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## 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 was informed by the Epping Town Centre Traffic Study, which concluded that traffic will continue to deteriorate, even with potential local and State road improvements in place. This informed Council's Epping Town Centre Transport Delivery Plan that is a suite of local and State works, and some policies requested by Council to assist with addressing traffic issues in the Epping town centre.

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

Yes. This Planning Proposal is considered as the most suitable means of achieving the intended outcome, which is to prevent variations to residential and tourist and visitor accommodation floor space within the Epping town centre. This Planning Proposal complements a series of other actions Council is progressing to assist with addressing traffic issues in the Epping town centre.

There are other means for applicants to seek for additional FSR at development application and modification stages, such as Section 4.55 Modification Applications. However, it is not possible to switch off Section 4.55 Modification Applications seeking additional FSR in the *EP&A Act 1979*, though any such modification applications would need to have regard to Clause 4.6 provisions. Other means of giving effect to policy can also be demonstrated through alternative approaches such as introducing dwellings per hectare controls. However, this approach is not effective as there are multiple landowner and it can lead to inequitable outcomes.

### 3.2 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.

#### 3.2.1 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 Plan 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

D06487724 (F2018/03031)

7

## Item 6.2 - Attachment 2

## Planning Proposal

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

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 Plan's relevant Infrastructure and Collaboration objectives is provided in Table 1, below.

**Table 1 – Consistency of planning proposal with relevant GSRP Actions – Infrastructure and Collaboration**

Infrastructure and Collaboration Direction	Relevant Objective	Comment
A city supported by infrastructure	O2: Infrastructure aligns with forecast growth – growth infrastructure compact	See response against Action 3 in Table 5.
	O3: Infrastructure adapts to meet future need	See response against Action 3 in Table 5.

#### Liveability

An assessment of the planning proposal's consistency with the Plan's relevant Liveability objectives is provided in Table 2, below.

**Table 2 – Consistency of planning proposal with relevant GSRP Actions – Liveability**

Liveability Direction	Relevant Objective	Comment
Housing the city	O10: Greater housing supply	See response against Action 16 and Action 17 in Table 6.

#### Productivity

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

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

Productivity Direction	Relevant Objective	Comment
A well connected city	O14: The plan integrates land use and transport creates walkable and 30 minute cities	<p>The proposed changes will not in of themselves address traffic and infrastructure provision issues within the town centre, but will work to effect cumulative change and complement other strategic initiatives.</p> <p>The intention of the Planning Proposal is to assist with addressing traffic and infrastructure issues in the Epping precinct and better facilitate an environment for the use of walking, cycling and integrated public transport solutions.</p>

#### Implementation

An assessment of the planning proposal's consistency with the GSRP's relevant Implementation objectives is provided in Table 4, below.

D06487724 (F2018/03031)

8

## Item 6.2 - Attachment 2

## Planning Proposal

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

Table 4 – Consistency of planning proposal with relevant GSRP Actions – Implementation

Implementation Direction	Relevant Objective	Comment
Implementation	O39: A collaborative approach to city planning	The Planning Proposal is prepared with the consideration of all levels of planning policies. The key strategic planning policy documents that have been assessed include <i>Greater Sydney Region Plan</i> , <i>A Metropolis of Three Cities</i> , <i>Central City District Plan</i> , and <i>Parramatta 2038 Community Strategic Plan</i> .

## 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 *Greater Sydney Region Plan*, 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 5, below.

Table 5 – 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>O2: Infrastructure aligns with forecast growth – growth infrastructure compact</p> <p>O3: Infrastructure adapts to meet future need</p>	<p>PP C1: Planning for a city supported by infrastructure</p> <ul style="list-style-type: none"> <li>A3: Align forecast growth with infrastructure</li> </ul>	<p>Since the traffic generation from the faster-than-planned growth in the Epping town centre is having a detrimental impact on the town centre, and the State and local infrastructure is not yet fully aligned with the growth (Action A3 in CCDP), this Planning Proposal seeks to assist with addressing the traffic impact associated with additional residential and tourist and visitor accommodation floor space that might be generated from Clause 4.6.</p> <p>This Planning Proposal is one of a series of Council's actions in limiting the residential floor space in the Epping town centre that is already significantly constrained by traffic and transport infrastructure, ensuring the infrastructure provider (Council and the State Government) can deliver infrastructure</p>

D06487724 (F2018/03031)

9

## Item 6.2 - Attachment 2

## Planning Proposal

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

		<p>to meet the future needs of the town centre.</p> <p>The amendment to Clause 4.6 of PLEP 2011 and HELP 2013 includes a sunset clause which will automatically remove the Clause 4.6 exemption for FSR after 3 years, or if Clause 4.6 Standard Instrument – Principal LEP is amended. It also includes a savings provision for development applications lodged, but not determined prior to a draft LEP being made. This is to enable the effectiveness of the provision to be further assessed having regard to planned infrastructure improvements and other mitigation measures that have been identified for the Epping Town Centre.</p>
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**Liveability**

An assessment of the planning proposal's consistency with the *Central City District Plan's* relevant Liveability Priorities and Actions is provided in Table 6, below.

Table 6 – Consistency of planning proposal with relevant CCDDP Actions – Liveability

Liveability Direction	Planning Priority/Action	Comment
<b>Housing the city</b> <b>O10:</b> Greater housing supply <b>O11:</b> Housing is more diverse and affordable	<b>PP C5: Providing housing supply, choice and affordability, with access to jobs, services and public transport</b> <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>In Feb 2018, some 5,663 dwellings had been approved (or were in various stages of assessment) within the town centre, well above the State Government's revised forecast of 5,500 dwellings by 2036.</p> <p>The proposed amendment, which limits additional residential floor space, does not affect the existing FSR control allowing applicant to develop in accordance with the current controls.</p> <p>This Planning Proposal will not jeopardise achieving the housing supply nor the housing target as set out for the Parramatta LGA.</p>

### 3.2.2 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 is considered to meet the strategies and key objectives identified in the plan including:

Epping Town Centre is considered as one of the major precincts in the Community Strategic Plan and is undergoing tremendous changes. The planning proposal is considered to meet the strategies and key objectives identified in the plan as follows:

D06487724 (F2018/03031)

10

## Item 6.2 - Attachment 2

## Planning Proposal

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

*Plans for Precinct Development - Epping Town Centre*

*With significant new and redevelopment putting pressure on existing infrastructure, the Epping Planning Review seeks to introduce planning controls that better manage future growth. Stage 2 of the Epping Planning Review aims to address principles relating to heritage, commercial floor space, public domain, traffic and planning processes.*

**Parramatta Local Strategic Planning Statement (LSPS)**

The LSPS sets out the long-term vision for land use planning in the City of Parramatta's local government area (LGA) and responds to broader priorities identified in the District Plans and integrates with a Council's Community Strategic Plan. The LSPS came into effect on 31 March 2020 and any new Planning Proposal must justify any inconsistency with this framework.

This Planning Proposal is consistent with Planning Priority 11 of the LSPS, "Build the capacity of the Parramatta CBD, Strategic Centres, Local Centres and Employment Lands to be strong, competitive and productive" and associated action A69, "Advocate for the recommendations of the Epping Town Centre Review (when completed) and implement the adopted recommendations." The Planning Proposal is a progression of the Epping Planning Review undertaken by Council in 2017 and 2018 and the resolution made by Council on 9 July 2018 in relation addressing through traffic issues in Epping.

The Planning Proposal is also consistent with the LSPS Planning Priority 4 Focus housing and employment growth in the GPOP and Strategic Centres" and Policy P12 "Focus high-rise development in Parramatta CBD and Strategic Centres (Epping and Sydney Olympic Park) as shown on the Structure Plan Map. "This planning proposal does not inhibit the ability for high-density development to be realised in the Epping Town Centre.

**3.2.3 Is the planning proposal consistent with the applicable State Environmental Planning Policies?**

The following State Environmental Planning Policies (SEPPs) are of relevance to the subject land (refer to Table 7 below).

**Table 7 – 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	The SEPP is not applicable to the subject land under Clause 1.9 of Parramatta LEP 2011 and Hornsby LEP 2013.
SEPP 4 – Development Without Consent and Miscellaneous Exempt and Complying Development	N/A	This policy was repealed by the State Environmental Planning Policy (Exempt and Complying Development Codes) Amendment (Commercial and Industrial Development and Other Matters) 2013.
SEPP 6 – Number of Storeys in a Building	N/A	The SEPP has been repealed.

D06487724 (F2018/03031)

11

## Item 6.2 - Attachment 2

## Planning Proposal

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

SEPP 33 – Hazardous and Offensive Development	N/A	The SEPP is not relevant to the Planning Proposal.
SEPP No 55 Remediation of Land	N/A	The SEPP is not relevant to the Planning Proposal.
SEPP 60 – Exempt and Complying Development	N/A	This policy was repealed by the <i>State Environmental Planning Policy (Exempt and Complying Development Codes) Amendment (Commercial and Industrial Development and Other Matters) 2013</i> .
SEPP 64 – Advertising and Signage	N/A	The SEPP is not relevant to the Planning Proposal.
SEPP No 65 Design Quality of Residential Flat Development	N/A	This SEPP is applicable to the subject land. The Planning Proposal will not jeopardise the design quality of residential apartment development in the subject land. This SEPP may apply to future development of the site.
SEPP No.70 Affordable Housing (Revised Schemes)	N/A	The SEPP is not relevant to the Planning Proposal. The Planning Proposal has no impact on the FSR bonus allowed under this SEPP.
SEPP (Affordable Rental Housing) 2009	N/A	The SEPP is not relevant to the Planning Proposal. The Planning Proposal has no impact on the FSR bonus allowed under this SEPP.
SEPP (BASIX) 2004	N/A	The SEPP is not relevant to the Planning Proposal.
<b>State Environmental Planning Policies (SEPPs)</b>	<b>Consistency:</b> Yes = ✓ No = ✗ N/A = Not applicable	<b>Comment</b>
SEPP (Exempt and Complying Development Codes) 2008	✓	This SEPP is applicable to the subject land in both of the Parramatta and the Hornsby LGA. It may apply to future development of the site.
SEPP (Infrastructure) 2007	✓	This SEPP is applicable to the subject land in both of the Parramatta and the Hornsby LGA. May apply to future development of the site.
Sydney Regional Environmental Plan No 18—Public Transport Corridors	N/A	This policy was repealed by the <i>State Environmental Planning Policy (Integration and Repeals) 2016</i> .
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	N/A	The SEPP is not relevant to the Planning Proposal.

D06487724 (F2018/03031)

12

## Item 6.2 - Attachment 2

## Planning Proposal

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

SEPP (Urban Renewal) 2010	N/A	The SEPP is not relevant to the Planning Proposal.
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**3.2.4 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 can issue directions for 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 8 – Consistency of planning proposal with relevant Section 9.1 Directions**

Relevant Direction	Comment	Compliance
<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>• allows the site to be adequately serviced by essential infrastructure.</li> <li>• allows applicant to develop in accordance with the current controls</li> <li>• allows adequate savings provisions for development applications lodged and a sunset clause to apply to the amendment for three (3) years to enable the effectiveness of the provision to be further assessed.</li> </ul>	Yes
Direction 3.4 - Integrating Land Use and Transport	The Planning Proposal is consistent with this direction, in that it limits the increase in residential floor space which means it restricts the number of people and cars introduced to the road networks within the Epping town centre considering the area is already constrained by existing traffic and transport infrastructure.  Refer to the findings in the Council's Traffic and Transport Improvements Plan in <b>Appendix 5</b> for the conclusions of Traffic Study and the associated implications in the town centre.	Yes
Relevant Direction	Comment	Compliance
<b>6. Local Plan Making</b>		
Direction 6.1 - Approval and Referral Requirements	The Planning Proposal is consistent with this direction, in that it does not introduce any provisions that require any additional concurrence, consultation or referral.	Yes
Direction 6.3 - Site Specific Provisions	The Planning Proposal is inconsistent with this direction. However, the inconsistency can be justified. <ul style="list-style-type: none"> <li>• The Planning Proposal includes the restriction of FSR provisions via Clause 4.6 in <i>Parramatta LEP 2011</i> and <i>Hornsby LEP 2013</i>. The proposed restriction is required by Council Resolution (refer to <b>Appendix 2</b>) to avoid additional traffic generation from additional floor space sought by applicants via Clause 4.6. The findings of the</li> </ul>	No

D06487724 (F2018/03031)

13

## Item 6.2 - Attachment 2

## Planning Proposal

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

	<p>Epping Town Centre Traffic Study also informed the proposed restriction of residential density in the town centre as the traffic will still deteriorate even if all potential State and local road improvement works are implemented.</p> <ul style="list-style-type: none"> <li>Similar provisions are included in planning instruments to refine the use of Clause 4.6 in fast growing urban areas. As such, the Planning Proposal is considered to be consistent with approaches taken in other planning instruments and the inconsistency with this direction justified.</li> </ul>	
<b>7. Metropolitan Planning</b>		
Direction 7.1 - Implementation of A Plan for Growing Sydney	The Planning Proposal is consistent with this direction, in that it is consistent with the Greater Sydney Region Plan - A metropolis of Three Cities which replaces A Plan for Growing Sydney.	Yes

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

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

**3.3.1 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?**

The Planning Proposal is unlikely to adversely affect any critical habitat or threatened species, populations or ecological communities or their habitats.

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

No. It is unlikely that the proposed amendments will result in development creating any environmental effects that cannot be readily controlled, as it is intended to minimise the impact of residential development on the environment.

**3.3.3 How has the planning proposal adequately addressed any social and economic effects?**

This Planning Proposal will provide some certainty to the local community that the residential floor space will not exceed the maximum floor space mapped in the applicable LEP while allowing developers to continue to develop in accordance with the current controls. This will not result in any adverse social and economic effects.

**3.4 Section D – State and Commonwealth Interests****3.4.1 Is there adequate public infrastructure for the planning proposal?**

Yes. The proposed amendments do not increase the need for infrastructure instead limiting additional residential floor space that may otherwise require more infrastructure in the town centre.

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

Consultation with agencies will occur during public exhibition in accordance with the conditions of the Gateway Determination.

D06487724 (F2018/03031)

14

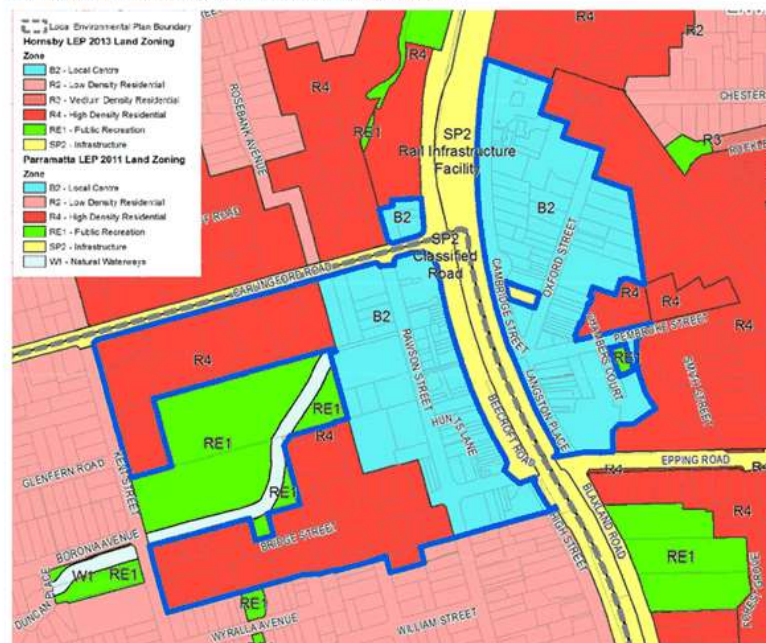
PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## PART 4 – MAPPING

This section contains the mapping for this planning proposal in accordance with the Department's guidelines on LEPs and Planning Proposals. **Existing controls**

Figure 2 shows a consolidated map of the land subject to this planning proposal, which is zoned B2 Local Centre and R4 High Density Residential in *Parramatta LEP 2011* and B2 Local Centre in *Hornsby LEP 2013*. The subject land is edged blue.

**Figure 2 – Existing zoning exacted from both Parramatta LEP 2011 and Hornsby LEP 2013 Land Zoning Map and the subject land to the Planning Proposal**



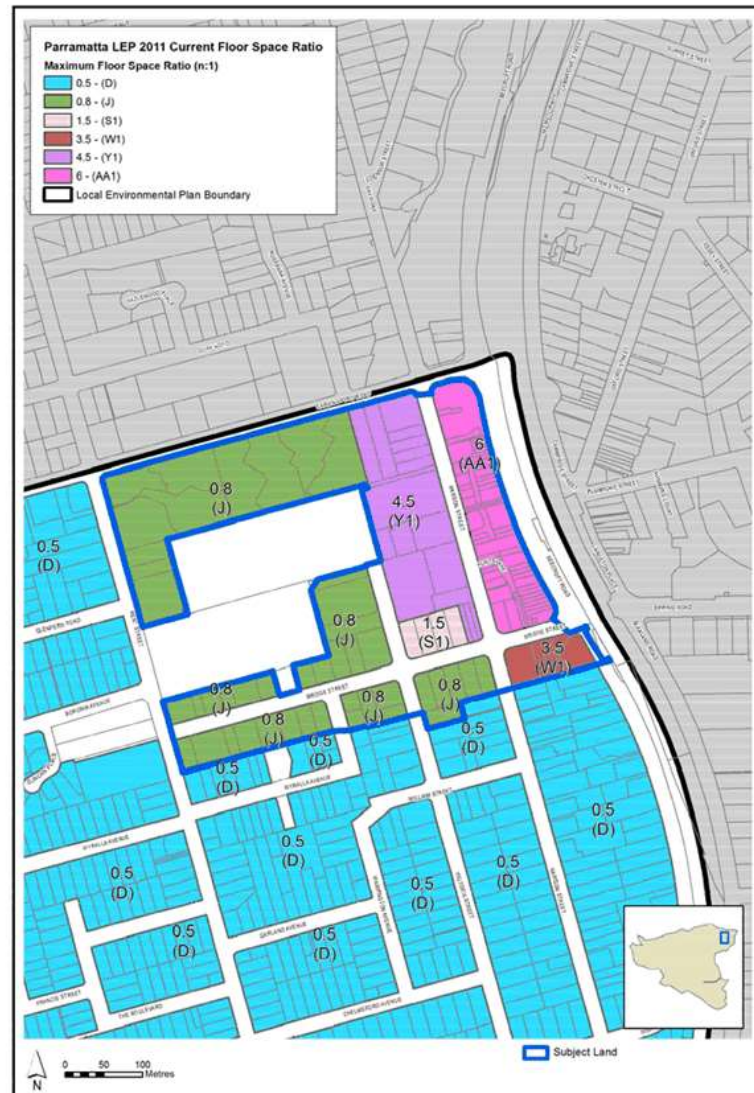
D06487724 (F2018/03031)

15

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

Figure 3 shows the existing Floor space ratio and the land in Parramatta LEP 2011 subject to the Planning proposal. Refer to the area edged blue.

Figure 3 – Existing floor space ratio extracted from the Parramatta LEP 2011 and the area subject to the Planning Proposal



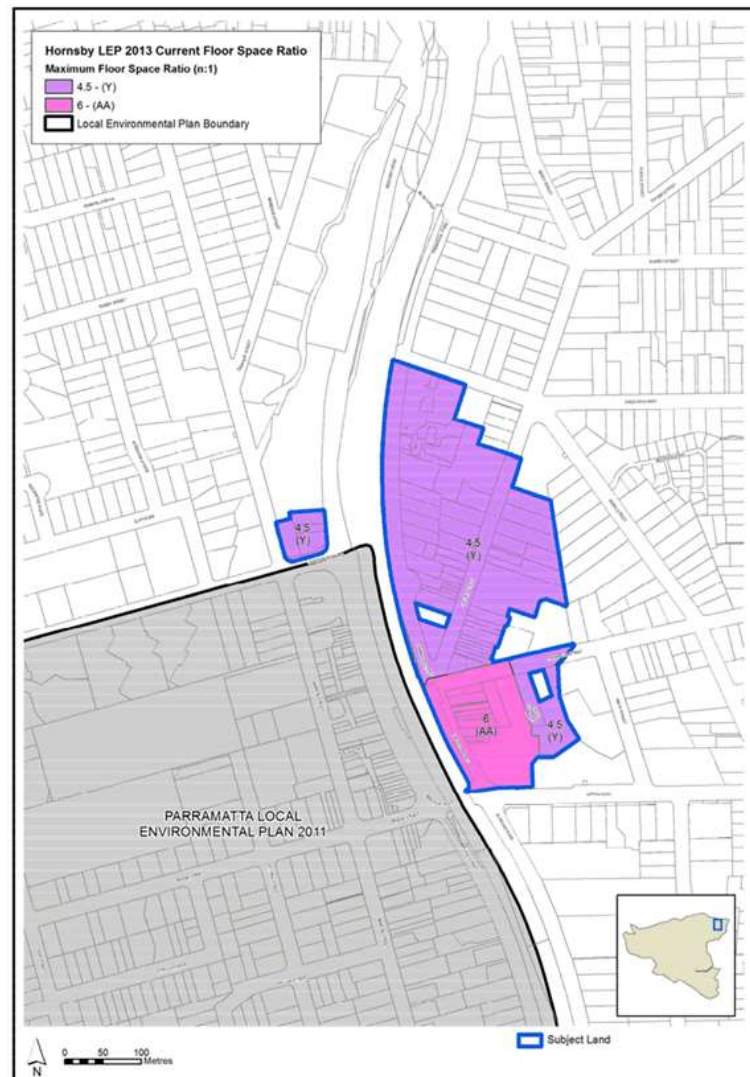
D06487724 (F2018/03031)

16

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

Figure 4 shows the existing floor space ratio and the land in *Hornsby LEP 2013* subject to the Planning proposal. Refer to the area edged blue.

Figure 4 – Existing floor space ratio extracted from the *Hornsby LEP 2013* and the area subject to the Planning Proposal



D06487724 (F2018/03031)

17

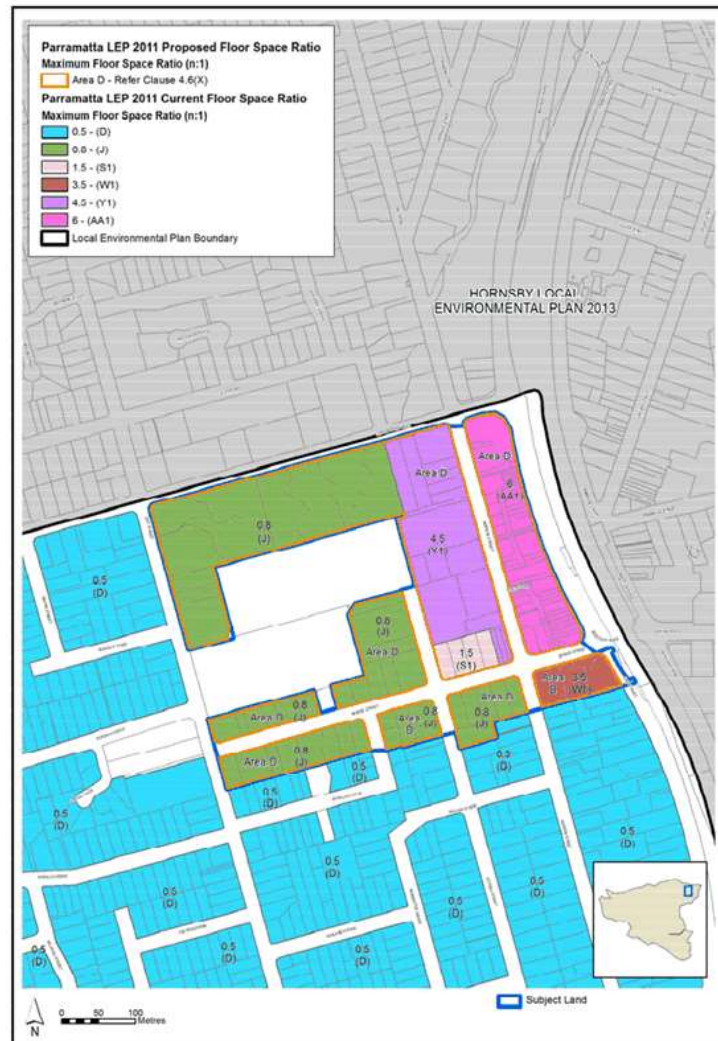
PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

#### 4.2 Proposed controls

The figures in this section illustrate the proposed controls sought by this Planning Proposal.

Figure 5 shows proposed maximum floor space ratio controls on applicable land in Parramatta LEP 2011. The area is edged orange and identified as "Area D".

Figure 5 – Proposed amendment to the Parramatta LEP 2011 Floor Space Ratio Map



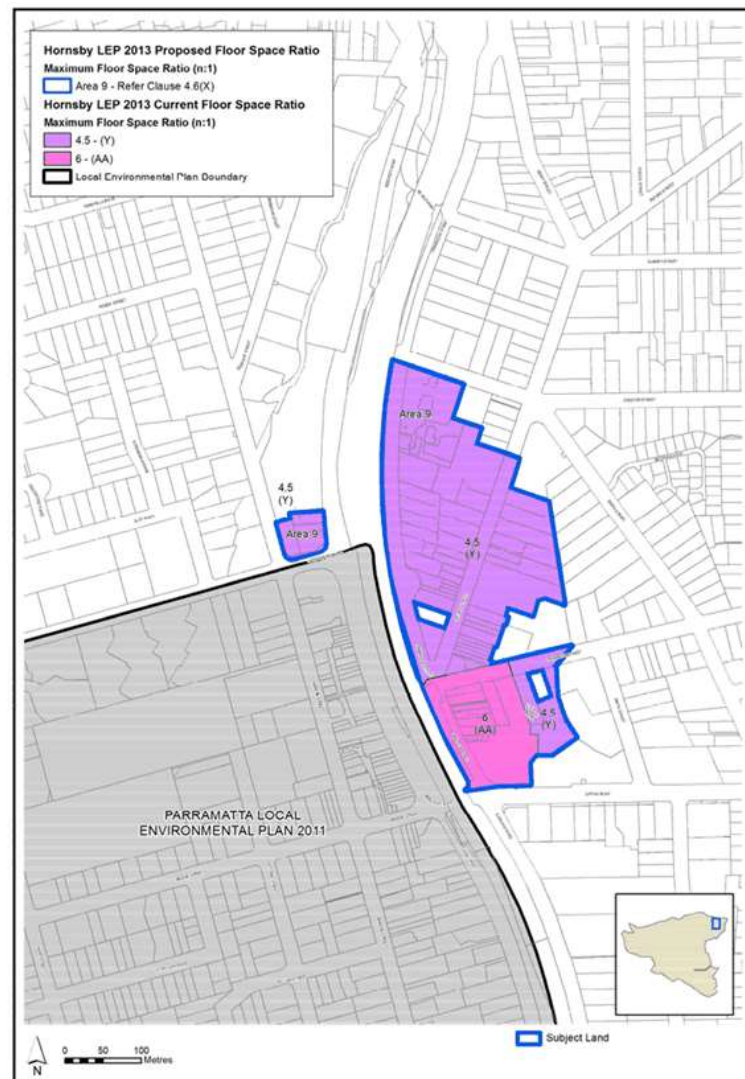
D06487724 (F2018/03031)

18

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

Figure 6 shows the proposed maximum floor space ratio controls on applicable land in Hornsby LEP 2011. The area is edged blue and identified as "Area 9".

Figure 6 – Proposed amendment to the Hornsby LEP 2011 Floor Space Ratio Map



D06487724 (F2018/03031)

19

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## PART 5 – COMMUNITY CONSULTATION

This planning proposal is to be publicly exhibited for public consultation for a minimum period of 28 days in accordance with the Gateway Determination. Public exhibition is likely to include:

- display on the Council's website and the NSW Planning Portal;
- hard copy display in Council's Customer Contact Centre and Epping Branch Library (subject to COVID 19 restrictions); and
- Written notification to affected owners and occupiers.

The Gateway Determination specifies the level of public consultation that must be undertaken in relation to the planning proposal with government agencies, including Transport for NSW and Roads and Maritime Services.

Note that due to COVID-19, local newspapers (including the Northern District Times, Hornsby Advocate and Parramatta Advertiser) are not currently in print circulation and therefore newspaper notification in relation to this planning proposal will not occur.

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

D06487724 (F2018/03031)

20

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## 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. It will also be further refined 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 delivery of the planning proposal

MILESTONE	ANTICIPATED TIMEFRAME
Report to LPP on the assessment of the PP	16 April 2019
Report to Council on the assessment of the PP	29 April 2019
Referral to Minister for review of Gateway determination	After Jun 2019
Date of issue of the Gateway determination	10 March 2020
Commencement and completion dates for public exhibition period	August – September 2020
Commencement and completion dates for government agency notification	August – September 2020
Consideration of submissions	September/October 2020
Consideration of planning proposal post exhibition and associated report to LPP/Council	November 2020
Submission to the Department to finalise the LEP	To be determined
Notification of instrument	To be determined

D06487724 (F2018/03031)

21

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## **Appendix 1 – Council Report 9 July 2018 (Item 14.5)**

D06487724 (F2018/03031)

22

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

**LEADING**

<b>ITEM NUMBER</b>	14.5
<b>SUBJECT</b>	Epping Town Centre Traffic Study and other Epping Planning Review Matters
<b>REFERENCE</b>	F2017/00210 - D06202874
<b>REPORT OF</b>	Snr Project Officer
<b>PREVIOUS ITEMS</b>	11.3 - Epping Planning Review - Completion of Stage 1 and Commencement of Stage 2 - Council - 14 Aug 2017 6:00pm 12.5 - Update on Epping Planning Review and Related Matters - Council - 12 Feb 2018 6.30pm 13.4 - Outcomes of Public Exhibition - Draft Amendments to Hornsby Development Control Plan 2013 - Tree and Vegetation Preservation - Council - 26 Feb 2018 6.30pm

**Note: This report was deferred from the 28 May 2018 and 25 June Council Meetings.**

**PURPOSE:**

This report details the progress of the Epping Town Centre Traffic Study and updates Council on the implications for the findings of the Epping Planning Review, as well as several related planning matters relevant to the Epping Town Centre.

**RECOMMENDATION**

- (a) **That** Council note this update on the Epping Planning Review and related matters.
- (b) **That** Council exhibits the Epping Town Centre Traffic Study and supporting documentation to enable comment from major stakeholders in accordance with the consultation plan described in the body of this report.
- (c) **That** despite recommendation (b) above, that Council adopts the position that it does not support any:
  - i. Planning proposal or preliminary planning proposal that applies to sites situated within the Epping Planning Review Study Area which seek to deliver extra housing in addition to what can be achieved under the current planning controls, unless the planning proposal is seeking to address a planning issue identified in Council's Epping Planning Review process related to heritage interface controls, commercial floor space or resolving open space issues at Forest Park.
  - ii. Development applications seeking an increase in residential density via clause 4.6 of the *PLEP 2011*
 and that Council write to the Department of Planning and Environment (DP&E) advising them of this position.
- (d) **That** in relation to the Austino Planning Proposal that Council write to the DP&E to:-
  - i. Object to the Planning Proposal in its current form and density

- 1 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

proceeding; and

- ii. Request that Council be re-instated as the RPA so that Council can pursue a Planning Proposal that would retain the current controls that apply to the site with the exception of the former Bowling Club portion of the site which would be rezoned from RE1 Public Recreation to R4 High Density Residential with a maximum Height of Building control of 17.5m and FSR of 1.5:1.
- (e) That should Council be re-instated as the RPA (on the basis that it will pursue a Planning Proposal as per (d)(ii) above) Council officers be authorized to commence discussions with the Austino PP applicant about the form of the Planning Proposal and whether there are any opportunities for some contribution to additional open space as part of the Planning Proposal. The outcome of these discussions should be reported to Council.
- (f) **That** Council write to the Minister for Planning and the Greater Sydney Commission and request the State Significant Development currently being progressed for 240-244 Beecroft Road be placed on hold until:
  - i. the supplementary work on a new road link has been completed; and
  - ii. that the relevant approval authority agrees to the provision of commercial floor space equivalent to a 1:1 FSR.
- (g) **That** a further report is brought to Council on the options for the Rawson Street carpark site as a site for future civic space and community facilities and analysis on whether any EOI process should be commenced to seek partners to redevelop the site and realise the FSR available on the site.
- (h) **That** a further report is brought to Council on the outcome of the consultation on the Epping Town Centre Traffic Study and the results of the supplementary traffic analysis discussed in this report on:-
  - i. Reopening of the former M2 bus tunnel link; and
  - ii. A new east west road link through 240-244 Beecroft Road
- (i) **That** a Planning Proposal including all necessary background studies and analysis be prepared to progress the recommended LEP amendments detailed in this report relating to:-
  - i. Rosebank Avenue HCA, Precinct;
  - ii. 1, 3, 3A, 5, 7, and 7A Norfolk Road and 25 Pembroke Street;
  - iii. Essex Street HCA Precinct;
  - iv. Rose Street Precinct; and
  - v. Rockleigh Park Precinct;

and that the Planning Proposal and associated material be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.
- (j) **Further, that** a Planning Proposal including all necessary background studies and analysis be prepared to progress the recommended LEP amendments detailed in this report relating to new controls to require the provision of commercial floor space in the centre and that the Planning Proposal and associated material be reported to Council for endorsement

- 2 -

Council 9 July 2018

Item 14.5

before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.

#### BACKGROUND

1. This report is a progression of a Council report deferred from the 12 February 2018 Council meeting (Item 12.5) provided at **Attachment 1**. This report also relates to a Council assessment of the Austino planning proposal.
2. As noted above, Item 12.5 from the 12 February 2018 Council meeting which sought to provide an update on the status of the Epping Planning Review and associated matters was deferred. It resolved as follows:

*That consideration of this matter be deferred for the following reasons:*

1. *Consultation with Ward Councillors.*
  2. *That Council write to the Department of Planning seeking clarification around the decision of 1 December 2017 to appoint the Sydney Central Planning Panel as the relevant Planning Authority, meaning that Council no longer has relevant planning Authority Status for this proposal. Council is seeking this clarification particularly around the fact that the Department of Planning and Environment will be referring the outcome of the Traffic Study to make their determination which is the reason for our Council delaying a recommendation to the Council.*
  3. *Upon receipt of the valuation for the former Epping Bowling Club site, the formal valuation be the subject of a Briefing to Ward Councillors and any other interested Councillors prior to the Austino Planning Proposal or any update on the Epping Planning Review being reported back to Council.*
3. In response to the resolution of 12 February 2018:
    - a. A Workshop was held with Councillors on 16 February 2018 so that the applicants of two preliminary planning proposals – Oakstand consortium and Lyon Group – could present their respective preliminary planning proposals. These preliminary planning proposals are detailed later in this report.
    - b. A Councillor briefing session was held with Ward Councillors on Wednesday, 28<sup>th</sup> March 2018 which provided an update on the Epping Planning review including the draft findings on the Epping Town Centre Traffic Study and valuation report on 725 Blaxland Road.
    - c. A meeting was held with the Member for Epping, Damien Tudehope on Thursday, 29<sup>th</sup> March 2018 which also provided an update on the Epping Planning review and included a discussion on the draft findings on the Epping Town Centre Traffic Study and valuation report on 725 Blaxland Road.
  4. Consistent with resolution 2 above, on 1 March 2018, Council Officers wrote to the Department of Planning and Environment (DP&E) seeking clarification on the removal of the relevant planning authority role from City of Parramatta council. The DP&E's response is attached to this report at **Attachment 2**.

#### OVERVIEW OF EPPING PLANNING REVIEW AND STRUCTURE OF THIS REPORT

- 3 -

Council 9 July 2018

Item 14.5

5. The Epping Planning Review (EPR) was initiated as a review of planning controls for the Epping Town Centre and immediate surrounds (refer to the area delineated orange in the figure below) to address the issues of land use conflicts. These conflicts were raised by the Epping Community following from the DP&E's Priority Precinct process which increased the density controls in March 2014. The EPR Study Area is shown in Figure 1.

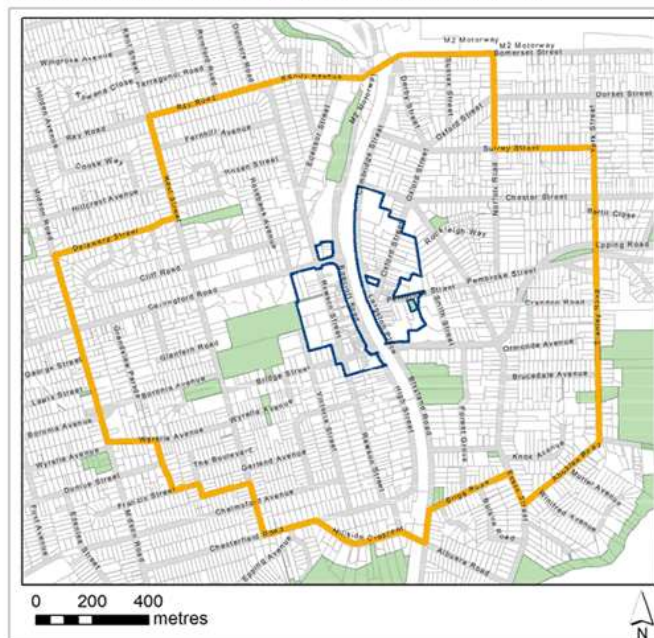


Figure 1 - Epping Planning Review study area showing the town centre and immediate surrounds

6. The EPR has also followed the Council boundary changes occurring in May 2016 under which the Epping Town Centre came to be entirely contained within the City of Parramatta (having previously been split between Parramatta City and Hornsby Shire Councils).
7. One objective of the EPR has been to create a unified planning framework for the Epping Town Centre and its immediate surrounds, including one set of LEP and DCP controls, a unified development contributions framework and one public domain plan. Council has already developed a single development contributions framework for the Epping Town Centre and Council's formal LGA-wide Harmonization Process will have a role in bringing some further consistency to the planning controls.
8. The EPR has two stages. The first stage has involved undertaking technical studies and community consultation to inform planning control amendments to resolve land use conflicts or issues. The last remaining element of this stage is the completion of traffic analysis and the major element of this is the Epping Town Centre Traffic Study.
9. The **Epping Town Centre Traffic Study (ETCTS)** is the key component of this report, as its findings have major implications for the Epping Town Centre in the

- 4 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

short to mid-term. The implications of the ETCTS are also discussed with regards to:

- a. Updates on the status of **LEP and DCP amendments** affecting land within the Town Centre with a small section of the report discussing the release of the final **Central City District Plan** in March 2018 and relationship with the EPR.
  - b. the State Significant Development proposal affecting NSW Government owned land at **240-244 Beecroft Road, Epping**.
  - c. The **Austino Planning Proposal** and **Preliminary planning proposals** affecting land within the Town Centre.
10. This report makes recommendations on:
- a. the **interface areas** at Rosebank Avenue, Rockleigh Park, Pembroke Street/Norfolk Rd, Essex Street and the Rose Street Precinct;
  - b. **commercial floorspace** within the centre; and
  - c. potential **social infrastructure** provision on the Rawson Street Car Parking site.

**RELATED PLANNING POLICY MATTERS**

11. A series of recent policy amendments (LEP, DCP and development contributions plans) are complete which apply to land within the EPR study area and relate to:
- a. Housekeeping Amendment to Hornsby LEP 2013 recently coming into effect.
  - b. Fast Tracked Amendments to Parramatta DCP 2011 involving footpath widening recently coming into effect.
  - c. Amendment to Hornsby DCP 2013 - Tree Preservation and associated matters raised by Council in its resolution from the 26 February 2018 Council meeting pertaining to tree removal in Forest Park and the potential impact of Austino planning proposal on trees in the north of Forest Park are detailed in **Attachment 3** to this report.
  - d. Section 94 and 94A Developer Contributions Plans applying to the EPR area recently coming into effect.
12. These matters are further detailed in **Attachment 3**.

**Greater Sydney Region Plan and Central City District Plan**

13. In March 2018, the Greater Sydney Commission (GSC) released the final *Central City District Plan* (CCDP) and its metro-wide level plan *Greater Sydney Region Plan - A Metropolis of Three Cities*.
14. In both plans, Epping is identified as a 'Strategic Centre' for 2036. However, in the earlier iterations of the District Plan and Metro Plan, Epping was identified as a "Town Centre" or "Local Centre". Thus the role of the Epping Town Centre has been elevated to a higher-order centre without any corresponding dialogue or justification. Also, the 'Strategic Centre' category is still not clearly defined in the Final Plans. The change has also occurred ahead of completion of the Epping Town Centre Traffic Study.
15. The CCDP establishes dwelling targets for the five year period from 2016 to 2021 for the Parramatta LGA and jobs targets for lower and higher scenarios

- 5 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

for 2036 for Epping, specifically. In the context of the Epping Planning Review and recent development forecast, these are discussed below:

- a. With regards to **dwelling targets** for that period, the CCDP sees 21,650 additional dwellings for the 2016-2021 period for the Parramatta LGA. Analysis contained in this report on recent dwelling growth within the Epping Town Centre demonstrates that recent growth patterns mean this centre can meet a substantial proportion of this target.
  - b. With regards to the **jobs targets**, the Epping Town Centre is identified as a Strategic Centre for 2036 with a jobs target of 1,900 additional jobs (2036 baseline) to 2,400 additional job (2036 higher target). These are on top of the 5,100 jobs that the CCDP sees as the baseline for 2016. Further discussion about the provision of commercial floorspace is provided further in this report.
16. Furthermore, a series of actions (both direct or indirect) across a number of the CCDP's Planning Priorities apply to the Epping Town Centre and largely involve collaboration with the DP&E and GSC.

**EPPING PLANNING REVIEW - STAGE 1**

17. The major elements of Stage 1 of the EPR were spelled out in the 12 February 2018 report (Item 12.5) which noted that Stage 1 of the Epping Planning Review was largely completed with the exception of a Final Traffic Study. This was precluded by a report of Council at its meeting on 14 August 2017 which reported the Discussion Paper and its supporting technical studies.
18. An **Interim Traffic Modelling Report** (dated June 2017) was prepared by EMM for the purposes of the Epping Planning Review Discussion Paper which was exhibited in June/July 2017. The Interim Report formed preliminary analysis in order to consult the Epping community on traffic and access in and around the Town Centre.
19. At the 14 August 2017 Council meeting, Council endorsed a suite of principles to guide Stage 2 of the Epping Planning Review. The issues discussed in this report directly affect many of the principles.

**Epping Planning Review Steering Group**

20. To ensure delivery of the Epping Planning Review, in February 2017, Council established the Epping Planning Review State Agency Steering Group which has representation from the Greater Sydney Commission, the Department of Planning and Environment, Transport for NSW and Roads and Maritime Services.
21. The Steering Group is also consistent with the Central City District Plan where:
 

*Parramatta City Council is leading the review of planning controls and the Commission is collaborating with Council and other State agencies to address social infrastructure, traffic, heritage and commercial land issues (p.21).*
22. Given the recommendations within this report, the role of the Steering Group in providing further direction on the Epping Planning Review process is paramount.

**BACKGROUND TO EPPING TOWN CENTRE TRAFFIC STUDY**

23. The principal traffic study underpinning the existing planning controls which is now outdated is the **Halcrow Study** of 2011 commissioned by Hornsby Council, the then Parramatta City Council and the DP&E prior to the Priority

- 6 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

Precinct process formally commencing. The Epping Town Centre Traffic Study (ETCTS) replaces this analysis.

24. The Halcrow Study tested the short term and long term land use scenarios:
  - a. The short term (2016) land use scenario was based on a forecast of additional 900 dwellings and additional 3,000sqm of retail uses; and
  - b. The long term (2026) land use forecast a further 2,100 dwellings and another 3,000sqm of retail uses.
25. In total, this tested the impact of 3,000 additional dwellings and 6,000sqm of additional retail within the Town Centre by 2026. As is discussed further in this report, the Halcrow assumptions on residential land use have substantially underestimated the development trends.

*EMM's Interim Traffic Study (2017)*

26. The preliminary analysis carried out by EMM in 2017 as part of the Interim Traffic Modelling report for the purposes of the EPR Discussion Paper allowed discussion of the issues as part of the Discussion Paper process. Specifically, the preliminary study identified the following key issues:
  - a. The east west Carlingford Road/Epping Road and north south Beecroft Road/Blaxland Road are sub-regional routes that converge at the Town Centre mixing with local traffic.
  - b. Approximately 89% of trips that cross the bridge are through traffic trips where the origin and destination of the trip is outside the Epping Town Centre.
  - c. The through trips are a significant barrier to improving the traffic flow around the Epping Town Centre. (Note: Centres are usually structured in a way that separates local traffic from through-traffic, but the Epping Town Centre is not).
  - d. The widening of the rail bridge will not be a "game changer" given the time it will take motorists to cross the bridge. In other words, the expansion of the bridge will be an improvement, but will not be a *significant* improvement in providing relief to congestion.
  - e. Traffic routes and intersections are currently operating at over-saturated traffic levels for both the morning and afternoon peak hour, and the increased intersection traffic delays are already displacing some of the previous regional through traffic movements away from the Epping Town centre to other parallel traffic routes such as the M2 Motorway for east-west traffic and Midson Road for north-south traffic.

*Local road upgrades*

27. The Roads and Maritime Services' (RMS) program of main road improvements within the town centre have been factored into the ETCTS. They are:
  - a. Widening of Epping Road from two lanes to three lanes involving:
    - i. Removal of the right turn movement from Langston Place into Epping Road,
    - ii. Removal of the right turn movement from Epping Road into Smith Street and Forest Gove;
    - iii. New dedicated right turn lanes from Essex Street into Epping Road; and

- 7 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

- iv. New traffic light controlled pedestrian crossing for Epping Road and Essex Street.
  - b. Upgrading the Beecroft Road and Carlingford Road intersection in Epping involving:
    - i. New traffic light controlled pedestrian crossing for Carlingford and Beecroft Roads;
    - ii. Additional right-turn lane from Beecroft Road into Carlingford Road; and
    - iii. New pedestrian path to link with the exiting path to Epping Station.
28. A critical factor is that the traffic modelling undertaken since 2011 all factor in a widening of the rail bridge carriageway on Epping Road to accommodate an additional westbound lane. In a letter from the DP&E to Council dated 7 November 2017, it notes that "Transport for NSW is investigating several options for widening this overpass and the Council would be informed of the results when the investigation concludes" but the letter did not provide a timeframe. Since the receipt of the letter, Council Officers have not been provided with an update.

**Dwelling forecasts since 2011 and actual dwelling growth**

29. In order to understand the significance of the findings from the ETCTS (covered in the next section), it is important to understand recent (actual) and anticipated dwelling growth in the context of the growth predicted by the DP&E as part of the former Epping Priority Precinct process completed in March 2014. This must be understood so that infrastructure providers (Council and the State government) can ensure the delivery of appropriate infrastructure at the right time.

*Dwelling forecasts*

30. During the progression of the DP&E's Priority Precinct process, dwelling growth forecasts were reviewed from **3,000 additional dwellings** for 2026 in the Halcrow Study to **3,750 additional dwellings** for the year 2036 as per the Department of Planning and Environment's (DP&E's) *Finalisation Report* (November 2013). However, shortly after the City of Parramatta commenced the EPR process, in early 2017, the DP&E revised its forecast figure of 3,750 additional dwellings to **5,500 additional dwellings** by 2036 and set a maximum dwelling yield of **10,000 additional dwellings** at a 100% take up rate.

*Actual dwelling growth*

31. The Epping Planning Review Discussion Paper (June 2017) noted that Council Officers had reviewed recent development applications and approvals to track actual growth against the dwelling forecasts undertaken by the DP&E and/or during the Priority Precinct process. This reviewed all of the pre-lodgments, DAs under assessment and determined (both under construction and not yet under construction) that have occurred since March 2014 when the new Priority Precinct controls came into effect and found that **4,735 additional dwellings** could be delivered in the short to mid term (assumed to be as early as 2023), if all DAs are constructed and fully occupied in that time. This equates to an additional **10,890 people** within the centre assuming a household size of 2.3 persons per household (Source: Council's Social Outcomes Unit).
32. Then again, for the purpose of this Council report, on 19 April 2018, Council Officers tracked this figure to **5,553 additional dwellings** by 2023. This is

- 8 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

made up of 3,940 approved dwellings and 1,613 dwellings under assessment. Again, applying an occupancy rate of 2.3 persons per household, this means an additional **12,771 people** in the town centre by 2023. With no signs of the Town Centre's residential market slowing down, Council Officers conclude that within 4 years of the new planning framework being in place, the DP&E's revised 5,550 additional dwelling target for 2036 is well on its way to being met well before 2036.

*What does this growth mean?*

33. The tracked growth is well above what was forecast and planned for by the DP&E during the Priority Precinct process. In effect, the 2036 revised forecast of last year by the DP&E (of 5,500 dwellings) will already effectively be met within 4 years of the new planning controls if the development detailed in existing approvals and applications are realised.
34. The rate of this growth has significant implications for the amenity and function of the centre including infrastructure provision in the short and mid-terms. For example:
  - a. The widening of the rail bridge carriageway on Epping Road to accommodate an additional westbound lane is yet to be delivered by the State Government.
  - b. Education infrastructure such as schools managed by the Department of Education (public schools) as well as private schools will be under more pressure.
  - c. The significant loss of commercial floorspace spelled out in the SGS *Commercial Floorspace Study* and the *Epping Planning Review Discussion Paper* exhibited in mid 2017 means the future amenity and function of Epping as a centre is at stake.
  - d. The provision of local infrastructure (libraries, community facilities, open space and recreational facilities) is under pressure to be enhanced and improved.

#### *Conclusions*

35. Comparing the Town Centre's growth with the CCDP's dwelling targets for the Parramatta local government area (LGA) for the 2016-2021 period which is (21,650 dwellings), the 5,553 additional dwellings represents a substantial proportion of the dwelling target although some of that growth has occurred post March 2014.
36. In addition to the tracked dwelling growth since March 2014, there is substantial interest from developers and land owners within and around the town centre seeking an increase in residential yield above what the current controls allow via a planning proposal process.
37. Council must ensure that the amenity of the centre as well as the long term social, environmental and economic aspirations of the Epping community are not undermined. Both the Greater Sydney Commission and the DP&E have a critical role in this.

#### **EPPING TOWN CENTRE TRAFFIC STUDY**

38. Council Officers commissioned EMM Planning and Environmental Consultancy in March 2017 to revise the traffic analysis work done as part of the DP&E's Precinct Planning process.

- 9 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

39. The Epping Town Centre Traffic Study (ETCTS) effectively replaces the 2011 Halcrow Study which formed the basis for the current planning controls within the Town Centre. It also replaces other applicant-prepared traffic analysis from 2015. A copy of the ETCTS is provided at **Attachments 4 and 5** (Attachment 4 comprises the Traffic Report and Attachment 5 comprises the Appendices).

**The EMM Epping Town Centre model**

40. The traffic model was developed by Transport Modelling for EMM. The base model report was completed in December 2017 and forwarded to the RMS for authorisation which was received in February 2018. In its response, RMS stated that the consultant's 2017 base model is suitable for traffic assignment analysis (traffic distribution) for the assessment of any future proposals within the study area.
41. The ETCTS models the co-ordinated operation of a chain of linked intersections. It does this for four existing and future traffic network model and land use scenarios which are:
- Existing actual peak hour intersection traffic volumes which were surveyed in March 2017;
  - Modelled base case 2017 intersection traffic volumes from the EMME model;
  - Modelled +5,000 dwellings growth scenario intersection traffic volumes from 2026; and
  - Modelled +10,000 dwellings growth scenario intersection traffic volumes from 2026.
42. To develop a base year for the network traffic model, in March 2017 the following peak hour surveys, travel time surveys and traffic queue length observations were undertaken:
- Peak hourly intersection turning movements at 17 intersections;
  - Morning/afternoon peak hour travel time surveys across the full study area;
  - Morning/afternoon peak hour maximum traffic queues for traffic signal operations on Beecroft Road, Carlingford, Epping and Blaxland Roads.
43. The model then tests two future residential growth scenarios in the study area as follows:
- A 2026 land use scenario tests 5,000 additional dwellings
  - A 2036 land use scenario tests 10,000 additional dwellings.
- These scenarios are additional dwellings realized after the new DP&E planning controls came into effect in March 2014.
44. The ETCTS also includes preliminary analysis of two local road network options:
- The reopening of the former M2 bus tunnel link to Epping Station as a one way westbound link with left turn egress only at Beecroft Road and
  - A new east west road link connecting between Ray Road and Beecroft Road, through the NSW Government site at 240-244 Beecroft Road on the western side of Beecroft Road.
45. These two road network options are only explored in a preliminary sense for the 2026 and 2036 future traffic network models. This seeks to determine the

- 10 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

potential future extent of the likely road network traffic delay benefits for locally based traffic accessing the major road network at Epping. Refer to Sections 7.3 and 7.4 of the ETCTS provided at **Attachment 4**.

**ETCTS Findings**

46. The broad findings from the ETCTS are summarized below.

*Findings from Survey Counts*

47. For the **March 2017** surveyed morning and afternoon peak hour traffic conditions the findings are as follows:

- a. Up to four of the six key intersections on the four major traffic routes (via Beecroft Road, Blaxland Road, Carlingford Road and Epping Road) are operating at over saturated (level of service F) traffic conditions respectively with an average 5 minute waiting time.
- b. During the morning peak period the combined eastbound and southbound traffic queues on Carlingford Road and Beecroft Road can reach a combined total length of approximate 1.5 km.
- c. The most widespread traffic queuing effects on all areas of the road network are considered to occur at approximately 8:40 am and 5:40pm, consistent with the Sydney regional major road traffic conditions.
- d. The increasing road traffic congestion occurring in the Town Centre area, is adversely affecting both the regional through traffic movements and local traffic accessibility to the major road network.

*Future years of 2026 and 2036*

48. The findings of the +5,000 and +10,000 dwellings growth scenario intersection traffic volumes for the 2026 and 2036 are as follows:

- a. Future peak hour traffic conditions continue to worsen even when the full programs of the identified RMS and Council road improvements have been implemented.
  - b. In the road networks, five to six of the assessed intersections will have traffic conditions operating at oversaturated (level of service F) during both the morning and afternoon traffic peak periods. As an example, in 2026, the Carlingford Road/Beecroft Road intersection has an average delay which equates to 70.5 minutes (morning peak) and 23.5 minutes (afternoon peak). In 2036, this increases to 77 minutes (morning peak) and improves to 10.5 mins in the afternoon peak.
  - c. In 2036, over 3,300 vehicles cannot enter the network.
49. The average intersection delays are predicted to improve by 2036 from the 2026 base scenario as a result of Council proposed road improvements which are anticipated to be implemented during this period. However, the most crucial intersection – Beecroft Road – actually experiences a higher average delay in 2036 than for the 2026 case (p.41).
50. The ETCTS also finds that *the afternoon performance of the network for the base 2036 is such that it is unlikely that there will be any spare capacity for additional vehicles (p.41).*

*Additional westbound lane on Epping Bridge*

51. The additional westbound lane on Epping Bridge would primarily benefit the afternoon peak hour westbound regional traffic movements travelling through

- 11 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

the Town Centre. However, if the bridge were to operate with future tidal flow traffic conditions such as four lanes eastbound during the morning peak periods with two lanes westbound and three lanes in each direction during the afternoon peak periods, this future improvement could provide significant travel flow benefits during both these peak periods.

*Additional road network options*

52. The findings from preliminary testing of two additional road network options, are as follows:
- a. **Reopening of the former M2 bus tunnel link:** the envisaged number of vehicles that would use the tunnel would result in equivalent peak hourly traffic reductions for certain southbound right turning traffic and westbound traffic movements. These *"would probably have significant network traffic benefits in terms of reducing the future peak hourly intersection traffic delays at these intersections"* (ETCTS, p.45).
  - b. **A new east west road link through 240-244 Beecroft Road:** the envisaged number of vehicles that would use the through link would result in equivalent peak hourly traffic reductions for the other traffic movements using the Carlingford Road intersections with Beecroft Road or Ray Road and Rawson Street which *"could have significant network traffic benefits in terms of reducing the future peak hourly intersection traffic delays at these intersections"* (ETCTS, p.45).
53. However, further SIDRA intersection analysis is required of the above two road network options, this analysis is currently underway.

**Implications**

54. The findings from the ETCTS has major land use and infrastructure implications for town centre and surrounds. Therefore, Council Officers see that the role of the ETCTS is to:
- a. Inform planning policy affecting the Study Area particularly in relation to:
    - i. Certain proposals seeking an increase in residential yield; and
    - ii. State Significant Development applications.
  - b. Provide a basis for Council to take to the DP&E, GSC and the Minister for Planning seeking support for:
    - i. a position on residential development that indicates that any growth in residential development should only be permitted to resolve planning issues in Epping rather than just to permit additional residential development above what can be achieved under the current controls; and
    - ii. a coordinated approach to infrastructure delivery consistent with actions within the CCDP.
  - c. Inform changes to the principles adopted by Council on 14 August 2017 that relate to:
    - i. Heritage interface;
    - ii. Commercial floorspace; and
    - iii. Open space and community infrastructure.

**Consultation**

- 12 -

Council 9 July 2018

Item 14.5

55. The ETCTS and any associated traffic analysis as part of the overall ETCTS brief should be placed on exhibition so that the major stakeholders (such as RMS, Transport for NSW (TfNSW), DP&E, GSC, landowners and the wider community) have an opportunity to comment on the documentation. Consultation will occur via:
- Formal invitation to State agencies represented on the EPR Steering Group which are RMS, TfNSW, DP&E and GSC.
  - Formal invitation to major land owners formally seeking density residential density uplift such as Austino, Oakstand and Lyon Group.
  - Notification e-newsletter to the 440 residents and businesses registered on the EPR project mailout database. This will include local residents and business as well as planning consultants acting for Epping landowners.
  - A public notice in the *Northern District Times*.
56. The ETCTS and associated supporting material will be made available on the EPR project website.

#### IMPACT OF ETCTS ON STATE SIGNIFICANT DEVELOPMENT AT 240-244 BEECROFT ROAD

57. The State government owned site at 240-244 Beecroft Road (refer to Figure 2) once used for the Sydney Metro Northwest project is subject of a State Significant Development (SSD) application.

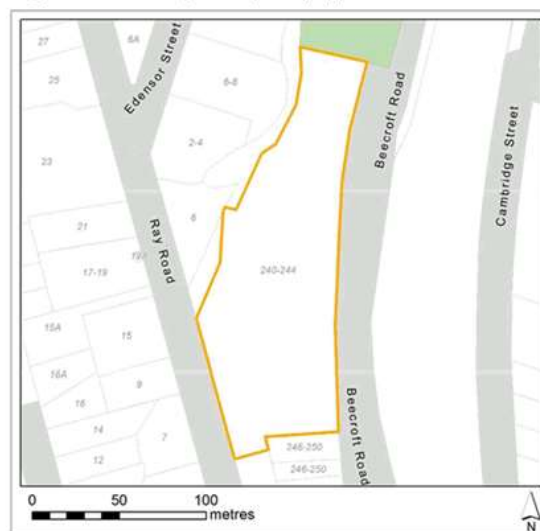


Figure 2 - State government owned land at 240-244 Beecroft Road, Epping

58. The background to his SSD application up to January 2018 is contained within the deferred Council report of 12 February 2018 (**Attachment 1**). However, the role of the site in the future development of the Town Centre is key in two ways: from both land use and traffic/access perspectives.

#### Land Use issue

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

59. The SSD application applies to 10,120sqm of the 13,342sqm total site area and proposes 39,000sqm of GFA (450 residential units) and 15 storeys which equates to a 3.8:1 FSR. Of that, the SSC proposes 2,000sqm of commercial FSR which equates to 0.2:1 *to be located at ground level on Road (could be general store, childcare, gymnasium, café, small offices).*
60. The Commercial Floorspace Study by SGS prepared for the purposes of the EPR Discussion Paper saw that there has been a loss of commercial floorspace estimated at about 63%. Further internal analysis undertaken by Council Officers in early February 2018 has identified that that approximately **8,200sqm retail** and **35,200sqm office** floorspace needs to be "replaced" within the Town Centre. Given its scale, this site plays an important role.
61. From a planning perspective, the SSD process presents Council with an opportunity to negotiate an outcome because:
- The site's current zoning (R4 High Density Residential) does not require any commercial floorspace however, a **neighbourhood shop** use (max. 100sqm) is permissible within the zone.
  - The site's previous zone (B4 Mixed Use) would still have allowed the commercial office building on that site to be demolished and replaced with a building that had retail and commercial at lower levels and residential on higher levels. Returning the site to its previous zoning would not require the owner to replace the previous commercial floor space that historically existed on that site.
  - The timeframe around the SSD process is much faster, than a rezoning process; in the latter, Council can seek a higher amount of commercial floorspace on the site, but this would take some time. The SSD can approve commercial floorspace even if it is not permitted in the zone so there is a mechanism for addressing the floorspace in a timely manner if agreement can be reached.
62. Therefore, a 1:1 FSR (10,120sqm) for commercial uses is a balanced negotiating position that maximises the chances that commercial can be achieved on the site and contribute to Epping's role as a Strategic Centre as identified in the CCDP.

**Local Traffic/Access issue**

63. Also, as already noted in this report, a road link through the SSD site is being tested to determine whether it can alleviate some of the traffic pressure at the intersections of Carlingford Road with Ray Road and Beecroft Road. Preliminary testing shows it can take of some pressure of peak hour traffic. However, more detailed analysis is progressing with a supplementary report due shortly which will form supplementary analysis to the ETCTS.

**Recommendations**

64. Council Officers therefore recommend:
- That Council not support the application until:
    - A 1:1 FSR of commercial land uses can be delivered on the site; and
    - A supplementary report on an east west through link is completed.

- 14 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

- b. That Council write to the Minister seeking that he not support the proposal until the two criteria listed in a. immediately above are achieved.

**IMPACT OF ETCTS ON AUSTINO PLANNING PROPOSAL****Introduction**

65. Council Officers were intending to undertake a detailed assessment of the Austino PP. However, on account of:

- a. The Town Centre having effectively reached the DP&E's revised 2036 dwelling target; and
- b. the findings from the ETCTS;

Council Officers consider that a detailed assessment of this proposal is no longer required. Instead the assessment method emphasises the significance of the findings of the ETCTS and recognises the critical importance of the RMS and JRPP's comments on traffic matters at the earlier stages of the planning proposal (discussed in the "Traffic" sub-section, below). In short, the traffic impacts associated with the faster than anticipated dwelling growth is the guiding principle informing the outcome of this proposal.

**Background**

66. The Austino Property Group are the applicant for a Planning Proposal affecting land at 2-18 Epping Road, 2-4 Forest Grove and 725 Blaxland Road (the latter site being the former bowling club site – refer to Figure 3).



**Figure 3** - Land affected by the Austino Planning Proposal denoted in solid red line (from applicant's Urban Design Report)

67. The planning proposal – resubmitted to the DP&E in January 2018 seeks to:
- a. Reconfigure the existing R4 and RE1 zones resulting in no net loss of open space;
  - b. Increase the building heights over the reconfigured R4 zone from 26.5 metres to a maximum of 65.5 metres along with 5 other building heights; and
  - c. Increase the density on the site from an equivalent 2.1:1 to a combination of 7.5:1, 4.6:1, and 1.75:1.

- 15 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

68. The above proposed changes seek to deliver a predominantly residential development comprising two towers on Blaxland Road with smaller towers on Epping Road accommodating estimated 794\* units. (Note this calculation relies on Council's standard practice of applying an efficiency unit rate of 85sqm per unit whereby the applicant relies on a rate of 100sqm). Under the current controls (ie R4 zoning, maximum height of 26.5 metres) on the sites fronting Epping Road, the Austino landholdings would realise a total of approximately 308 units according to Council Officer analysis.
69. A VPA dated 4 December 2015 accompanies the planning proposal which proposes a public urban plaza through the proposed development providing a pedestrian connection between Epping Road and Forest Park, with an area equivalent to the area of land currently zoned RE1 Public Recreation (6,665sqm), so there will be no net loss in open space. However, much of the area proposed to be zoned public open space contains underground car parking below it which is generally not acceptable to Council.
70. This PP has a complex history. Details of the process and the proposal are provided at **Attachment 6**.

**Petition**

71. Between February and March 2017, Council Officers received a petition which containing nearly 600 signatures. The petition requested a number of actions including that Council purchase the site at 725 Blaxland Road. Other actions related to concerns on the impacts of the planning proposal on Forest Park in terms of traffic and urban design.
72. The petitions were tabled at the Council meeting held on 13 February 2017 where Council resolved:
- That the petition be received and referred to the appropriate Council officer for report.*
73. In response to the resolution, the appropriate time for the consideration of the petition was always intended to be undertaken as part of the assessment of the Austino planning proposal. This section in this report forms that assessment.

**Traffic Analysis**

74. The applicant's Traffic Impact Study prepared by GTA in 2015 tested the traffic impacts of the proposal based on the Halcrow Study's 3,000 additional dwellings for 2026. However, as identified in the Halcrow Study, the 3,000 dwellings for 2026 falls well short of the likely growth of 2025 (5,553 dwellings) based on current and expected development activity.
75. In March 2016 having reviewed the applicant's traffic analysis the RMS wrote to Hornsby Shire Council when it was the RPA noting the following:
- Should Council support a recommendation for gateway determination, the exhibited proposal must also ensure that the Transport Impact Assessment traffic includes detailed Network modelling results (ie. phasing, queue lengths/delays for all movements, intersection details) for [six] key intersections for all modelled scenarios.*
76. At that time, RMS also noted that *the total Residential Parking requirements being restricted to no greater than the minimum parking rates applicable for a total of 327 apartments\* on the entire site (ie. Limited to approximately half the amount being sought under this proposal).* (Note: it is not clear what assumptions the RMS has relied to determine this number of units. Council's assessment suggests the figure is closer to 308 units).

- 16 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

77. In February 2018, the brief for the Epping Traffic Study was extended so that an impact assessment of the Austino planning proposal on traffic and access around the site could be undertaken. This was decided given the findings from the modelled base case 2017 intersection traffic volumes from EMME software based counts.
78. The Traffic Impact Assessment (TIA) prepared by EMM (provided at **Attachment 6**) concludes that the proposal would generate an additional 768 daily vehicle movements on Forest Grove. It also sees that because the impacts of the 2026 and 2036 additional dwellings on the network are so severe, that the actual intersection performance deterioration due to the Austino development either with or without the planning proposal is relatively small.
79. The ETCTS and recent TIA by EMM updates the Austino TIA because the TIA findings were based on a slightly lower future baseline year 2026 additional dwelling forecast than the forecast which has been used in the ETCTS. That said, the general findings within the EMM TIA are still valid. All the same, with regards to the Austino planning proposal impacts, the ETCTS concludes the:
- ...significant intersection performance deterioration from the 2017 base to the 2026 future base traffic situation renders any further traffic generating development in this location unacceptable without further capacity improvements to the locality major road and local road network capacity, in particular at the Epping Road/Blaxland Road intersection, and to a lesser extent at the Epping Road/Essex Street intersection. (p.42)*
80. When the (then) Sydney East Joint Regional Planning Panel (JRPP) assessed the planning proposal as part of its initial review, it stated, as one of the seven (7) actions, that:
- The proposal on this site should be part of the current Council traffic review of the whole of Epping Town Centre and the outcomes that review shall inform the final decision on Floor Space Ratio for the site.*
81. Because of this, a detailed assessment of the planning proposal is considered unnecessary as the fundamental determinant for deciding whether the Epping Planning Review Study Area can take any more residential development is the ETCTS.
82. It is also worth noting that in March 2014, the zoning and density controls for the parcels fronting Epping Road and Forest Grove were amended enabling higher residential yields as part of the DP&E's Priority Precinct process. With the controls having only been in place for 18 months, the applicant seeks further uplift through this planning proposal process. As noted elsewhere in this report, this planning proposal for additional residential development represents housing development simply to increase housing.

**Purchase of 725 Blaxland Road (former bowling club) site**

83. Part of the site (the former Bowling Club site) is zoned RE1 Public Recreation. The City of Parramatta became responsible for the Planning Controls that apply to the subject site when the amalgamation occurred in May 2016. Therefore, the City of Parramatta became the acquisition authority for this public recreation land.
84. However, Hornsby Council did not have a funding strategy to acquire the site at 725 Blaxland Road. When the bowling club site became available for sale (ie the transaction that resulted in the current land owner acquiring it). The then Hornsby Council, had the opportunity to purchase it but made a decision not to

- 17 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

yet still retained both the RE1 Public Open Space zoning on the Land Zoning Map, and the "Local Open Space Reservation" on the Land Reservation Acquisition Map, over the site.

85. Currently, there is no City of Parramatta Council funding strategy for its acquisition. The revised Section 7.11 and 7.12 (formerly 94/94A) Contributions Plans for Epping which came into effect in November 2017 does include collection for some open space provision. However, the advice in the Epping Planning Review was that Council would be better served by acquiring open space in different parts of Epping where growth is occurring rather than spending a substantial proportion of any funding available (via Section 94 or from other sources) on this portion of land which adjoins an existing substantial piece of open space. This recognises that spending funds to acquire this site would reduce Council's capacity to invest in other open space to meet the needs of growth in other parts of Epping as well as other community needs.
86. An initial internal valuation of the site was undertaken in mid 2017. The ERP Discussion Paper concluded that for the reasons described above the purchase of the site did not represent value for money and this position informed the subsequent adopted principle which was that Council not purchase the site and instead:
 

*That Council should seek to progress the planning proposal with Council as the RPA subject to the Traffic Study being completed before FSRs for the site can be finalised. That Council also negotiate with the developer for the provision of public open space in a way that ensures there is a suitable area of open space which is appropriately sized and located.*
87. Council Officers have subsequently commissioned an independent valuation for peer review purposes. The valuations remain Commercial in Confidence and confirms that the purchase of the site by Council is not a viable financial option.
88. With regards to the adopted principle above, Council Officers suggest that the opportunity to negotiate with the landowner to have them provide an equivalent amount of open space has changed because of the result of the ETCTS and is in part depended upon the decision made by the current RPA for the Austino Planning Proposal.
89. As already detailed above in this report the DP&E has chosen to remove the Council as the Relevant Planning Authority (RPA) for the Austino Planning Proposal and so it will need to make the next key decision. If despite the ETCTS the RPA now in place for the Austino PP (ie the Central Sydney Planning Panel) decide to proceed with the Planning Proposal then the Council should seek to enter into further discussions with the applicant and the RPA to seek to achieve some dedication of an equivalent amount of open space at no cost to Council as part of the Planning Proposal. If the DP&E allows the further growth despite the problems with the road network they should also be seeking to broker appropriate open space outcomes to help deal with the growth proposed.
90. However, if the RPA decides not to proceed with the Planning Proposal then Council and the applicant will still need to resolve what will happen to the former bowling club site as it will remain zoned RE1 Public Recreation. Whilst this zoning is retained Council remains the acquisition authority.
91. Council options for the former bowling club site in this case will be:-

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

- a. To commit to the acquisition by retaining the RE1 zoning. As detailed above this option is not recommended by Council Officers as is not considered to be an efficient use of Council funds.
  - b. Alternatively, rezone the site so Council is no longer the acquisition authority. In this case the appropriate zoning would be R4 High Density Residential with a maximum height of 17.5m (which permits 5-6 storeys) (Note the *Hornsby LEP* does not include FSR controls for sites zoned R4 High Density Residential but Council's Urban Designers indicate that this would allow approximately 162 units to be built on this site under the controls that would apply under the Hornsby DCP with an FSR equivalent to 1.5:1).
92. It is acknowledged that allowing the site to be rezoned to allow more residential development will be inconsistent with the ETCTS conclusions but Council has two conflicting issues that need to be managed. Council will need to balance two potential negative impacts:-
- a. the traffic impact
  - versus
  - b. the sub-optimal financial and open space outcomes if it commits to remaining as the acquisition authority for the former bowling club site.
93. Council Officer consider that rezoning the former bowling club site to R4 High Density Residential with a height of 17.5m and FSR of 1.5:1 is the preferred approach because:-
- a. The density that would be permitted is much less than that proposed in the applicants PP so the traffic impact would be mitigated by comparison.
  - b. Council will not be forced to expend resources acquiring the former bowling club site in a location Council Officers consider is not optimal use of available funds.
  - c. The building height is consistent with the height applied by the DP&E to transition areas when it put in place the existing planning controls in Epping. It will see a stepping down of permitted height as you move away from Epping Road and down to Forrest Park.
94. It is acknowledged that the density permitted on the former bowling club site is the most significant factor driving its valuation and as the density decreases so will the cost of acquiring the site. If Council and the DP&E accept that a R4 High Density Residential Zoning with a height of 17.5m and FSR of 1.5:1 are the appropriate alternate controls to the current RE1 zoning then it maybe possible to have further discussions with the owner about the implications of this for the redevelopment of the site and the delivery of open space outcomes.

**Recommendation**

95. That Council object to the Planning Proposal in its current form and density proceeding and request that Council be re-instated as the RPA so that Council can pursue a Planning Proposal that would retain the current controls that apply to the site with the exception of the Bowling Club portion of the site which would be rezoned from RE1 Public Recreation to R4 High Density Residential with a maximum Height of Building control of 17.5m and FSR of 1.5:1.

**IMPACT OF ETCTS ON PRELIMINARY PLANNING PROPOSALS**

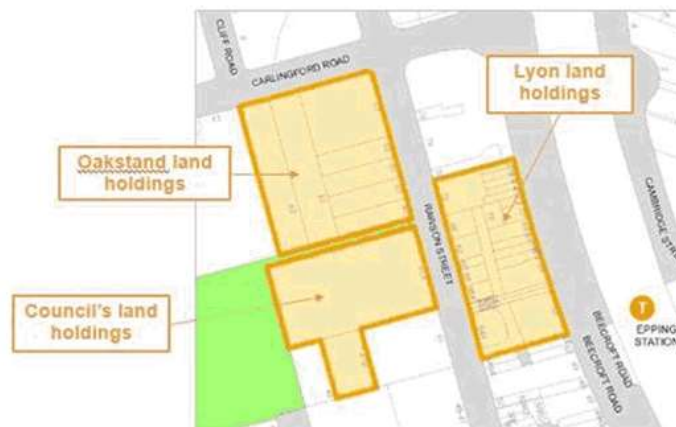
## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

96. As has been noted during Stage 1 of the Epping Planning Review process, two preliminary planning proposals were lodged with Council in late 2014 which affect land within the town centre (western side). Refer to Figure 4. Both proposals have been on hold on account of the ETCTS being completed as per adopted principles of 14 August 2017. When combined, the preliminary planning proposals seek more than **2,000 dwellings**. This equates to an additional 1,000 dwellings above what can currently be achieved across both sites.
97. Each proposal seeks a partnership with Council to develop their sites in conjunction with the Council car park. Figure 4 below shows both the Oakstand and Lyon Group land holdings as well as Council's land holdings. The details of each proposal are provided in **Attachment 7**.



**Figure 4** – Applicant owned land for preliminary planning proposals as well as Council's Rawson Car Park sites

#### Recommendations

98. Given the current growth rate from tracked DAs and the findings from the ETCTS, Council Officers conclude that in the short to mid term, there is no justification for further residential development simply to increase housing. That said, there is an opportunity for an expression of interest (EOI) process with landowners within the Town Centre to transfer some of the floorspace on Council's car park sites to another land owner/s site/s. The EOI process would, at the minimum, stipulate public benefits around a community hub facility, underground car parking, an east-west connection between community hub and the Epping Rail Station, and the like.
99. The outcome of this approach would mean that there is no net increase in residential floorspace above what can currently be achieved. Effectively Council would be "trading" off the FSR from the carpark site to other sites to generate funding to provide community facilities on the site of the current car park. It should be noted that any redevelopment would also include retention of carparking on site as it is recognised that this is critical to the operation of western part of the Epping Town Centre.
100. This process would be the subject of a further Council report before any further action is taken explaining the process and potential outcomes. The alternative

- 20 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

is to retain the current carpark site and seek to redevelop it independent of other landowners sites. In this case Council would find it difficult to realise the full FSR that currently applies on the site and at the same time provide a significant piece of civic space within current height limits. The viability of achieving the FSR of 4:1 and community facilities and a civic space on the site as a stand alone redevelopment would also be covered in the report should Council request a further report be provided.

**IMPACT OF ETCTS ON AREAS WITH INTERFACE ISSUES**

101. With regards to the heritage interface areas at Rosebank Avenue HCA, part of the Essex Street HCA, land parcels and Pembroke Road and Norfolk Street and the Rose Street Precinct, the principles adopted at the 14 August 2017 Council meeting recommend further planning analysis that tests higher residential densities such as **manor homes** or 3 storey **residential flat buildings** which would replace existing detached dwelling development.
102. The interface issues are a result of land use conflicts occurring as a result of the DP&E's Priority Precinct process and require resolution where possible. It is acknowledged that the ETCTS identifies significant traffic impacts on the EPR study area and increasing densities at interface areas will have an increase on the traffic impacts. However, the interfaces put in place where 5-6 storey building look onto the backyards of sites zoned for single dwelling development and covered by a Heritage Conservation Area designation are unacceptable and need to be addressed in some format. This issue was discussed in detail in the Epping Planning Review documents.
103. A copy of the EPR Discussion Paper and the report considered by the Council on 14 August 2017 have been attached (refer to **Attachments 8 and 9**). The details on each HCA and background on the recommendations for these areas is available in this background material. The report below details just the recommendations made previously and options discussed with Councillors at Ward Councillor Briefings to allow Council to determine whether it should proceed with the previous recommendations.
104. Council officers are of the opinion that if growth is to be permitted which will impact on the road network that it should be to resolve these types of planning problems rather than to just increase density on a site for the sake of additional housing numbers. It is for these reasons that Council Officers recommend that changes to the planning controls proceed despite the findings of the ETCTS.
105. Furthermore, in March this year, the DP&E released its *Low Rise Medium Density Housing Code* which comes into effect in July 2018. This establishes planning controls on some forms of medium density housing and provide further guidance on the recommended outcomes in this section.

**Rosebank Avenue HCA**

106. With regards to Rosebank Avenue HCA, in the 14 August 2018 Council report, Council Officers recommended:
  - a. Removing the HCA notation but keeping heritage items.
  - b. For the area south of the heritage items: allow 3 storey **residential flat buildings (RFBs)**.
  - c. For the area north of the heritage items: no change.
  - d. That the changes occur ahead of completion of ETCTS.

- 21 -

Council 9 July 2018

Item 14.5

107. Council subsequently resolved that it pursue 2 storey **manor homes** along full length of Rosebank Ave but test benefits of 3 storey **RFBs**.

*Recommendation*

108. Council Officers recommend proceeding with the original recommendations to remove the HCA notation, enable 3 storey **RFBs** south of the heritage items with no change north of the heritage items. Refer to Figure 5.



Figures 5 – Council Officer recommendation for Rosebank Avenue HCA

**1, 3, 3A, 5, 7, and 7A Norfolk Road and 25 Pembroke Street**

109. With regards to properties at 1, 3, 3A, 5, 7, and 7A Norfolk Road and 25 Pembroke Street, in the 14 August 2018 Council report, Council Officers recommended:

- a. Remove HCA notation but keep heritage items.
- b. R3 zone of area edged black but limit No.s 7 & 7A Norfolk Rd to **manor homes** (current zoning is shown in Figure 6).
- c. Enable 3 storey **RFB** on No.s 1, 3, 3A and 5 Norfolk Rd and 25 Pembroke St.
- d. Changes occur ahead of completion of ETCTS.

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5



**Figure 6** – Current zoning of 1, 3, 3A, 5, 7, and 7A Norfolk Road and 23, 23A and 25 Pembroke Street

110. Council subsequently resolved that it pursue 2 storey **manor homes** but test benefits of 3 storey **residential flat buildings**.
111. At the Ward Councillor Briefings discussed above the option of making no change to the controls in this area was discussed. Should Councillors wish to proceed with this option then Council should resolve to take no further action to change the planning controls for this precinct.

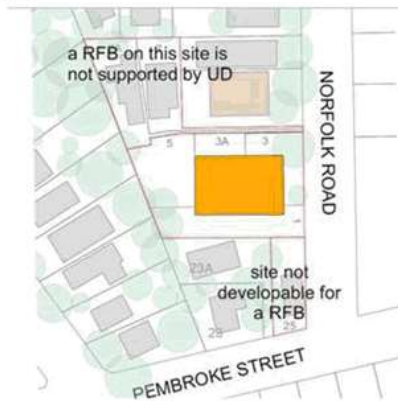
*Recommendation*

112. To ensure consistency with new Complying Code and subsequent analysis as part of the LEP Harmonisation process, Council Officers propose a new recommendation - **Part 'no change', part RFB**:
  - a. No changes to battle-axe blocks at No.s 7 & 7A (ie. maintain controls for **detached dwellings**) because this conflicts with the DP&E's Complying Code on battle-axe blocks.
  - b. Rezone No.s 1, 3, 3A & 5 to R3 zone to enable 3 storey **RFB** subject to amalgamation controls being put in place to create 1 super lot.
  - c. No.25 Pembroke cannot develop of itself and should retain its existing zoning.

Refer to the Figure 7.

Council 9 July 2018

Item 14.5



**Figure 7** – Council Officer recommendation for 1, 3, 3A, 5, 7, and 7A Norfolk Road and 23, 23A and 25 Pembroke Street

#### Essex Street HCA

113. With regards to the Essex Street HCA, in the 14 August 2018 Council report, Council Officers recommended:

- a. Remove HCA notation but keep heritage items.
- b. Allow **manor homes** on western side between Epping Road and Maida Road only with no change on eastern side.
- c. That the changes occur ahead of completion of ETCTS.

114. The above recommendations were supported by the Council in August 2017.

#### Recommendation

115. Council Officers recommend maintaining the above recommendations and develop DCP controls that protect larger setbacks to ensure the protection of the tree canopy at rear setbacks.

#### Rose Street Precinct

116. With regards to the Rose Street Precinct, in the 14 August 2018 Council report, Council Officers recommended:

- a. Allow **residential flat buildings** development (R3 zone) with urban design analysis to step down height to Brigg Rd to 2 storeys.
- b. That the changes occur ahead of completion of ETCTS.

117. Council subsequently resolved that it pursue 2 storey **manor homes** but test benefits of 3 storey **residential flat buildings**.

118. At the Ward Councillor Briefing Councillors the issue of the topography of this area and the drainage implications of allowing more density were raised. Council Officers consider that this issue could be investigated as part of the redevelopment options but if Councillors are of the opinion that this should be investigated upfront the recommendation should be amended accordingly.

#### Recommendation

119. Council Officers recommend allowing **residential flat buildings** with associated urban design analysis and DCP controls that enable the stepping

- 24 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

down of the building height to 2 storeys at the Brigg Road/Rose Street frontages and that the four (4) sites fronting Blaxland Road also be included in the precinct. Refer to Figure 8.



**Figure 8** – Council Officer recommendation for Rose Street Precinct but include the 4 properties fronting Blaxland Road

**Rockleigh Park**

120. With regards to the Rockleigh Park, in the 14 August 2018 Council report, Council Officers recommended:

- a. The area zoned R4 (edged with yellow line) be down-zoned to R3 to be consistent with R3 zone boundary to north and east.
- b. That further urban design analysis to determine best height and FSR controls.

121. The above recommendations were supported by the Council.

*Recommendation*

122. Council Officers recommend reinstate original recommendations. But ensure that **residential flat buildings** are prohibited from this area (R3 zone in HLEP permits 4 storey RFBs). Refer to Figure 9.



**Figure 9** – Council Officer recommendation for Rockleigh Park

**IMPACTS OF ETCTS ON COMMERCIAL FLOORSPACE**

- 25 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

123. Recent pre-lodgments and development applications within the centre continue to erode the volume of commercial floorspace within the centre as developers are 'opting out' of applying the existing DCP provisions that require delivery of 2, 3 and 4 storey podiums of commercial floorspace in mixed use proposals. This is because of the weak 'statutory weight' that DCP controls have over an environmental planning instrument such as a LEP.
124. As discussed in the section entitled "Impact of ETCTS on State Significant Development at 240-244 Beecroft Road", Council Officers have identified that approximately **8,200sqm of retail floorspace** and **35,200sqm of office floorspace** needs to be "replaced". To deliver this, Council's Urban Designers determine that three storey commercial podiums (comprising one floor of retail and two floors of office premises) on remaining sites can deliver the required floorspace.
125. With regards to traffic, the associated traffic impacts from commercial land uses (retail and office premises) may well be greater than those associated with residential development. This is because commercial uses tend to generate a greater number of trips per square metre of floor area. This is another area where Council Officers consider that it may be necessary to allow additional development to resolve a planning issue not related solely to housing delivery. In this case allowing additional density that may detrimentally impact on traffic outcomes should be considered.
126. Given this conflict around the need for more commercial floorspace within the centre to protect its economic viability and amenity, with its associated traffic impacts, a delicate balancing exercise is required that meets the of commercial floorspace needs of the centre whilst acknowledging the potential traffic impacts.
127. In light of the above, Council Officers have identified the following potential options:
- a. **Option 1 – No change:** This option involves no change to the current controls. Because the market favours residential development and the pace of that development recently, this option is highly likely to encourage DAs that deliver only ground floor commercial that will undermine centre's amenity and economic viability. This has no traffic impact compared to current controls.
  - b. **Option 2 – Require minimum level of commercial FSR provision to be provided without amending the maximum FSR or Building Heights:** This option involves increasing the commercial FSR requirements but this occurs at the cost of residential FSR. It means that the heights or densities of buildings will not change, but there will be a higher proportion of commercial floorspace within any development and less residential than would currently be permitted. In other words, it equates to a net decrease in residential FSR but will improve centre's amenity and economic viability. This will potentially result in a detrimental impact on the local traffic network.
  - c. **Option 3 – Require minimum level of commercial FSR provision to be provided but amend the maximum FSR or Building Heights to seek to retain where possible an FSR for residential equivalent to existing levels** This will mean increases in overall density and building heights but it makes delivery of more commercial (retail/office) uses more viable which will improve the centre's amenity and economic

- 26 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 9 July 2018

Item 14.5

viability. The detrimental impact on the local traffic network will be greatest with this option.

*Recommendation*

128. Of the above options, Council Officers recommend **Option 3 - Increase Commercial FSR and density/building heights** because of the strong residential market and the way the planning system operates, if Option 2 was pursued, Council would receive a flood of DAs seeking mixed use development with only the ground floor allocated to commercial uses. These would all have to be considered and potentially approved under the current planning rules and the opportunity to provide the commercial floorspace Epping needs will be lost forever. Without sufficient commercial/retail floorspace the future function and amenity of the Town Centre is significantly impacted.
129. Whilst Option 3 is the Council Officer preference at this point in time this scenario needs to be run through the traffic modelling and if the outcome is unacceptable it may be necessary to fall back to Option 2. A further analysis and report to Council will allow Council to determine which option it will ultimately pursue via a Planning Proposal.

**CONCLUSION**

130. The reported rate of growth compared to the growth envisaged by the DP&E in 2013 demonstrates the Epping Town Centre has been doing a lot of the "heavy lifting" for dwelling growth and that the impact on infrastructure means that further housing growth for the sake of increasing house supply in Epping is not necessary.
131. This report provides a basis for Council to take to the DP&E, the Minister for Planning and the GSC seeking support for a strategic approach to future planning in Epping where any growth seeks to solve existing planning problems rather than just increasing density for the sole purpose of providing additional housing supply.

**NEXT STEPS**

132. The next steps are:
- a. Progressing supplementary traffic analysis on new through link through 240-244 Beecroft Rd; and re-opening of former M2 bus tunnel link.
  - b. Exhibiting the ETCTS documentation for major stakeholder comment.
  - c. Council Officers to arrange EPR Steering Group meeting with State agencies about proposed policy change and revisiting infrastructure delivery.
  - d. Council Officers prepare further Council reports that seek to:
    - i. Provide advice on provision of community facilities on the Councils Rawson Street Car park land and whether an EOI process should be pursued to enter into partnerships with other landowners.
    - ii. Report on the outcome of the consultation on the Epping Town Centre Traffic Study and the results of the supplementary traffic analysis discussed in this report on:-
      1. Reopening of the former M2 bus tunnel link; and
      2. A new east west road link through 240-244 Beecroft Road.

- 27 -

**Item 6.2 - Attachment 2****Planning Proposal**

Council 9 July 2018

Item 14.5

- e. Planning Proposal processes inclusive of background and technical study preparation commence on:
  - i. The heritage interface areas; and
  - ii. The provision of commercial floor space in the centre.

Jacky Wilkes

**Senior Project Officer Land Use Planning**

Robert Cologna

**A/Service Manager Land Use Planning**

Sue Weatherley

**Director Strategic Outcomes and Development****ATTACHMENTS:**

1	ATTACHMENT 1 - Council Report of 12 February 2018	16 Pages
2	ATTACHMENT 2 – April 2018 and November 2017 responses from DPE on RPA matter	3 Pages
3	ATTACHMENT 3 – Related planning policy matters	3 Pages
4	ATTACHMENT 4 - ETCTS Report	51 Pages
5	ATTACHMENT 5 - ETCTS Appendices	192 Pages
6	ATTACHMENT 6 - Austino PP Traffic Impact Assessment undertaken for Council	39 Pages
7	ATTACHMENT 7 - For 28 May 2018 Council Report on EPR - Detail of Planning Proposals	6 Pages
8	ATTACHMENT 8 - EPR Discussion Paper	111 Pages
9	ATTACHMENT 9 - Council Report of 14 August 2017	59 Pages

**REFERENCE MATERIAL**

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## **Appendix 2 – Council Minutes 9 July 2018 (Item 14.5)**

D06487724 (F2018/03031)

23

## FOR ACTION

COUNCIL

9/07/2018

TO: Snr Project Officer (Jacky Wilkes)

**Subject:** Epping Town Centre Traffic Study and other Epping Planning Review Matters  
**Target Date:** 8/08/2018  
**Notes:** Jacky, for action please.  
 Please note adoption as per Epping Councillor Workshop. Also note amendment to (d)(ii) and addition of (0).  
**File Reference:** <FOLDERNUMBER> D06202874

RESOLVED (Tyrrell/Wearne )

- (a) **That** Council note this update on the Epping Planning Review and related matters.
- (b1) **That** Council exhibits the Epping Town Centre Traffic Study and supporting documentation (including the further supplementary reports) to enable comment from major stakeholders in accordance with the consultation plan described in the body of this report with a Community Briefing Session to be organised to inform the community about the content of the Traffic Study and allow them to ask questions about its preliminary findings to inform any submissions stakeholders may wish make on the study.
- (b2) **That** the exhibition material placed on public exhibition state that Council does not support any extension of Rosebank Avenue to connect with Rosen Street as described in the traffic study and advise the affected landowners of this decision.
- (c1) **That** despite recommendation (b1) above, that Council adopts the position that it does not support any:
- (i) Planning proposal or preliminary planning proposal that applies to sites situated within the Epping Planning Review Study Area which seek to deliver extra housing in addition to what can be achieved under the current planning controls, unless the planning proposal is seeking to address a planning issue identified in Council's Epping Planning Review process related to:-
    - commercial floor space in the Epping Town Centre; or
    - the Planning Controls that should apply to Heritage Conservation Areas or areas that interface with High Density Residential zones surrounding Epping Town Centre.
  - (ii) Development applications seeking an increase in residential density via clause 4.6 of the *PLEP 2011*; and that Council write to both the Department of Planning and Environment (DP&E) and the Greater Sydney Commission advising them this will remain Council's position until the State Government has provided infrastructure to resolve the through traffic issues with the Epping Town Centre.
- (c2) **That** a Planning Proposal including all necessary background studies and analysis be prepared to amend Clause 4.6 of *PLEP 2011* so that it cannot be used to seek a FSR greater than that permitted on the Floor Space Ratio Map for sites within the Epping Town Centre.

- (d) **That** in relation to the Austino Planning Proposal that Council write to the DP&E to:-
- (i) Object to the Planning Proposal proceeding in its current form and density and request that no Planning Proposal proceed for this site. Instead the existing planning controls should be retained with the portion currently zoned RE1 Public Recreation remaining in place along with retaining no Floor Space Ratio or Height of Buildings control notations applying to that portion.
  - (ii) **That** the Council write to the Minister for Planning seeking that the Minister amends the legislative provisions related to the acquisition of open space land applying the principle that where a developer has purchased land which at the time of purchase is already zoned public open space, they should not benefit from any changes to the value derived from the existing zoning of adjoining land or changes to zoning of adjoining land. And write to the Local Members requesting funding out of the Open Spaces and Greater Sydney Package. To avoid any doubt Council considers that the owner should be entitled to the price they paid (adjusted for CPI) but no increases in value as a result of changes to the planning controls surrounding the site.
- (e) **That** Council write to the Minister for Planning, Landcom and the Greater Sydney Commission and request the State Significant Development currently being progressed for 240-244 Beecroft Road be placed on hold until a workshop can be organised involving Council and Landcom to discuss and seek to resolve the following:-
- (i) to establish whether a new road link can be provided through this site linking Beecroft Road and Ray Road; and
  - (ii) the provision of commercial floor space on the site being provided at a level no less than 1:1 FSR on this site.
- (f) **That** a further report is brought to Council on the options for future civic space and community facilities on the following sites:-
- (i) the Rawson Street carpark site; and
  - (ii) the Chalmers Street site (containing the existing Epping Library site and adjoining open space);
- including analysis on whether any process should be commenced to realise the FSR available on either of these sites.
- (g) **That** in addition to correspondence Council resolved to forward to the State Government regarding the investigation of M2 tolling at the 12 June 2018 Council Meeting (i.e. Item 15.5) the further supplementary reports on:-
- (i) Reopening of the former M2 bus tunnel link; and
  - (ii) A new east west road link through 240-244 Beecroft Road
- be forwarded to the relevant transport agencies that manage the former M2 bus link, the RMS and Urban Growth and circulated to Councillors upon receipt and then be placed on public exhibition with the Epping Town Centre Traffic Study with any feedback received on this issues during the consultation to be reported back to Council.
- (h) **That** a Planning Proposal including all necessary background studies and analysis be prepared to progress LEP amendments as follows:-
- (i) Rockleigh Park Precinct; controls consistent with the recommendations in the body of this report
  - (ii) In the Norfolk, Pembroke, Essex Street area the planning controls be retained (including the Heritage Conservation Area notation) for 1, 3, 3A, 5, 7, and 7A Norfolk Road 25 Pembroke (ie retain the existing R2 Low Density Residential

zoning and the existing Height of Building controls of 8.5m) and instead amend the controls for the following sites as follows:-

- 21, 23, 25, 27 and 29 Essex Street amend the zoning from R4 High Density Residential to R3 Medium Density Residential with maximum height permitted on these sites to be amended from 17.5m to 11m (to allow for apartment building development no greater than 3 storeys on these sites); and
- The height of building control for 23, 23A Pembroke be reduced from 12m to 11m with the existing zoning of Residential R3 Medium Density Residential to be retained for these two sites;

and that the Planning Proposal and associated material be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.

- (i) **That** a Planning Proposal including all necessary background studies and analysis be prepared to progress LEP amendments for 2 - 8 Rosebank Ave and 1 - 7 Rosebank Ave as follows:

- (i) Remove the Heritage Conservation Area notation from these sites;
- (ii) Rezone the sites from Residential R2 Low Density Residential to R3 Medium Density Residential; and
- (iii) Amend the permitted height of building for these sites from 8.5m to 11m (to allow for apartment building development no greater than 3 storeys on these sites).

All other sites in Rosebank Avenue should retain their existing planning controls including the Heritage Conservation Area notation and that the Planning Proposal and associated material shall be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.

- (j) **That** a Planning Proposal and Draft DCP amendments including all necessary background studies and analysis be prepared to progress amendments to these plans for the Essex Street HCA Precinct with the planning controls to be consistent with the following:-


- (i) Retention of the existing Heritage Conservation Area for both sides of Essex Street
- (ii) Amend the planning controls to allow for detached dual occupancies on the western side of Essex Street between Epping Road and Maida Road (which are the sites that are impacted by proximity to the adjoining 5 storey apartment buildings) in the form where the second dwelling shall be permitted behind the existing dwelling but not in a Duplex form.
- (iii) That the Draft DCP that applies to this HCA and surrounding land be reviewed with a view to including: -
  - a detailed analysis of significant trees located on the sites on the western side of Essex Street and supporting DCP controls that seek protect those trees; and
  - Draft DCP planning controls that require provision to be made for the widening and improvement of the pedestrian link currently located between 58-60 Essex Street linking through to Forest Grove;

and that the Planning Proposal and associated material be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.

- (k) **That** no further action be taken to amend the Planning Controls that apply to the Rose Street Precinct until a drainage analysis detailing the implications of re-development of the Rose Street Precinct Sites is completed and reported to Council.
- (l) **That** a Planning Proposal including all necessary background studies and analysis be prepared to progress the recommended LEP amendments detailed in this report relating to new controls to require the provision of commercial floor space in the Town Centre and that the Planning Proposal and associated material be reported to Council for endorsement before it is forwarded to the Department of Planning and Environment seeking any Gateway Determination for the planning proposal.
- (m) **That** Council Officers identify potential sites for acquisition for open space purposes in the areas to the north east of the Epping Town Centre. This process should include obtaining valuations for acquisition and the construction of the parks and should also involve discussions with potentially affected landowners. A further report to Council on the outcome of this analysis be reported to Council to allow Council to determine whether it wishes to commence a rezoning process to rezone any sites in this area for open space.
- (n) **That** Council write to the Member for Epping seeking their support for funding for the acquisition of open space in the area north east of the Epping town centre as part of the Open Spaces and Greener Sydney package announced in April 2018. The Local Member also be requested to make representations to the relevant Minister to ensure the criteria that needs to be met to obtain grant funding provides flexibility (in terms of timeframe for delivery and the identification of the land to be acquired) so that Council can secure the funding prior to finalizing the rezoning and consultation/ acquisition processes
- (o) **Further, that** this motion carries the unanimous support of the Ward Councillors being Councillors Tyrrell, Wearne and Davis.

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PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## **Appendix 3 – Council Report 26 November 2018 (Item 11.1)**

D06487724 (F2018/03031)

24

## Item 6.2 - Attachment 2

## Planning Proposal

Council 26 November 2018

Item 11.1

**ACCESSIBLE**

<b>ITEM NUMBER</b>	11.1
<b>SUBJECT</b>	Epping Town Centre Traffic Study exhibition
<b>REFERENCE</b>	F2017/00210 - D06413142
<b>REPORT OF</b>	Snr Project Officer

**RECOMMENDATION**

- (a) **That** Council note the submissions and other feedback received during the public exhibition of the Epping Town Centre Traffic Study, as summarised in this report and attachments.
- (b) **That** Council note that the Traffic Study is underpinned by a Traffic Model that was prepared in consultation with NSW Roads and Maritime Services, is a 'live' document, and will be continually refined over time.
- (c) **That** Council note that the Traffic Model will be used by Council staff in assessing development applications and planning proposals, received within the town centre.
- (d) **That** Council note the Traffic Study assessed the traffic benefits of various potential local and State road improvement works, but as a traffic assessment it did not consider the works' costs or Council's capacity to fund them.
- (e) **That** Council endorse the preparation of a draft Epping Town Centre Transport Delivery Plan identifying:
  - i. Local works – that Council will deliver, including how much they will cost, how they will be funded, and when they will be delivered; and
  - ii. State works – for use by Council as a vehicle to advocate for the State Government to deliver.
- (f) **Further, that** Council note that the draft Transport Delivery Plan will:
  - i. be based on works recommended for further investigation in this report that takes into account the Epping Town Centre Traffic Study's findings and feedback received during its exhibition; and
  - ii. be reported back to Council for endorsement, alongside a new harmonised City of Parramatta development contributions framework, anticipated by the end of 2019.

**SUMMARY**

1. This report informs Council of the outcomes of the recent public exhibition of the Epping Town Centre Traffic Study (the Traffic Study) and provides recommendations on responding to the Traffic Study's findings and feedback received during its exhibition. Refer to **Attachment 1**.
2. The town centre has experienced unprecedented development since the State Government changed the town centre's planning controls in 2014. Development has occurred substantially faster than the Government forecast and Council has requested various actions to assist with addressing community concerns arising from this development.
3. Key actions requested by Council are the preparation and public exhibition of the Traffic Study. The Traffic Study assessed the likely traffic benefits to be provided by potential local and State road improvement works. It did this for two

- 318 -

## Item 6.2 - Attachment 2

## Planning Proposal

Council 26 November 2018

Item 11.1

growth scenarios: a 2026 growth scenario based on 5,000 new dwellings compared to a 2017 base year, and a 2036 growth scenario based on 10,000 new dwellings. A total of 13 works were modelled comprising three local works and 10 State works.

4. The Traffic Study's key finding is that the modelled Council and State road improvement works will provide some benefit by slowing the rate at which traffic worsens, however, traffic will still worsen over time even if all the modelled works are implemented.
5. The Traffic Study was exhibited between 25 July and 11 September 2018. A total of 14 submissions were received from local residents and community groups. Feedback was also received at a community information session and drop-in session.
6. Most submissions suggested additional works not included in the Traffic Study, to assist with addressing traffic in the town centre. Submissions that commented on modelled works expressed mixed views about particular works. Submissions also provided comments on other matters not related to physical road works, such as changing planning controls to limit development or change parking rates.
7. In response to the Traffic Study's findings and feedback received during the exhibition, it is proposed to prepare a draft Epping Town Centre Transport Delivery Plan (Transport Delivery Plan). The Transport Delivery Plan will identify works Council will deliver and works Council will advocate for the State Government to deliver, beyond those works already committed to by Council and the State Government.
8. It is expected that many of the Council works items will be partly or fully funded by development contributions, and the Transport Delivery Plan will be reported to Council alongside a new harmonised City of Parramatta development contributions framework, anticipated by the end of 2019.
9. Overall, the proposed works items will assist with cumulatively addressing traffic issues in Epping town centre. They will provide increased capacity and supply, and will be supported by some recommended demand-management measures, such as changes to onsite parking controls, which are the subject of a separate concurrent report to Council.

Jacky Wilkes  
Senior Project Officer

Jonathon Carle  
Service Manager Land Use Planning

Jennifer Concato  
Manager City Strategy

Mark Leotta  
Acting Director Strategic Outcomes and Development

**ATTACHMENTS:**

1 <a href="#">Attachment 1 - Background</a>	6 Pages
2 <a href="#">Attachment 2 - Summary of Submissions</a>	19

- 319 -

**Item 6.2 - Attachment 2**

**Planning Proposal**

Council 26 November 2018

Item 11.1

- 3 [Attachment 3 – Proposed Traffic and Transport Improvements](#)
- 4 [Attachment 4 – Map of Proposed Traffic and Transport Improvements](#)

Pages  
8 Pages  
1 Page

PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## **Appendix 4 – Council Minutes 26 November 2018 (Item 11.1)**

D06487724 (F2018/03031)

25

**FOR ACTION**

COUNCIL

26/11/2018

TO: Snr Project Officer (Jacky Wilkes)

**Subject:** Epping Town Centre Traffic Study exhibition  
**Target Date:** 26/12/2018  
**Notes:** Jacky, for action  
**File Reference:** <FOLDERNUMBER> D06413142

RESOLVED (Davis/Esber)

- (a) **That** Council note the submissions and other feedback received during the public exhibition of the Epping Town Centre Traffic Study, as summarised in this report and attachments.
- (b) **That** Council note that the Traffic Study is underpinned by a Traffic Model that was prepared in consultation with NSW Roads and Maritime Services, is a 'live' document, and will be continually refined over time.
- (c) **That** Council note that the Traffic Model will be used by Council staff in assessing development applications and planning proposals, received within the town centre.
- (d) **That** Council note the Traffic Study assessed the traffic benefits of various potential local and State road improvement works, but as a traffic assessment it did not consider the works' costs or Council's capacity to fund them.
- (e) **That** Council endorse the preparation of a draft Epping Town Centre Transport Delivery Plan identifying:
  - i. Local works – that Council will deliver, including how much they will cost, how they will be funded, and when they will be delivered; and
  - ii. State works – for use by Council as a vehicle to advocate for the State Government to deliver.
- (f) **Further, that** Council note that the draft Transport Delivery Plan will:
  - i. be based on works recommended for further investigation in this report that takes into account the Epping Town Centre Traffic Study's findings and feedback received during its exhibition; and
  - ii. be reported back to Council for endorsement, alongside a new harmonised City of Parramatta development contributions framework, anticipated by the end of 2019.

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PLANNING PROPOSAL – Amendment to Clause 4.6 in Epping Town Centre

## **Appendix 5 – Epping Transport and Traffic Improvements (Item 11.1)**

D06487724 (F2018/03031)

26

Attachment 3 - Epping Town Centre Traffic Analysis

**ATTACHMENT 3 – PROPOSED TRAFFIC AND TRANSPORT IMPROVEMENTS**

The tables in this attachment list the major and minor proposed traffic and access infrastructure improvements and policy requirements that are recommended for progression given the faster-than-planned residential growth within the Epping Town Centre Study Area. Table 1 lists the major improvements whilst Table 2 lists the minor improvements including policy amendments.

**TABLE 1 – Proposed Traffic and Transport Improvements - Major**

Proposed Road Improvement	Responsibility	Exhibition comments	Council Officers' comments
<b>Western side of Epping Railway line</b>			
1. <b>Widen Epping Station bridge at Epping Road (westbound)</b> by adding an additional lane to connect with existing northbound lane up to existing blister.	State Government	Two submitters do not support the bridge widening as it was assumed it would provide no benefits. Despite this view, generally, there has been overwhelming support for this road improvement (expressed at the Community Information Session, the Drop-in Session and throughout the Epping Planning Review process to date).	This improvement would constitute Beecroft Road Works – Stage 1.  This improvement has \$50.04 million of State government funding and will be delivered by RMS.  This improvement will improve traffic flow but have little to no impact on the westbound PM peak. However, it would have a greater benefit if it was undertaken in conjunction with Item 2, below.  The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A1, A2 and A3.
2. <b>Widen Beecroft Road (westbound) between Carlingford Road and Bridge Street</b> - involves removing the blister north of Bridge Street in front of the Commonwealth Bank building and relocation of the pedestrian bridge stairway landing and lift shaft in front of 49-58 Beecroft Road. (Note: these improvements are also likely to require replacement of the pedestrian bridge to the Epping Railway Station).	State Government	Some submitters and attendees from the Community Information Session/Drop-in Session see that this widening is a critical element of the Epping Station Bridge widening.  RMS raises no objection to this widening but notes that this widening may not be feasible due to insufficient width in the road reserve to fit the required lane, media and footways.	These improvements would constitute Beecroft Road Works – Stage 2.  These improvements were not modelled in either the Land Use Report and the Link/Tunnel Report. However, if in place, these improvements would bring significant improvements to the traffic flow.  Given RMS's response, further consultation with RMS and feasibility would need to be undertaken which would be recommended in the Transport Delivery Plan.  The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A1, A2, A3, A4 and A26.
3. <b>Tidal flow</b> between the widened Epping Station Bridge and Beecroft Road (westbound) where Beecroft Road extends into four lanes, south of Carlingford Road which enables:	State Government	(No comment was received on this proposed improvement).	This improvement would constitute Beecroft Road Works – Stage 3.  While this road improvement was not tested in the Epping Town Centre Traffic Analysis, the Land Use Report concluded if the bridge were to operate with future tidal flow traffic conditions such as four lanes eastbound during the morning peak periods with two

D06478257 (F2017/00210)

Page 1 of 8

## Item 6.2 - Attachment 2

## Planning Proposal

Attachment 3 - Epping Town Centre Traffic Analysis

Proposed Road Improvement	Responsibility	Exhibition comments	Council Officers' comments
<p>a) four lanes eastbound and two lanes westbound during AM peak; and</p> <p>b) three lanes in each direction during the PM peak.</p>			<p>lanes westbound and three lanes in each direction during the afternoon peak periods, this future improvement could provide significant travel flow benefits during both these peak periods (p.48).</p> <p>The Central City District Plan actions relevant to this proposed upgrade are Actions A1, A2, A3 and A6.</p>
<p><b>4. Re-open the former bus tunnel link</b> connecting Cambridge Street with Beecroft Road (westbound traffic only).</p>	State Government	<p>Some North Epping residents are of the view that they would benefit from this improvement but believe that it would only work provided there was appropriate traffic calming in place to stop rat running.</p> <p>RMS note that the link is currently used as an active transport link which RMS support and sees that there is minimal benefit to reopening the tunnel as alternative egress for general traffic.</p>	<p>The Link/Tunnel Report concluded that while the reopening of the tunnel (and through link) has some merit that further additional traffic capacity improvements also need to be identified and examined for the Carlingford Road/Beecroft Road and Epping Road/Blaxland Road intersections in order for the Council proposed road improvements to achieve improvements in local traffic movement in 2026 and 2036 (p.30).</p> <p>Also, given RMS's response, further consultation with RMS would need to be undertaken as the Link/Tunnel Report says that there may be benefits if the reopening of the bus tunnel is done in conjunction with other upgrades.</p> <p>The Central City District Plan actions relevant to this proposed upgrade are Actions A3 and A5.</p>
<p><b>5. East west link through 240-244 Beecroft Road</b> – create a new local road through this site connecting Ray Road to Beecroft Road. Left-in and left-out only at connection with Beecroft Road and all turning movements permitted at Ray Road. This includes a pedestrian through link</p>	State Corporation (Landcom and Sydney Metro Northwest) and TNSW	<p>Some attendees at the Community Information Session expressed concern that this proposed road improvement would increase traffic along Ray Road north of the through link.</p> <p>RMS recommend that Council liaise further with TNSW and Landcom on this matter.</p>	<p>This through link was tested in both the Land Use Report and the Link/Tunnel Report. The latter report concluded that while the through link (and reopening of the tunnel) has some merit that further additional traffic capacity improvements also need to be identified and examined for the Carlingford Road/Beecroft Road and Epping Road/Blaxland Road intersections in order for the Council proposed road improvements to achieve improvements in local traffic movement in 2026 and 2036 (p.30).</p> <p>This through link should also provide a pedestrian through link which is consistent with the 'Public Domain' section of the Epping Planning Review Discussion Paper.</p> <p>Council Officers continue to liaise with Landcom and Sydney Metro Northwest to ensure a vehicle/pedestrian through link is provided through the site.</p> <p>The Central City District Plan actions relevant to this proposed upgrade are Actions A1, A2, A3 and A26.</p>
<p><b>6. New link road between Rawson Street and Carlingford Road</b> – as</p>	Council	<p>RMS raises no objection to the creation of this new road. (See also comments at Item 7).</p>	<p>This upgrade was tested in the Land Use Options Testing Report in the 2036 growth scenario and is proposed in the Parramatta</p>

D06478257 (F2017/00210)

Page 2 of 8

Attachment 3 - Epping Town Centre Traffic Analysis

Proposed Road Improvement	Responsibility	Exhibition comments	Council Officers' comments
per Figure 4.1.5.3 in Parramatta Development Control Plan 2011			<p>DCP 2011 (refer to Figure 4.1.5.3 'Pedestrian Connections and Laneways'). This upgrade works in conjunction with Item 7, below. Council to explore options for a connection from the Rawson Street car park site to Carlingford Road. This could potentially occur as part of an EOI process for the civic hub on the Rawson Street car park site. Any supporting traffic analysis to an EOI could test a range of options. This would happen in liaison with RMS.</p> <p>Council's objection for Rawson Street is to create a civic hub which has a village type environment.</p> <p>The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A1, A2 and A3.</p>
<p>7. <b>Install traffic signals at Cliff Road/DCP road intersection</b> – to enable:</p> <ul style="list-style-type: none"> <li>a) Left in/Left out from Cliff Road/DCP road.</li> <li>b) Straight ahead movement from Cliff Road/DCP road.</li> <li>c) Right out from Cliff Road/DCP road.</li> <li>d) Right in to Cliff Road/DCP road (outside of peak, only).</li> </ul>	State Government and Council	<p>RMS provides in principle support for this upgrade (which is dependent on Item 6, above) provided it is contingent on the removal of traffic signals at the intersection of Carlingford Road / Ray Road, / Rawson Street and would only support one set of traffic signals of these two intersections. RMS approval would be required on the layout and operation of the traffic signals.</p>	<p>These intersection upgrades were tested in the Land Use Options Testing Report in the 2036 growth scenario. This upgrade works in conjunction with Item 6, above.</p> <p>These upgrades are recommended for further discussion with the relevant State Agencies and State Corporations for progression for the purpose of Transport Delivery Plan which would include State Infrastructure (including State Corporations infrastructure) and Local (Council) infrastructure. It will also involve coordination with the land owners of 53 Rawson Street.</p> <p>The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A1, A2, A3 and A26.</p>
<p>8. <b>Ray Road/Carlingford Road intersection upgrades:</b></p> <ul style="list-style-type: none"> <li>a) Remove traffic lights and install barrier on Carlingford Road to restrict movements to left-in/left-out from both Ray Road and Rawson Street as well as construct; and</li> <li>b) Construct new pedestrian bridge on western side of Ray Road and Rawson Street.</li> </ul>	State Government	<p>One of the predominant criticisms received in on intersection performance during the exhibition phase was regarding the poor function of the Ray Road/Carlingford Road and Beecroft Road/Carlingford Road intersection because of their proximity to one another. These residents want to see an improvement to the performance of these intersections. This feedback was received via submissions, the CIS and the Drop-in Session.</p> <p>Some community sentiment disapproves of this intersection upgrade.</p>	<p>These intersection upgrades were tested in the Epping Town Centre Traffic Analysis.</p> <p>These upgrades are recommended for further discussion with the relevant State Agencies and State Corporations for progression for the purpose of a Transport Delivery Plan which would include State Infrastructure (including State Corporations infrastructure) and Local (Council) infrastructure.</p> <p>The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A1, A2, A3, A4 and A26.</p>

D06478257 (F2017/00210)

Page 3 of 8

Attachment 3 - Epping Town Centre Traffic Analysis

Proposed Road Improvement	Responsibility	Exhibition comments	Council Officers' comments
		RMS raises no objection to the median barrier on Carlingford Road to restrict movements provided it is implemented in conjunction with the proposed signalisation of Carlingford Road and Cliff Road / DCP Road. Further, any pedestrian bridge would need to comply with all relevant Standards, Guidelines and RMS requirements.	
9. Kent Street/Cliff Rd intersection – install a roundabout	Council	Some nearby residents have expressed concern (via submissions and the CIS) that any intersection re-configurations undertaken to increase the amount of traffic travelling in this vicinity were not supported.	This upgrade was tested in the principal traffic study for the 2036 growth scenario and is a low priority and subject to Items 7 and 8 proceeding.  This upgrade is recommended for further discussion with the relevant State Agencies and State Corporations for progression for the purpose of a Transport Delivery Plan which would include State Infrastructure (including State Corporations infrastructure) and Local (Council) infrastructure.  The Central City District Plan actions relevant to this proposed upgrade are Actions A1, A2 and A3.
10. Kent Street/Carlingford Road intersection – Install traffic signals. (Note: This upgrade retains the existing right turn movements that are permitted at the intersection. Traffic signals could be installed if traffic volumes increase substantially).	Council / State Government	Some residents have expressed concern that any signalisation of this intersection will turn Kent Street into a main road. This feedback was received via the CIS and submissions.  RMS would be willing to give further consideration to this intersection provided further analysis is undertaken. RMS also note that any design would be subject to RMS sign-off and seek funding that involves no cost to RMS.	This upgrade was tested in the East West Link/Bus Tunnel Options Supplementary Report for the 2036 growth scenario.  Given RMS's response, further consultation with RMS would need to be undertaken which would be recommended in the Transport Delivery Plan. With regards to funding, Carlingford Road is a State owned road and it would be re  The Central City District Plan actions relevant to this proposed upgrade are Actions A3 and A5.
11. Increase the capacity of the intersection at Carlingford Road / Beecroft Road by: a) Lengthen queuing for right turn movement from Beecroft Road into Carlingford Road.	State Government and State Corporation (Landcom)	RMS sees some benefit in the widening of Beecroft Road (northbound) – on the northern side of Carlingford Road – however recognises that this would require the provision of privately owned land (road widening) from the Service	This upgrade is only part of proposed works within the conclusion of the East West Link/Bus Tunnel Option Supplementary study which states that some additional traffic capacity will also be required at the two most critical road capacity intersections for the Epping town centre - Carlingford Road/Beecroft Road and Epping Road/Blaxland Road - in order to prevent any potential

D06478257 (F2017/00210)

Page 4 of 8

## Item 6.2 - Attachment 2

## Planning Proposal

Attachment 3 - Epping Town Centre Traffic Analysis

Proposed Road Improvement	Responsibility	Exhibition comments	Council Officers' comments
b) Add an additional left turn lane from Carlingford Road into Beecroft Road and lengthen left turn queuing. This involves partial acquisition of: <ul style="list-style-type: none"> <li>i. 240-244 Beecroft Road;</li> <li>ii. 1-5 Ray Road; and</li> <li>iii. 8 Cliff Road.</li> </ul>		Station and the Sydney Metro Northwest site at 240-244 Beecroft Road.	adverse flow on traffic diversion impacts for the existing major road traffic delays at these intersections (p.30). These improvements at the intersection of Carlingford/Beecroft Road may be essential to improve the future performance of Item 4 - Re-open the former bus tunnel link. Also, given RMS's response, further consultation with RMS would need to be undertaken. The Central City District Plan actions relevant to this proposed upgrade are Actions A3 and A5.
<b>East side of Epping Railway line</b>			
<b>12. Epping Road</b> – Set a Level of Service for motorists exiting from the east side of Epping, north of Epping Road so that motorists do not wait for more than 2 cycles of the traffic signals to get onto, or south of, Epping Road.	State Government	RMS noted that due to the dynamic nature of traffic demands... RMS are unable to guarantee that motorists would not wait for more than 2 cycles of the traffic signals to get onto, or south of, Epping Road.	This improvement was tested within the Epping Town Centre traffic model. However, Council Officers' see that this upgrade can be replaced with alternate improvements in Essex Street and Langston Place. Refer to new items 11, 12 and 13, below. Therefore it recommended that this upgrade is not progressed into the Transport Delivery Plan. The Central City District Plan actions relevant to this proposed upgrade are Actions A2, A3 and A6.
<b>13. Extend lane lines and 'No Parking' restrictions in Essex Street near Epping Road</b>	Council	N/A	This upgrade replaces Item 12 and works in conjunction with Item 14 and 15. The Central City District Plan actions relevant to this proposed upgrade are Actions A2, A3 and A6.
<b>14. Remove bus lane in Langston Place at Epping Road and replace it with straight through lane.</b>	Council	N/A	This upgrade replaces Item 12 and works in conjunction with Item 13 and 15. The Central City District Plan actions relevant to this proposed upgrade are Actions A2, A3 and A6.
<b>15. Install raised pedestrian crossing in Essex Street immediately north of Pembroke Street</b>	Council	N/A	This upgrade replaces Item 12 and works in conjunction with Item 13 and 14. The Central City District Plan actions relevant to this proposed upgrade are Actions A2, A3 and A6.

D06478257 (F2017/00210)

Page 5 of 8

Attachment 3 - Epping Town Centre Traffic Analysis

TABLE 2 – Proposed Traffic and Transport Improvements and Policy Amendments – Minor

Proposed Road Improvement	Responsibility	Exhibition comments	Council Officers' comments
16. Improve amenity of the pedestrian footpath at Carlingford Road between Kent Street and Beecroft Road (north and south footpaths)	State Government	This upgrade is also consistent with feedback from residents regarding the existing poor pedestrian amenity and safety concerns.	This upgrade is recommended by Council Officers to improve the walkability between Kent Street and the Epping Railway Station. This section of Carlingford Road has seen a dramatic increase in population since 2016 as a result of new residential flat buildings on the northern side of Carlingford Road between Kent Street and Cliff Road (east). The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A3, A4, A5 and A26 (b).
17. Improve amenity of the pedestrian footpath at Beecroft Road (east) between the bus stop and Carlingford Road and Epping Station Bridge (east)	State Government	This upgrade is also consistent with feedback from residents regarding the existing poor pedestrian amenity and safety concerns.	This upgrade is recommended by Council Officers to improve the walkability at Beecroft Road between Carlingford Road and Epping Station Bridge (east). This proposed upgrade is consistent with feedback from residents regarding the existing poor pedestrian amenity and safety concerns on State road infrastructure that link residents to the Epping Railway Station. The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A3, A4, A5 and A26 (b).
18. Improve amenity of the pedestrian footpath along Blaxland Road between Maida Road and Epping Road	State Government	This proposed upgrade is consistent with feedback from residents regarding the existing poor pedestrian amenity and safety concerns on State road infrastructure that link residents to the Epping Railway Station.	This upgrade is recommended by Council Officers to improve the walkability along Blaxland Road between Maida Road and Epping Road. The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A3, A4, A5 and A26 (b).
19. Update parking controls for residential development within 800m of the Epping Railway Station that: <ul style="list-style-type: none"> <li>Reduces car parking rates in residential development</li> <li>Provides car share facilities in new development</li> <li>Enables more stringent Green Travel Plans</li> </ul>	Council	The community is split on this issue. Some residents are of the view that reducing car parking rates will place on on-street parking. Other residents are of the view that if car parking rates are not reduced now, it will only worsen the on-street car parking pressures in the future.	Council has prepared a Draft development control plan to reduce car parking rates within the Epping Town Centre (affecting both Parramatta Development Control Plan 2011 and Hornsby Development Control Plan 2013) which is also scheduled for the 26 November 2018 Council meeting. When assessing new development applications for residential development, these initiatives will assist with reducing the parking demand from the site and the traffic generated by it. The <i>Central City District Plan</i> action relevant to this proposed upgrade is Action A27.

D06478257 (F2017/00210)

Page 6 of 8

## Item 6.2 - Attachment 2

## Planning Proposal

Attachment 3 - Epping Town Centre Traffic Analysis

Proposed Road Improvement	Responsibility	Exhibition comments	Council Officers' comments
<ul style="list-style-type: none"> <li>De-couples apartment lots from car parking lots.</li> </ul> <p>20. <b>Improve through block connections (existing and new)</b> within and around the town centre</p>	Council	<p>The community have noted that the walkability of the Town Centre Study area could be improved, including through links. This feedback was received via submissions and the CIS.</p>	<p>Council is undertaking a number of initiatives to deliver this via:</p> <ul style="list-style-type: none"> <li>a fast-tracked amendment to Parramatta DCP 2011 involving footpath widening that came into effect in April 2018.</li> <li>Intervention over a site at 19-21 Forest Grove delivered the widening of a footpath. A future PP will deliver the rest of the widening to Essex Street.</li> </ul> <p>Also, future planning proposal and development control plan amendments will identify the opportunities for future through links consistent with resolutions of 2017.</p> <p>With regards to <b>cycling infrastructure</b> Council's <i>Bike Plan</i> (May 2017) identifies bike routes through the Town Centre Study area that are proposed for upgrading or proposed new routes. These routes connect the centre from the north, south, east and west.</p> <p>The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A3, A4, A5 and A26 (b) and (c).</p>
21. <b>Review existing public transport services</b> - particularly buses - that service the Epping Town Centre Study Area	State Government	<p>Some residents have raised the issue of the inadequacy of the PM bus services. This feedback was received via submissions and the CIS.</p>	<p>This review is recommended by Council Officers given the faster-than-planned growth that has occurred in the last 3 years.</p> <p>The <i>Central City District Plan</i> action relevant to this proposed upgrade is Action A32.</p>
22. <b>M2 Motorway Tolling Regime</b> - introduce distanced based tolling regime similar to the M7, to encourage non-local through traffic to use the M2 rather than driving through Epping to avoid the M2.	State Government (in conjunction with The Hills Motorways Limited)	<p>There is strong community sentiment that some form of new pricing regime is required on the M2 Motorway. This is to entice the sub-regional traffic that travels through Epping that would switch to using the M2 Motorway if the tolling regime made travel more affordable for this traffic. This feedback was received via submissions and the CIS and the Drop-in session.</p>	<p>A letter dated 30 August 2018 from the Minister for Roads, Maritime and Freight advised that <i>changing the tolling regime would require commercial negotiations...to achieve favorable terms...and ...would need to be supported by detailed traffic modelling and project scoping to assess the traffic and financial impact of this change</i> (Letter from Minister for RMS, 30 August 2018).</p> <p>The Epping Town Centre Traffic Analysis provides the justification for a review of the tolling regime. Any further analysis to assess the <i>financial impact of this change</i> would need to be undertaken by the State Government as it is a State asset and has district implications outside Parramatta LGA.</p> <p>The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Actions A3, A5 and A6.</p>

D06478257 (F2017/00210)

Page 7 of 8

## Item 6.2 - Attachment 2

## Planning Proposal

Attachment 3 - Epping Town Centre Traffic Analysis

Proposed Road Improvement	Responsibility	Exhibition comments	Council Officers' comments
23. A pedestrian refuge island in Brigg Road	Council	This road improvement was proposed by a local resident submission.	This item is already on list for consideration of funding. It would ensure pedestrian safety when cars turn right from Blaxland Road into Brigg Road. The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Action A26, A27 and A32.
24. A pedestrian refuge island in Maida Road near Blaxland Road	Council	This road improvement was proposed by a local resident submission.	This item is already on list for consideration of funding. It would ensure pedestrian safety owing to the amount of traffic at Blaxland Road with Maida Road. The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Action A26, A27 and A32.
25. A roundabout at the intersection of Forest Grove/Maida Road	Council	This road improvement was proposed by a local resident submission.	This item may not be a priority for council but this will be further investigated in terms of accident history. The <i>Central City District Plan</i> action relevant to this proposed upgrade is Action A27.
26. A pedestrian refuge island or pedestrian crossing in at Chester Street	Council	This road improvement was proposed by a local resident submission.	This suggested road improvement requires further investigation. The <i>Central City District Plan</i> actions relevant to this proposed upgrade are Action A26, A27 and A32.

The above tables do not constitute a full and comprehensive list of the future traffic and transport improvements recommended for progression into the Transport Delivery Plan. However, they are a first step in progressing relevant traffic and transport improvements to improve the Epping traffic environment.

The proposed improvements are visually shown in Attachment 4 – Map of proposed works.

D06478257 (F2017/00210)

Page 8 of 8

MINUTES OF THE LOCAL PLANNING PANEL HELD REMOTELY VIA  
ELECTRONIC MEANS ON TUESDAY, 15 DECEMBER 2020 AT 3.30PM

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PRESENT

David Lloyd QC (Chair), Robert Hussey, Warrick McLean, Richard Thorp.

ACKNOWLEDGEMENT TO TRADITIONAL LAND OWNERS

The Chairperson, acknowledged the Burramattagal Clan of The Darug, the traditional land owners of Parramatta and paid respect to the elders both past and present.

WEBCASTING ANNOUNCEMENT

The Chairperson advised that the public meeting was being recorded. The recording will be archived and made available on Council's website.

APOLOGIES

There were no apologies made to this Local Planning Panel.

DECLARATIONS OF INTEREST

Robert Hussey declared an actual conflict of interest in Item 5.3, being that he took part in the consideration of the matter previously as a member of the Parramatta Local Planning Panel. He took no part in the consideration or vote in the matter.

REPORTS - DEVELOPMENT APPLICATIONS

- 6.2        SUBJECT        PUBLIC MEETING:  
Post-exhibition: Planning Proposal to 'switch off' Clause  
4.6 Variation, as it applies to FSR for sites within the  
Epping Town Centre.

REPORT OF    Project Officer Land Use Planning

The Panel considered the matter listed at Item 6.2 and attachments to  
Item 6.2.

PUBLIC FORUM

There were no public forums for Item 6.1

2121        **RECOMMENDATION**

That the Local Planning Panel recommends the following to Council:

- (a)    **That** Council receives and notes the summary of submissions  
made during the public exhibition of the Planning Proposal –  
Amendments to Clause 4.6 of Epping Town Centre at Attachment  
1.

- (b) **That** Council endorse for finalisation the Planning Proposal to amend Clause 4.6 in the *Parramatta Local Environmental Plan 2011* and *Hornsby Local Environmental Plan 2013* by disabling the use of Clause 4.6 variations in relation to floor space ratio controls for the following types of development in the Epping Town Centre:
- i. In *Parramatta LEP 2011* - residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within Zone B2 Local Centre or residential accommodation in Zone R4 High Density Residential; and
  - ii. In *Hornsby LEP 2013* - residential accommodation and tourist and visitor accommodation, or a mixed use development that includes these uses within Zone B2 Local Centre.
- (c) **That** Council submit the Planning Proposal to the Department of Planning, Industry and Environment (DPIE) requesting their finalisation, noting that Council does not have plan-making delegation for this Planning Proposal.
- (d) **Further, that** Council authorises the CEO to correct any minor policy inconsistencies and any anomalies that are of an administrative nature relating to the Planning Proposal that may arise during the finalisation process.

The Panel decision was unanimous.

For: David Lloyd QC (Chair), Robert Hussey, Warrick McLean, Richard Thorp.

Against: Nil

#### **REASONS FOR RECOMMENDATION**

The Panel supports the findings found in the assessment report and endorses the reasons for recommendation contained in that report

The meeting terminated at 3:50 pm.

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Chairperson

## **NOTICES OF MOTION**

**08 FEBRUARY 2021**

18.1	NOTICE OF MOTION: Condolence Motion: Don Stein AM .....	580
18.2	NOTICE OF MOTION: 2021 Australia Day Honours.....	583
18.3	NOTICE OF MOTION: M52 Bus Route Withdrawn from Service.....	585
18.4	NOTICE OF MOTION: Cancellation of the M4 Westbound Off-Ramp at Parramatta Rd and Hill Rd. Lidcombe .....	587
18.5	NOTICE OF MOTION: Lighting at Hill Road, Wentworth Point and the LGA	588

## NOTICE OF MOTION

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<b>ITEM NUMBER</b>	18.1
<b>SUBJECT</b>	NOTICE OF MOTION: Condolence Motion: Don Stein AM
<b>REFERENCE</b>	F2019/03630 - D07861937
<b>FROM</b>	Councillor Dwyer

### MOTION

- (a) **That** Council acknowledge the passing of Don Stein AM, offering our condolences to his family and friends.
- (b) **That** Council write a letter of condolence to the family of Mr Stein, acknowledging his passing and valued community service.
- (c) **Further, that** the Chamber hold a minutes silence as a gesture of respect on his passing and in recognition of this dedication to the Parramatta community.

### BACKGROUND

1. Mr Rothrewel Donald (Don) Stein AM passed away on Monday 11 January 2021 at the age of 90. Born in the middle of the Great Depression and raised on his parent's poultry farm in Smithfield NSW, Don Stein AM was instilled at a young age with the values of honesty, integrity, respect and trust.
2. After an apprenticeship as a fitter machinist, he worked with one of the country's largest engineering companies, Gibson Battle, and later Coates Hire. Mr Stein then founded his own company, Don Stein Plant Hire, and was actively involved in the industry body, the Australian Earthmovers and Road Contractors Federation, was the inaugural Chairman of Beaconsfield Press and was the inaugural inductee of the Earthmover and Civil Contractor Hall of Fame.
3. Mr Stein ethos of hard work and dedication was evident not only in his professional life, but in his personal life as he stated his philosophy on life was to help people as much as he could. He was able to achieve this through his experience and involvement in Rotary and the local community.
4. Mr Stein joined the Rotary Club of Smithfield in 1968 and served two term as its President. In 1990, Don Stein joined the newly formed Rotary Club of Winston Hills, which later merged with the Rotary Club of The Hills-Kellyville, where he continued to serve the community until his passing and served as President in 1996-97.
5. At a Club level, Don Stein was always keen to support all avenues of service and was involved in numerous projects including the annual Australia Day Breakfast, building school shade houses, Pride of Workmanship, Vocational Excellence and Rotary Youth Exchange programs, the Jasper Road Public School and Rotary Australia World Community Service projects to name a few.
6. In recognition of his philanthropy and dedication to the work of Rotary, Don Stein was a Multi-Diamond Paul Harris Fellow, Paul Harris Society Member and Major Donor, Emerald Companion of the Australian Rotary Health and in 1996 he received a Vocational Excellence Award.

7. Don Stein also generously supported, through both service and donation, a number of charities, boards and committees with Rotary and in a private capacity, including the:
  - Westmead Children's Hospital and in 1995 was a driving force behind the establishment of the Tri District Rotary Wing
  - Microsearch Foundation (initially a Rotary District Project)
  - Vocational Excellence Committee
  - Australia Rotary Health
  - The Rotary Foundation – Paul Harris Society Member and Major Donor including to the Polio Eradication Program
  - Donations in Kind including the donation of a truck for transporting donated goods
  - Salvation Army
  - CareFlight
  - Royal Flying Doctors Service
  - Children's Medical Research Service
8. In 2011, Don Stein was appointed as a Member of the Order of Australia (AM) for his outstanding contribution to industry, Rotary and his many charitable causes.
9. Don Stein AM was well known in the local area, appreciated for his dedication, kindness, strong work ethic and community spirit. He was valued by local residents and Rotarians alike for his friendship, wisdom and mentoring.
10. The local community will surely miss Mr Stein's passion, dedication and willingness to share and help people, no matter who they were or where they came from.
11. I offer my condolences to Don Stein's family and friends, and propose that a minutes silence be held in the Chamber as a gesture of respect.

Bob Dwyer  
**Lord Mayor**

## **STAFF RESPONSE**

12. Nil comment required.

## **FINANCIAL AND RESOURCE IMPLICATIONS**

13. Nil financial implications.

Justin Mulder  
**Chief of Staff**

Paul Perrett  
**Chief Financial Officer**

Brett Newman

**Chief Executive Officer**

**ATTACHMENTS:**

There are no attachments for this report.

**NOTICE OF MOTION**

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<b>ITEM NUMBER</b>	18.2
<b>SUBJECT</b>	NOTICE OF MOTION: 2021 Australia Day Honours
<b>REFERENCE</b>	F2019/03630 - D07861949
<b>FROM</b>	Councillor Dwyer

**MOTION**

**(a) That** Council congratulate the members of the Parramatta community included in the Order of Australia's 2021 Australia Day Honours List, being:

- i. Member (AM) in the General Division: Mr. Graham Ross
- ii. Medal (OAM) in the General Division: Mr. Geoffrey Scott

**(b) Further, that** Council congratulate Ms. Rosemary Kariuki, who was recognised as Australia's Local Hero in the 2021 Australian of the Year Awards.

**BACKGROUND**

1. On 26 January 2021, as part of the Order of Australia's 2021 Australia Day Honours List, the Governor-General was pleased to recognise the following members of the City of Parramatta community:
  - Appointed as Member of the Order of Australia (AM) in the General Division:  
Mr. Graham Alastair Ross, Beecroft NSW 2119  
For significant service to the broadcast media, particularly to horticulture, and to the community.
  - Receiving a Medal of the Order of Australia (OAM) in the General Division:  
Mr. Geoffrey Campbell Scott, Carlingford NSW 2118  
For service to education, and to professional associations.
2. On 25 January 2021, as part of the 2021 Australian of the Year Awards, Rosemary Kariuki was recognised as Australia's Local Hero. Rosemary Kariuki is the multicultural community liaison officer for the Parramatta Police Local Area Command.
3. Rosemary fled tribal conflict in Kenya, arriving in Australia in 1999. After making her first friend at the airport – who listened to her story about escaping tribal wars and domestic violence – Rosemary has spent the past two decades returning the favour, helping isolated migrant and refugee women overcome domestic violence, language barriers and financial distress in Western Sydney.
4. In partnership with the African Women's Group, Rosemary helped start the African Women's Dinner Dance, which is attended by more than 400 women annually.
5. Councillors and Council staff may also be familiar with Rosemary Kariuki from our in person Citizenship Ceremonies and the International Students Welcome

Event, where Rosemary held a stall to welcome residents and provide vital information to new members of our community, connecting them with key services.

Bob Dwyer  
**Lord Mayor**

## **STAFF RESPONSE**

6. Nil comment required.

## **FINANCIAL AND RESOURCE IMPLICATIONS**

7. Nil financial implications.

Justin Mulder  
**Chief of Staff, Chief Executive Officer**

Paul Perrett  
**Chief Financial Officer**

Brett Newman  
**Chief Executive Officer**

## **ATTACHMENTS:**

There are no attachments for this report.

**NOTICE OF MOTION**

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**ITEM NUMBER** 18.3  
**SUBJECT** NOTICE OF MOTION: M52 Bus Route Withdrawn from Service  
**REFERENCE** F2004/08732 - D07861879  
**FROM** Councillor Prociv

**MOTION**

**That** the CEO write to the Secretary for Transport for NSW seeking the following information on M52 express bus Parramatta to the City, withdrawn from service on the 24th January 2021.

- i. The results of any community consultation undertaken before the withdrawal of the M52 express bus Parramatta to the City
- ii. Any statistics that support the withdrawal of the M52 express bus, Parramatta to the City. Including data relating to passenger movements at all stops en-route
- iii. That in taking the decision to withdraw the M52 express bus current and future developments, occurring in and around Victoria road including Melrose Park, were included in the decision making process.

**BACKGROUND**

1. The M52 bus, which operated along Victoria Rd as an express bus from Parramatta to the City, has been withdrawn from service.
2. It should be noted that changes to this service were announced at the end of the first week in December 2020 and came into effect on the 24th January 2021.

Patricia Prociv  
**Councillor**

**STAFF RESPONSE**

3. A written staff response will be provided in a supplementary agenda prior to the Council meeting.

**FINANCIAL AND RESOURCE IMPLICATIONS**

4. A written staff response will be provided in a supplementary agenda prior to the Council meeting.

Sue Craig  
**Acting Group Manager City Strategy**

Paul Perrett  
**Chief Financial Officer**

Brett Newman  
**Chief Executive Officer**

**ATTACHMENTS:**

There are no attachments for this report.

**NOTICE OF MOTION**

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**ITEM NUMBER** 18.4  
**SUBJECT** NOTICE OF MOTION: Cancellation of the M4 Westbound Off-Ramp at Parramatta Rd and Hill Rd. Lidcombe  
**REFERENCE** F2004/08732 - D07861908  
**FROM** Councillor Prociv

**MOTION**

**That** the CEO write to the Secretary for Transport for NSW seeking the following information:

- (a) Details of any public consultation and extensive safety audit undertaken that informed the NSW Government's decision to cancel construction of the M4 Westbound Off-Ramp at Parramatta Rd and Hill Rd, Lidcombe.
- (b) Details of any funding allocated in the 2015, 2016, 2017, 2018, 2019 or 2020 NSW Government Budget for this project.

**BACKGROUND**

- 1. The NSW Government has announced that the M4 Westbound Off-Ramp at Parramatta Rd and Hill Rd. Lidcombe has been cancelled due to safety concerns.

Patricia Prociv  
**Councillor**

**STAFF RESPONSE**

- 2. A written staff response will be provided in a supplementary agenda prior to the Council meeting.

**FINANCIAL AND RESOURCE IMPLICATIONS**

- 3. A written staff response will be provided in a supplementary agenda prior to the Council meeting.

Sue Craig  
**Acting Group Manager City Strategy**

Paul Perrett  
**Chief Financial Officer**

Brett Newman  
**Chief Executive Officer**

**ATTACHMENTS:**

There are no attachments for this report.

**NOTICE OF MOTION**

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<b>ITEM NUMBER</b>	18.5
<b>SUBJECT</b>	NOTICE OF MOTION: Lighting at Hill Road, Wentworth Point and the LGA
<b>REFERENCE</b>	F2019/04433 - D07780794
<b>FROM</b>	Councillor Wilson

**MOTION**

- (a) **That** a report be prepared into street lighting to be completed by 1 March 2021.
- (b) **That** the report examine:
- The lighting of Hill Road and why there is an inordinate amount of time needed to replace a burned-out light;
  - Examine the level of lighting in the city; and
  - Examine where lights have been requested but not installed.
- (c) **Further, that** the report identify strategies for seeing lights replaced in a reasonable time and when Council can impose financial penalties on providers where they have not fulfilled their contract.

**BACKGROUND**

- The street lighting at Hill Road have been out since around May 2020 due to power fluctuation blowing up the existing lamps.
- Council officers have been informed by Ausgrid that those street-lights are not owned and maintained by them, and that they have been maintained by the previous Auburn Council prior to the 2016 Council mergers.
- Council officers have held several discussions with Ausgrid in 2020 to resolve the ownership issue, however, this has not been resolved to date and hence the delay in the repair of the faulty lamps.

**STAFF RESPONSE**

- Council typically does not own streetlights in the road reserve. The bulk of the streetlights in the City of Parramatta LGA are owned and maintained by Endeavour Energy and a small number are owned and maintained by Ausgrid.
- Council owns and maintains a handful of streetlights in the Parramatta CBD in Centenary Square, Smith Street, Macquarie Street, Phillip Street and Church Street. These lights are connected via metered switch panels.

Street lighting in Hill Road

- Council is in dispute with Ausgrid over the ownership of the streetlights in part of Hill Road and nearby streets. These street lighting assets were not listed in the transferred assets from the former Auburn Council. To date, Ausgrid has not been able to provide evidence of the transfer of ownership to Council.

7. Ausgrid acknowledges the ownership of the underground power network in Hill Road that powers those streetlights.
8. Ausgrid keeps restructuring and retrenching staff. This has made it difficult for Council staff to maintain the right contacts to manage this street lighting issue in Hill Road. Council staff was informed that a new Ausgrid manager to look after these streetlights is being appointed in February 2021.
9. Council's electrical contractor had previously indicated that there were large voltage fluctuations in the street lighting circuit in Hill Road that was leading to failures of those streetlights.
10. Rather than to continue blowing replacement lamps, Council decided to try to replace the luminaires with LED luminaires in an attempt to provide more resilient luminaires.
11. Council had to gather spatial data for the location of these existing light poles for contractors to be able to undertake lighting design necessary for the procurement process.
12. Ausgrid has specified that there are limited models of LED luminaires that they will allow to be connected to their power network and which service providers they would allow to replace the luminaires.
13. Due to the ongoing delays and safety concerns, in December 2020, Council replaced all the faulty lamps "like for like" in the existing streetlights in Hill Road despite the possibility that some lamps could shortly be blown again.
14. Thirty-seven (37) streetlights were identified as in disputed ownership. All 37 lamps were replaced. 5 luminaires failed to work even with new lamps. These 5 faulty streetlight luminaires will have to be replaced with modern LED luminaires. The replacement of these luminaires will be subject to further negotiation with Ausgrid following the appointment of their new manager.
15. Further negotiations will take place between Council & Ausgrid in early 2021 to try and resolve the ownership issue and how the troublesome luminaires in Hill Road can be replaced with more reliable LED luminaires.

#### Level of lighting in the City

16. The required street lighting levels to AS1158 for the Parramatta CBD & business districts are set out in the Public Domain Guidelines available on Council's website.
17. Most of the local roads in Council's LGA are already at P4 or P5 which is adequate lighting levels according to AS1158. This is generally demonstrated by a luminaire on every second power pole or approximately every 85m.
18. Requests for additional streetlights is provided for by installing luminaires on existing poles on the street lighting circuit that currently do not have a luminaire installed. Most requests for additional street lighting are supported and implemented.

19. Affected residents and owners are notified for their feedback on the proposed new streetlight. Any objection may prevent the installation of a streetlight as the street lighting level may already be adequate.
20. Requests for streetlights in laneways are not normally supported. Laneways are much closer to habitable areas of residential buildings and may cause light intrusion that is not permissible under Australian Standard 4282.

Strategies for seeing lights replaced in a reasonable time and when Council can impose financial penalties on providers where they have not fulfilled their contract.

21. Council would not be able to impose any financial penalties.
22. Ausgrid indicated Council is not and has not been paying for any of the power consumed by the streetlights in Hill Road. A specific contract will have to be entered into unless Ausgrid can be convinced to take on these street lighting assets and then the general Ausgrid charges and service levels will apply.
23. If Council must retain ownership of the streetlights & poles, then Council will need to enter into a service contract to patrol Hill Road and nearby streets at night and report back any faults with these lights.
24. If Council is required to retain ownership of these streetlights in Hill Road then Council should negotiate with Ausgrid to allow for LED Luminaires with NEMA (National Electrical Manufacturers Association) 7 Pin sockets to allow Council to install smart lighting controllers that should be capable of reporting back to Council any streetlight failures.

## FINANCIAL AND RESOURCE IMPLICATIONS

25. Until the ownership issue has been clarified it is impossible to know the financial implications. As noted in Paragraph 22 a further report will be produced detailing the financial and resource implications once this occurs.
26. The financial impacts to the budget, as set out in this section, will be included in the next Quarterly Budget Review for endorsement by Council.
27. The Financial Implication for preparing the response to the NOM is staff time, estimated at \$300. It is not possible to provide further information on the Financial Implication until the ownership of the street lighting assets under dispute is resolved.
28. In the interim, Council has resolved the street lighting outage by replacing the luminaires on a "like for like" basis.
29. The table below summarises the financial impacts on the budget arising from approval of this Motion.

	FY 20/21	FY 21/22	FY 22/23	FY 23/24
<b>Operating Result</b>				
External Costs				
Internal Costs	300			
Depreciation				

Other				
<b>Total Operating Result</b>	300			
<b>Funding Source</b>	Staff costs	Yet to be determined	Yet to be determined	Yet to be determined
<b>CAPEX</b>				
CAPEX				
External				
Internal				
Other				
<b>Total CAPEX</b>				
<b>Funding Source</b>				

Andy Ling

**Manager Civil Infrastructure, City Assets & Operations**

John Warburton

**Executive Director, City Assets & Operations**

Paul Perrett

**Chief Financial Officer**

Brett Newman

**Chief Executive Officer**

**ATTACHMENTS:**

There are no attachments for this report.



## **QUESTIONS WITH NOTICE**

**08 FEBRUARY 2021**

19.1	QUESTIONS WITH NOTICE: Questions Taken On Notice from Council Meeting - 7 December 2020 .....	594
19.2	QUESTIONS WITH NOTICE: Willow Grove.....	597

**QUESTIONS WITH NOTICE**

**ITEM NUMBER** 19.1  
**SUBJECT** QUESTIONS WITH NOTICE: Questions Taken On Notice from Council Meeting - 7 December 2020  
**REFERENCE** F2019/04433 - D07799994  
**FROM** Governance Manager

**QUESTIONS TAKEN ON NOTICE FROM THE COUNCIL MEETING OF 7 DECEMBER 2020**

Item	Subject	Councillor	Question
13.7	Free Parking – Ticket Parking Machines (On-Street) and Multi Level Car Park – Christmas Festival Period	Barrak	Does Council have any current outdoor dining approvals outside of Parramatta Light Rail?
20.4	Legal Status Report as at 30 October 2020 (Deferred Item)	Pandey	1. In regards to expert expenses, why do we spend so much money on externals acoustic reports and not have an internal resource? 2. Why do we not seek the advice earlier in the process before it gets to Court? 3. Do we have more than one expert who we can go to for these matters?
20.4	Legal Status Report as at 30 October 2020 (Deferred Item)	Barrak	Is the figure of \$100k accurate for 83 Gladstone Street? What is this fee for?

**BACKGROUND**

- Paragraph 9.23 of Council's Code of Meeting Practice states:

*"Where a councillor or council employee to whom a question is put is unable to respond to the question at the meeting at which it is put, they may take it on notice and report the response to the next meeting of the Council."*

**STAFF RESPONSE**

- Staff responses to the questions taken on notice at the Council Meeting of 7 December 2020 are provided below:

Item	Subject	Councillor	Question	Response	Executive Director
13.7	Free Parking – Ticket Parking Machines (On-Street) and Multi Level Car Park – Christmas Festival Period	Barrak	Does Council have any current outdoor dining approvals outside of Parramatta Light Rail?	Outside of the Parramatta Light Rail Corridor, there are 44 current Outdoor Dining Approvals/Licence Agreements within the Parramatta LGA. A breakdown of these 44 approvals/licence	Bryan Hynes

				<p>agreements are as follows:</p> <table><tr><td>Parramatta</td><td>25</td></tr><tr><td>Carlingford</td><td>3</td></tr><tr><td>Harris Park</td><td>7</td></tr><tr><td>Ermington</td><td>1</td></tr><tr><td>Rydalmere</td><td>4</td></tr><tr><td>Epping</td><td>1</td></tr><tr><td>Winston Hills</td><td>2</td></tr><tr><td>Northmead</td><td>1</td></tr><tr><td>TOTAL</td><td>44</td></tr></table> <p>All the above Approvals/Licence Agreements have had the relevant fee waiver applied to them in accordance with Council's Covid Relief Resolutions since April 2020 to date.</p>	Parramatta	25	Carlingford	3	Harris Park	7	Ermington	1	Rydalmere	4	Epping	1	Winston Hills	2	Northmead	1	TOTAL	44	
Parramatta	25																						
Carlingford	3																						
Harris Park	7																						
Ermington	1																						
Rydalmere	4																						
Epping	1																						
Winston Hills	2																						
Northmead	1																						
TOTAL	44																						
20.4	Legal Status Report as at 30 October 2020 (Deferred Item)	Pandey	<ol style="list-style-type: none"><li>1. In regards to expert expenses, why do we spend so much money on externals acoustic reports and not have an internal resource?</li><li>2. Why do we not seek the advice earlier in the process before it gets to Court?</li><li>3. Do we have more than one expert who we can go to for these matters?</li></ol>	<ol style="list-style-type: none"><li>1. Council does not have an internal expert on acoustics within the DA team. Council has assessed, however, feels there is no need for a full time acoustics expert.</li><li>2. Council engages acoustics experts on an "as needs" basis immediately upon identification of an acoustics related issue.</li><li>3. Over the last 12 months, Council has engaged acoustic firms Acoustic Dynamics and Wilkinson Murray, either directly or through external legal firms, to provide acoustic advice and undertake all necessary steps required of an expert giving evidence in</li></ol>	Michael Tzimoulas																		

				<p>Court appeals. Before an engineering firm is appointed, consideration is given to matters such as: expertise, experience, availability, reputation, the complexity of the issues, and, the Court's acceptance and recognition of the engineer's expertise in giving evidence.</p>	
20.4	Legal Status Report as at 30 October 2020 (Deferred Item)	Barrak	Is the figure of \$100k accurate for 83 Gladstone Street? What is this fee for?	<p>The appeal concerning a proposed childcare centre at 83 Gladstone Street concluded in December 2020. It was estimated that costs would be approx. \$100K, however, the actual costs were \$65,819.01 (plus a final invoice from the acoustic engineer – not yet received).</p> <p>The fees in this appeal relate to external lawyers, Counsel fees and external consultants in planning, child care design and acoustics.</p>	Michael Tzimoulas

Bryan Hynes  
**Executive Director, Property & Place**

Michael Tzimoulas  
**Executive Director, Corporate Services**

Brett Newman  
**Chief Executive Officer**

**ATTACHMENTS:**

**QUESTIONS WITH NOTICE**

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**ITEM NUMBER** 19.2  
**SUBJECT** QUESTIONS WITH NOTICE: Willow Grove  
**REFERENCE** F2018/02115 - D07861965  
**FROM** Councillor Davis

In Council's letter to the Department of Planning, Industry and Environment (DPIE) dated 15 December 2020 it states: -

*"Recognising Parramatta's enduring connections with heritage and its importance to the City's people, and noting Council's prior resolutions of unanimous support for the retention of both Willow Grove and St George's Terrace, Council seeks further detail on the proposed method of relocation, future location and impact of the heritage significance of Willow Grove."*

Can the Chief Executive Officer please advise what have been the outcomes, thus far, of discussions and correspondence between Council, DPIE and other relevant organisations regarding Council's request for further detail on the proposed relocation, future location and impact of the heritage significance of Willow Grove?

<https://majorprojects.planningportal.nsw.gov.au/prweb/PRRestService/mp/01/getContent?AttachRef=EXH-10413236%2120201221T072802.039%20GMT>

Donna Davis  
**Councillor**

**STAFF RESPONSE**

1. A written staff response will be provided in a supplementary agenda prior to the Council meeting.

David Birds  
**Executive Director, City Planning & Design**

Brett Newman  
**Chief Executive Officer**

**ATTACHMENTS:**

There are no attachments for this report.