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**URBIS**

# **PLANNING PROPOSAL REPORT**

263-271 Pennant Hills Road  
and 18 Shirley Street,  
Carlingford

Prepared for  
**MERITON GROUP**  
28 October 2021

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# EXECUTIVE SUMMARY

Contemporary high density residential zones are increasingly characterised by high quality and appropriately scaled services and facilities that are within walkable proximity to residents. These facilities provide vibrancy, add to a sense of place and identity, and in the right locations can support and complement local centres that provide higher order goods and services to residents.

The site represents the largest residential landholding in single ownership in the Carlingford Precinct. The site is highly accessible to the future Carlingford light rail station which will be located approximately 400m to the west of the site with direct pedestrian routes linking the subject site to the future station.

The site is subject to a development consent (DA1103/2011/JP) for 5 apartment buildings (9-11 storeys) containing 450 units and 662 basement parking spaces. However, after Meriton acquired the site, along with the adjoining 6 properties in early 2021 and conducted an internal design competition for which Fender Katsalidis were appointed as the architects of the winning scheme Meriton intend to advance a new Development Application (**DA**) to be lodged concurrently with this Planning Proposal. The new DA will comprise residential building forms ranging between 9-11 storeys in height with complementary small-scale land uses such as a childcare centre, a metro-style supermarket, speciality retail, business premises and a gymnasium at the ground plane.

Currently only childcare and minor neighbourhood shops are permitted with consent on the site. To address this, the intended outcome of this Planning Proposal is to amend the LEP 2012 to allow for a Schedule 1 Additional Permitted Use (**APU**) to facilitate the permissibility of '*shops*' and '*food and drink premises*' together with '*business premises*' and '*recreational facility (indoor)*' up to a maximum GFA of 2,000m<sup>2</sup> on the site.

The emerging vision for the Carlingford Precinct is to encourage transit-oriented development through increased housing choice, better public realm and open spaces, and enhanced local services to meet convenience needs of the community. The site has the ability to positively respond to this vision.

The key objectives and intended outcomes are:

- To ensure that the development remains consistent with the existing R4 zone objectives, which allows for a variety of uses to meet the daily needs of residents.
- Stimulate re-activation of a significant site that is presently vacant and underutilised.
- Provide small scale convenience-based retail and other complementary uses that provide services directly to the public which is a key amenity driver and a critical component to support the future residents.
- Cap the amount of APU land uses to ensure their role is complementary and primarily serves the anticipated future residents and visitors to the site (and to either manage or avoid any negative impacts).
- Facilitate land uses that activate the site with a key focus on the development's interface with the RE1 Public Recreation Zone that centrally bisects the site and would otherwise lack public appeal.
- To not derogate from the role and function of the adjoining Carlingford Town Centre by imposing a floor space cap on the additional permitted uses.
- To better respond to the sites unique scale within the Carlingford Precinct and proximity to the Parramatta Light Rail and location on a central axis of public open space providing direct access to the Carlingford Station for the broader precinct.

The proposed APU will support the envisaged high density residential community on the site by providing complementary land uses that will assist in improving amenity and convenience, while ensuring impacts to surrounding commercially zoned land are managed through the introduction of a floor space cap. The proposed additional land uses will also play a key role in activating the site and provide amenity for residents and visitors to the site, which is a particularly relevant consideration where the development interfaces with the RE1 Public Recreation zone which effectively bisects the site. The RE1 zoned portion of the site is proposed to be developed as a park and village square and is expected to transform into a focal point of the precinct due to its nexus with a network of pedestrian connections including to the future Carlingford light rail stop. An approximately scaled and activated ground plane that abuts this public recreation zone will ensure that the public recreation zone itself becomes better activated and utilised.

The Planning Proposal is justifiable for the following reasons:

- The proposal is entirely consistent with Greater Sydney Region Plan, Central City District Plan and Parramatta Local Strategic Planning Statement.
- The concept master planning for the site acknowledges the opportunity to create a place-based outcome of the site and respond to the change in context of Carlingford by providing pedestrian connections from Pennant Hills Road through to Shirley Street Reserve and the future the Carlingford light rail stop.
- The proposal is entirely consistent with the R4 High Density Residential zone objectives and will provide facilities and services to meet the day to day needs of residents.
- The proposal is not inconsistent with uses already permitted in the zone (i.e., shop top housing, neighbourhood shops and childcare) and seeks to compliment these uses with the APU to create a small scale convenience based range of services to support Incoming residents to the site and immediate precinct
- The proposal is consistent with the provisions for Precinct as outlined in The Hills Development Control Plan 2012. The APU will not impede the provision of open space and the site's ability to deliver the established desired future character and will positively contribute to the activation of the "civic plaza" by the delivery of a limited and capped quantum of commercial and convenience retail uses on ground flood areas as supported by Section 3.8 of Part D, Section 12 of the DCP.
- The site is a logical and appropriate place to allow for limited additional commercial and recreation floor space, as it will support the anticipated highly active ground plane and it immediately adjoins the B2 Local Centre Zone. It thereby acts as an extension of and is compatible with the existing centre without impacting the existing Carlingford town centre or the ability for the site to deliver additional housing to achieve the housing targets outlined in the strategic plans.
- The proposal does not create a precedent given its size (as the largest in the Carlingford Precinct), scale and relationship to the light rail, connection to existing and planned open space and interface to adjoining B2 Local Centre zoned land. The site is by far the largest R4 zoned parcel of land in single ownership in the Precinct that has the capacity to deliver the proposed APU.
- There is a need and demand for retail floor space in the trade area and the proposed metro supermarket will assist in addressing the substantial undersupply of supermarket floorspace within the Parramatta LGA.
- There is sufficient future floorspace demand over the short, medium and long term to accommodate the proposed development on the subject site, which will account for only 5% of retail floorspace demand by 2036.
- Supermarket and ground floor retail facilities at the subject site will address an immediate need for future on-site residents by providing convenient top-up shopping amenity close to home and reduce the need for people to drive to undertake daily or top-up shopping.
- The Planning Proposal will provide economic benefits including 42 direct and indirect construction related jobs over the construction period, 76 direct and indirect jobs supported on site during the operational phase and has the potential to deliver \$7 million direct and indirect annual gross value add to the economy.
- The proposal will provide an enhancement of local resident' choice by providing greater breadth and depth of convenience retail and food and beverage facilities.
- The APU will not generate any material adverse impact on the surrounding traffic network. The PP will better respond to the site's unique context within the Carlingford Precinct, most notably the interface with the RE1 zone that bisects the site.
- The Proponent is a highly capable mixed-use developer that can deliver a high-quality outcome to enhance the outcome on the site that will benefit the broader precinct. A recent example includes the award-winning Dee Why Town Centre development which was awarded the "best mixed-use development in Australia - 2020 by the Property Council of Australia." Other examples include Mascot Central, Rosebery Metro, and the recently approved local centre for the Pagewood Green development.

- Without the PP, the site would deliver a large residential development without the benefits of improved amenity and activation which is not consistent with applicable strategic planning or good urban planning outcomes.

In accordance with the above, the proposed amendments to the LEP are appropriate in that they are consistent with the State and local strategic direction and will provide a vibrant mixed-use precinct.

We recommend that Council resolves to support this Planning Proposal to the NSW Department of Planning, Industry & Environment's Gateway Review Panel and the issuing of a Gateway Determination that facilitates the proposed amendments to the LEP

# 1. INTRODUCTION

## 1.1. OVERVIEW

The report has been prepared by Urbis Pty Ltd on behalf of Meriton Group (**the Proponent**) in support of a Planning Proposal to amend the *Parramatta (former The Hills) Local Environmental Plan 2012 (LEP 2012)* for land forming part of a 27,987m<sup>2</sup> landholding at 263-273 & 277-281 Pennant Hills Road and 18 Shirley Street, Carlingford (**the site**). The intended outcome of this planning proposal is to facilitate specific 'retail premises' land uses, 'business premises' and 'recreational facility (indoor)' as additional permitted uses on the site which collectively will be capped at a maximum of 2,000m<sup>2</sup> of gross floor area (**GFA**). Importantly, it does not seek any increase in development intensity (density or height) across the site and can be designed to sit within existing built form envelope controls.

The site is bound by Pennant Hills Road to the east and Shirley Street to the north and west. The site was previously within The Hills local government area (LGA), however was merged into City of Parramatta LGA in May 2016. The site is legally described by 8 lots and deposited plans outlined in **Section 2.1** of this Report and is one of the largest sites within the Carlingford Precinct and the only site with open space to be dedicated to Council as part of its development.

The site has been subject to a previous Development Application (**DA**) in 2011 issued by The Hills Shire Council. The original DA (DA1103/2011/JP) was granted by the Joint Regional Planning Panel (**JRPP**) in April 2012. The DA approved the construction of 5 apartment buildings (9-11 storeys) containing 450 units and 662 basement parking spaces. The application has been activated by demolition and other early works. Subsequent to this approval, a further 6 properties were acquired by the previous owner, refer to **Section 2.1**.

The site was acquired by Meriton Group in early 2021. Meriton have since conducted an internal design competition and Fender Katsalidis were awarded as the architects of the winning scheme. Meriton intend to advance a new DA following the outcome of the design competition to develop the site for residential building forms ranging between 9-11 storeys in height with complementary small-scale land uses such as a childcare centre, a metro-style supermarket, speciality retail, business premises and a gymnasium (with those land uses not already permissible in the R4 High Density Zone being the subject of this Planning Proposal). An extract of the indicative scheme prepared by Fender Katsalidis as part of the design competition is shown in **Figure 1**.

Figure 1 – Concept Scheme



Source: Fender Katsalidis



The site represents a large residential landholding in single ownership immediately adjoining the Carlingford Local Centre. The site is highly accessible to the future Carlingford light rail station which will be located approximately 400m to the west of the site with direct pedestrian routes linking the subject site to the future station. The future light rail stop will transform accessibility to the site and provide frequent services to Parramatta Interchange and Westmead. The light rail is expected to open in 2023. The NSW Government estimate that around 28,000 people will use the Parramatta Light Rail every day and an estimated 130,000 people will be living within walking distance of light rail stops.

The intended outcome of this Planning Proposal is to amend the LEP 2012 to allow for a Schedule 1 Additional Permitted Use (**APU**) to facilitate the permissibility of ‘shops’ and ‘food and drink premises’ being retail land uses together with ‘business premises’ and ‘recreational facility (indoor)’ up to a GFA of 2,000m<sup>2</sup> on the site. It was originally proposed to seek a broader use of “commercial premises”; however, it was considered too broad which would have permitted uses beyond what may be considered acceptable in the local context and outside what the Proponent needs. The Schedule 1 APU will only relate to the R4 High Density Residential zoned portion of land.

The proposed APU will support the envisaged high density residential community on the site by providing complementary land uses that will assist in improving amenity and convenience, while ensuring impacts to surrounding commercially zoned land are managed through the introduction of a floor space cap. The proposed additional land uses will also play a key role in activating the site and provide amenity for residents and visitors to the site, which is a particularly relevant consideration where the development interfaces with the RE1 Public Recreation zone which effectively bisects the site. The RE1 zoned portion of the site is proposed to be developed as a park and village square and is expected to transform into a focal point of the precinct due to its nexus with a network of pedestrian connections including to the future Carlingford light rail stop.

The Planning Proposal does not seek any change to the R4 High Density Residential or RE1 Public Recreation zoning of the site, the maximum part 27m and 33m height limit or the maximum 2.3:1 Floor Space Ratio development standard. The proposed amendment would simply enable complimentary land uses that are a critical amenity and success drivers to support the future development on the site. The outcome is not dissimilar to other large scale residential renewal precincts elsewhere in Sydney and is consistent with the existing zone objectives and all relevant strategic plans applying to the site.

This report has been prepared to assist Council in preparing a Planning Proposal to amend the permitted land uses specific to the site and under the *Parramatta (former The Hills) Local Environmental Plan 2012 (LEP 2012)*, in accordance with Section 3.33 of the *Environmental Planning and Assessment Act 1979 (EP&A Act)*.

## 1.2. PROJECT OBJECTIVES

The primary objective of the projects is to facilitate the development a key site within the Growth Centre of Carlingford as identified in the Parramatta Local Housing Strategy 2020.

The emerging vision for the Carlingford Precinct is to encourage transit-oriented development through increased housing choice, better public realm and open spaces, and enhanced local services to meet convenience needs of the community. The site has the ability positively respond to this vision.

The key objectives and intended outcomes are:

- To be consistent with the existing R4 zone objectives.
- Stimulate re-activation of a significant site that is presently vacant and underutilised.
- Provide small scale convenience-based retail and other complementary uses that provide services directly to the public which is a key amenity driver and a critical component to support the future residents.
- Cap the amount of APU land uses to ensure their role is complementary and primarily serves the anticipated future residents and visitors to the site and to moderate any perceived negative impacts (i.e., traffic).
- Facilitate land uses that activate the site during the evenings and on weekends, with a key focus on the development's interface with the RE1 Public Recreation Zone that centrally bisects the site.

- To not derogate the role and function of the Carlingford Town Centre by imposing a floor space cap on the additional permitted uses.
- To better respond to the site's unique scale within the Carlingford Precinct and proximity to the Parramatta Light Rail and location on a central axis of public open space providing direct access to the Carlingford Station for the broader precinct.

### 1.3. PROJECT HISTORY AND VISION

The Proponent and project team met with Council offices on 22 June 2021 to discuss the vision for the site and the intent to progress with a site-specific Planning Proposal for an additional permitted use. In addition, the Proponent has discussed the Planning Proposal via email exchanges and phone calls with Council officers.

Meriton acquired the site earlier in 2021 with a development consent in place. The original DA (DA1103/2011/JP) was granted by the JRPP in April 2012. The DA approved the construction of 5 apartment buildings (9-11 storeys) containing 450 units and 662 basement parking spaces. The site also included the 6 dwelling houses which are subject to a complying development approval for demolition.

Council also entered a Voluntary Planning Agreement (VPA) with the previous site owner. The VPA facilitates local development contributions as well as works-in-kind involving a roundabout at Young Road and Post Office Street, open space embellishment, and a cycleway/pedestrian path in the existing transmission easement.

Meriton ran an internal design competition for the site in 2021, and Fender Katsalidis were awarded as the architects of the winning scheme. It is intended that a new DA is lodged with Council seeking approval of the new scheme that is compliant with the relevant planning controls. The new DA for the site will include additional apartments relative to what was approved under DA1103/2011/JP which is a reflection of changes to minimum apartment sizes under SEPP 65.

### 1.4. REPORT STRUCTURE

This Planning Proposal request has been prepared in accordance with Section 3.33 of the *Environmental Planning and Assessment Act 1979 (EP&A Act)* and the Department of Planning, Industry and Environment guidelines '*Planning Proposals: A guide to preparing planning proposals*' dated December 2018.

As required by Section 3.33 of the EP&A Act, this Planning Proposal request includes the following:

- Overview of the site history, description of the site and its context.
- Outline of the statutory and strategic planning context.
- Description of the proposed vision and indicative concept.
- Description of the proposed amendments to the LEP 2012 supported by sufficient detail to indicate the effect of the amendments.
- Statement of the objectives and intended outcomes of the proposal.
- Explanation of the provisions of the proposal that are to be included in the LEP.
- Summary of the justification of the proposal, including an environmental assessment.
- Description of the community consultation process that would be expected to be undertaken before consideration is given to making of the planning instrument.
- Indicative project timeline.
- Conclusion and justification.

### 1.5. SUPPORTING DOCUMENTATION

This Planning Proposal request is supported by the following documentation:

- Completed Application for Rezoning Form.
- Transport Assessment prepared by TTPP, refer to **Appendix A**

- Retail Demand and Impact Assessment prepared by Urbis, refer to **Appendix B**

The supporting documentation demonstrates the suitability of the site for the proposed land uses and provides the basis for more detailed design investigations as part of any future development application (DA) proposal.

## 2. SITE CONTEXT

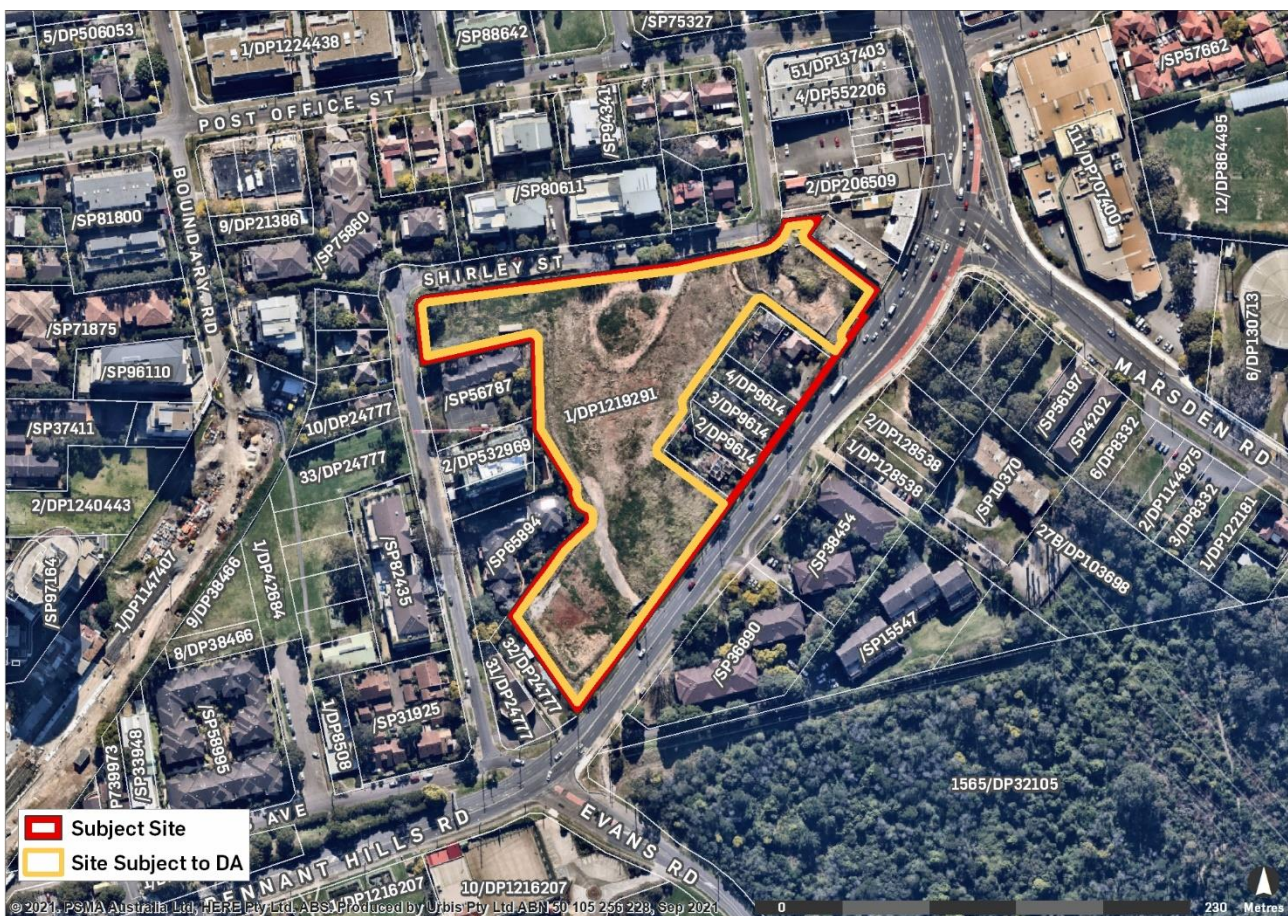
### 2.1. SITE DESCRIPTION

The Planning Proposal relates to the land at 263-273 & 277-281 Pennant Hills Road and 18 Shirley Street, Carlingford and comprises of 8 lots as outlined in **Table 1** below. The site measures some 27,985m<sup>2</sup> in area.

The site features a 275m frontage to Pennant Hills Road to the east, and a 255m frontage to Shirley Street to the north and west. The site is predominately in an unimproved state with Lot 1 in DP 1219291 cleared of vegetation (refer to **Figure 2**). Five two-storey dwellings front Pennant Hills Road, however, are not occupied; some vegetation surrounds the dwellings.

The site has a significant level change along Pennant Hills Road from east to west, there is a 20m fall from north to south representing a slope of approximately 1:14. Figure 2 illustrates the site subject to the Planning Proposal, and the site which was subject to the previous Development Application (DA1103/2011/JP). As demonstrated, additional properties have been acquired by Meriton to form part of the further development and this Planning Proposal.

Figure 2 – Aerial Photograph



Source: Urbis

Table 1 Site Detail

Feature	Description
Street Address	263-271 Pennant Hills Road and 18 Shirley Street, Carlingford
Legal Description	Lot 1 DP 1219291



Feature	Description
	<p>Lot 22 DP 21386</p> <p>Lot 2, 3 &amp; 4 DP 9614</p> <p>Lot 61 &amp; Lot 62 DP 819136</p> <p>Lot 1 DP 531044</p>
Site Area	27,985m <sup>2</sup>

The special characteristics pertaining to the site are summarised as follows:

- **Topography** – the site is irregular in shape with no parallel boundaries or consistent dimensions. The site has a significant 20m fall along Pennant Hills Road from the north to the south.
- **Access and Movement** – the site is bound by Pennant Hills Road to the east (a classified state main road) and Shirley Street to the north and west (a local road). A pedestrian pathway runs along Pennant Hills Road, with connections into Lloyds Avenue to the south and Carlingford Town Centre to the north. Vehicular access to the site is via numerous existing crossovers along Pennant Hills Road and Shirley Street proving access to former low-density dwellings. It is envisaged that all future access will be from Shirley Street.

At present the site has access to different public transport modes. A bus stop is situated adjoining the site fronting Pennant Hills Road providing connections to Macquarie Park and Epping. On the other side of Pennant Hills Road, bus connections are provided to Parramatta. The site is highly accessible to the future Carlingford light rail station which will be to the west of the site. The future light rail stop will transform accessibility to the site and provide frequent services to Parramatta Interchange and Westmead. Direct pedestrian connections to the light rail stop will be provided from the site, due to the strategic positioning of the RE1 Public Recreation zoning.

- **Existing Vegetation** – the site is relevantly void of vegetation, and vegetation has been previously cleared. The existing vegetation is primarily around the existing dwellings fronting Pennant Hills Road.

Photographs of the subject site are provided in **Figure 3**.

Figure 3 – Site Photos



Picture 1 – Shirley Street West

Source: Fender Katsalidis



Picture 2 – Looking south across the site from Shirley Street

Source: Google Maps



Picture 3 – Pennant Hills Road looking north

Source: Fender Katsalidis



Picture 4 – Looking south along Pennant Hills Road

Source: Google Maps

## 2.2. LOCALITY CONTEXT

### 2.2.1. Regional Context

The site is centrally located in Greater Sydney within the Parramatta Local Government Area (LGA) and situated on Pennant Hills Road. Pennant Hills Road is located directly to the east of the site. Pennant Hills Road provides direct access to Cumberland Highway, the M2 Motorway and North Connex, connecting the suburbs to Sydney CBD, Parramatta CBD, Macquarie Park, The Hills District and the northern suburbs.

The site is located within close proximity to several Strategic and Local Centres and major renewal projects and Greater Parramatta Metropolitan Centre, including:

- **Greater Parramatta Metropolitan Centre**

Parramatta CBD is located 6km south-west of the site. Greater Parramatta is the core of the Central River City and Central City District. Greater Parramatta is centred on world-class health, education and research institutions as well as finance, business services and administration. Greater Parramatta is well connected with a large majority of workers travelling by public transport, including by train, bus, light rail (future) and Metro (future).

Greater Parramatta has a target of 55,000 new jobs by 2036. Parramatta CBD is already the fifth largest office market in Greater Sydney after Sydney CBD, Macquarie Park, Sydney CBD fringe and North Sydney.

- **Epping Strategic Centre**

Epping is located 10km north east of Parramatta and 8km north-east of the site. Epping currently benefits from well-connected public transport linkages including the Sydney Metro Northwest and is situated on the Central Coast and Newcastle train line of the NSW network.

Epping Town Centre has commercial and retail uses, centred around Epping Train Station. Epping has around 13,000m<sup>2</sup> of retail floorspace, the majority of which is concentrated to the west of the station. This includes a 3,850m<sup>2</sup> Coles supermarket and street-based retail shops.

Epping has dispersed provision of community infrastructure and there is moderate concentration of employment around Epping. Epping has a wide mix of land uses including commercial and residential and does lend itself to having high levels of amenity and walkability.

- **Parramatta Light Rail**

Parramatta Light Rail provides connectivity between the major business, health and educational nodes within Greater Parramatta and Olympic Park. The T6 Carlingford-Clyde railway line has been permanently closed and will be converted to light rail by 2023. The 12km Parramatta Light Rail will connect Carlingford and Westmead via Parramatta CBD, passing through major town centres and universities. The new light rail will increase connectivity to the surrounding suburbs and enhance access to public transport for residents. Carlingford is the first station in the line and is only 400 metres from the site linked directly by a network of public open space.

- **Telopea Local Centre**

The planning for Telopea has been underway since 2015 and has required changes to zoning, height of buildings and floor space ratio. It is anticipated that the planning control changes will allow for the delivery of approximately 4,500 additional dwellings including 1,000 new affordable and social housing dwellings. Telopea will take advantage of the planned light rail stop, and provide improved public spaces, community facilities and a retail hub.

- **North Rocks Local Centre**

North Rocks is located 6km north of Parramatta and 2km north west of the site. North Rocks benefits from good vehicular access to the M2 Motorway and North Connex, providing connections to Greater Sydney. The public transport opportunities are fairly limited and limited to bus routes.

North Rocks Shopping Centre provides approximately 23,000m<sup>2</sup> of retail floorspace with Aldi, Coles and Kmart as major tenants. It has 71 specialty shops including restaurants, café, fitness centre and personal services.

- **Eastwood Local Centre**

Eastwood is located 9km north-east of Parramatta and 6km south-east of the site. Eastwood is well serviced by public transport and is located on the same line as Epping with intercity connections to the Central Coast and Newcastle, and Central. Eastwood Town Centre is the largest town centre nearby which comprises Eastwood Shopping Centre, and Eastside Garden Shopping Centre and a substantial number of street-based retail shops. Eastwood Shopping Centre has approximately 15,200m<sup>2</sup> of retail space across 30 specialty stores and is anchored by a Woolworths supermarket.



[illegible]

12 SITE CONTEXT



## 2.2.2. Local Context

The character of the immediate surrounding area is diverse consisting of a range of housing densities, education, community, retail and recreation uses. The suburb of Carlingford is approximately 22km north-west of the Sydney CBD.

The immediately surrounding development is described below and illustrated in **Figure 5**, whilst **Figure 6** demonstrates that the site is the largest site undeveloped and underutilised site within the Carlingford Precinct.

### North:

- Carlingford Town Centre stretches for 600m along Pennant Hills Road which is also the suburb's major arterial road and transport corridor. The Town Centre comprises two main shopping complexes, namely Carlingford Court and Carlingford Village as well as street-based and large format retailing.
- Directly north of the site, is Carlingford Bunnings, which is a smaller format Bunnings that is adjoined by primarily food and drink takeaway businesses and commercial premises. A mixed of differing forms of residential land uses are located to the north of the site surrounding Bunnings, including two-storey residential dwellings, multi-dwelling units and residential flat buildings.
- The residential area to the north of the site is undergoing transformation from typical low density dwelling to high density residential, with numerous residential flat buildings which are reflective of the R4 High Density Residential zoning.
- Further north, surrounded by residential form are numerous places of public worship including the Sydney Australia Temple, Iranian Church Sydney and St Paul's Anglican Church. Harold West Reserve is situated in between the places of public worship and is utilised for recreational purposes including by Roselea Football Club.

### East:

- Pennant Hills Road is located directly to the east of the site. Pennant Hills Road provides direct access to Cumberland Highway, the M2 motorway and North Connex, connecting the suburbs to Sydney CBD, Parramatta CBD, Macquarie Park, The Hills District and the northern suburbs.
- Directly east of the site, fronting Pennant Hills Road, are numerous high density residential flat buildings. The residential typology to the east of the site transitions to a typical low density residential layout, with some scattered medium density townhouse developments.
- Eric Mobbs Memorial Park and Galaringi Reserve are recreation and open spaces located to the site of the site. Directly north-east of Eric Mobbs Memorial Park is Carlingford Public School, Macquarie Community College, Gateway Community High School and Carlingford Multi-Purpose Learning Centre.

### South:

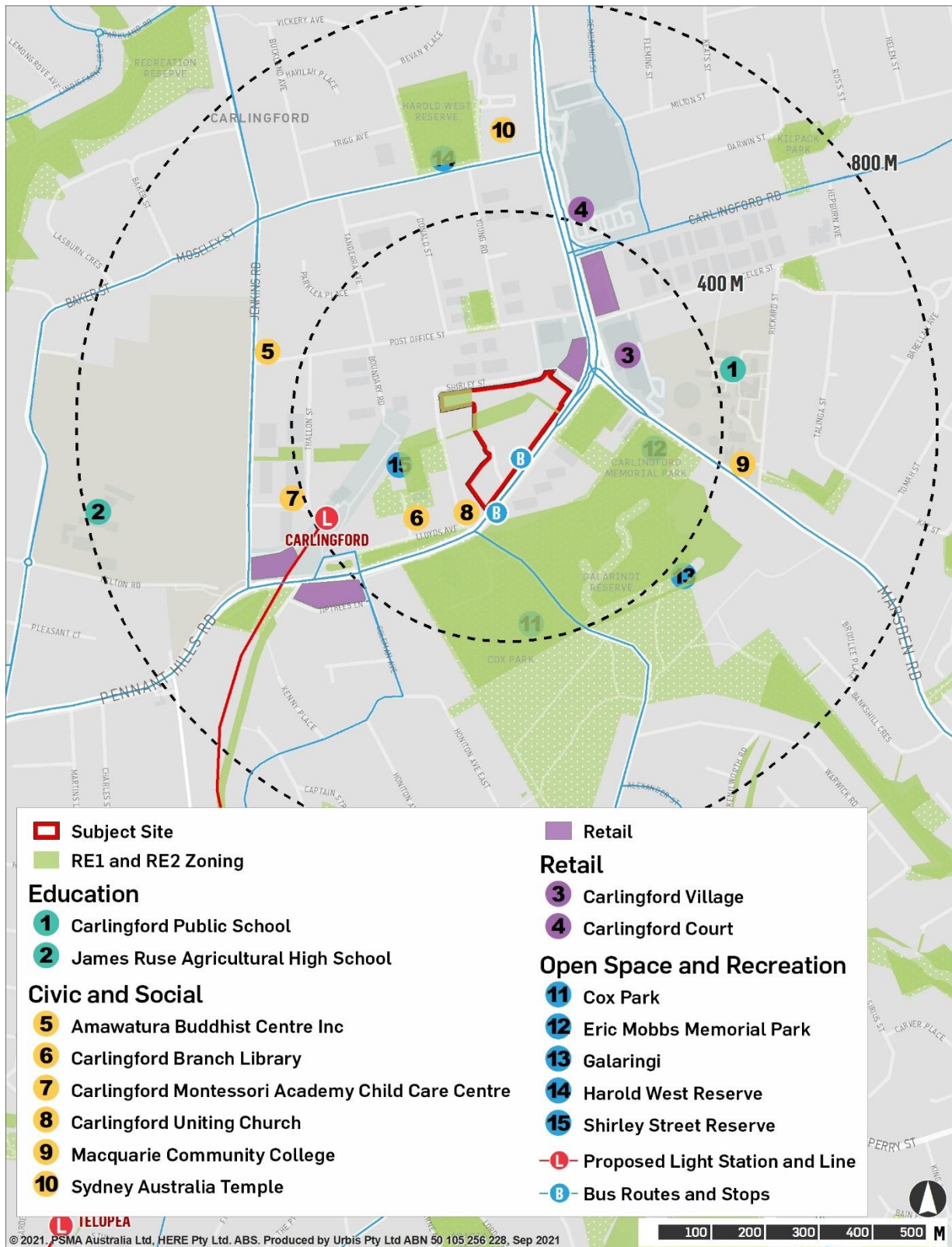
- Carlingford Bowling Club and Cox Park are located to the south of the site on the opposite side of Pennant Hills Road. The residential typology to the east of the site transitions to a typical low density residential layout, with some scattered medium density townhouse developments.

### West:

- The site adjoins medium density residential developments to the east, which front Shirley Street. On the western side of Shirley Street is Shirley Street Reserve, which will provide pedestrian access to the future light rail station. Development surrounding the future light rail station is high density residential, approximately 60m in height. Minimal ground floor activation has been achieved, with Carlingford Montessori Academy Child Care Centre the only alternative residential use. Further west, is James Ruse Agricultural High School. These sites, while possible, did not have the scale or size to facilitates the uses subject of this Planning Proposal.
- Additional convenience based low order retail fronts Pennant Hills Road to the south-west, with retail uses such as a service station, business premises, and takeaway food and drink premises. Carlingford Uniting Church and Carlingford Uniting Church are also located to the west, with access from Lloyds Avenue that connects directly to Pennants Hills Road.

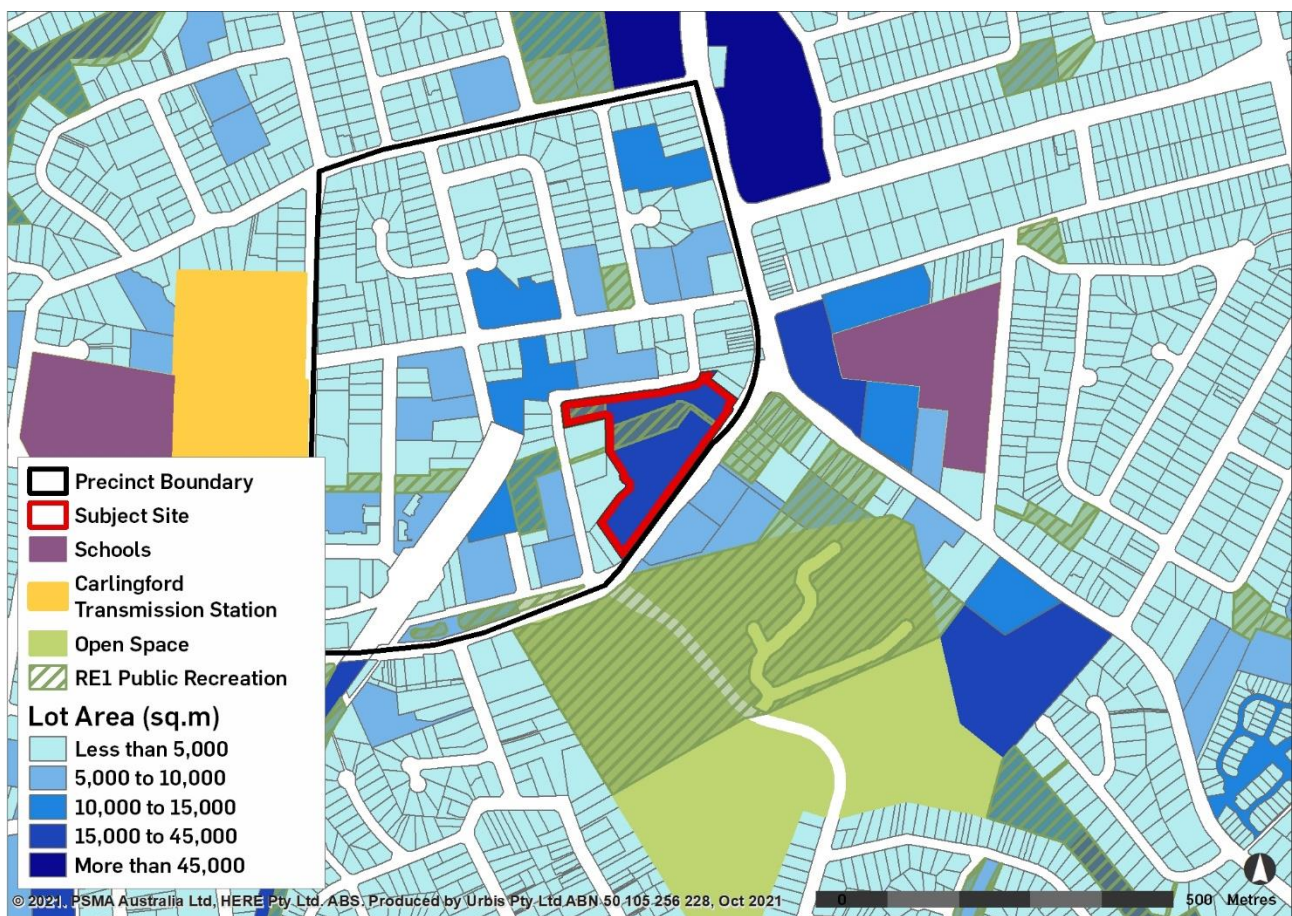
- The future light rail station is within 400m of the site. As a result, the T6 Carlingford-Clyde railway line has been permanently closed and will be converted to light rail by 2023. The 12km Parramatta Light Rail will connect Carlingford and Westmead via Parramatta CBD, passing through major town centres and universities.

Figure 5 – Local Context Analysis



Source: Urbis

Figure 6 – Cadastral lot area map



Source: Urbis

### 3. DEVELOPMENT HISTORY

Meriton acquired the site earlier in 2021 with a development consent in place. The original DA (DA1103/2011/JP) was granted by the Joint Regional Planning Panel (JRPP) in April 2012. The DA approved the construction of 5 apartment buildings (9-11 storey) containing 450 units and 662 basement parking spaces. The site also included the 6 dwelling houses for which complying development certificates have been issued for their demolition.

Council also adopted a Voluntary Planning agreement (VPA) for the site to carry out works-in-kind involving a roundabout at Young Road and Post Office Street, open space embellishment, and a cycleway/pedestrian path in the existing transmission easement.

The below provides an overview of the history of the site:

- **August 2005** – Development Consent No. 2451/2004/HB was granted by Council (The Hills) for construction of eight 3-5 storey apartment buildings for 226 units and 428 parking spaces.
- **May 2009** – Council resolved to adopt the draft LEP and DCP for the Carlingford Precinct.
- **June 2010** – Council adopted a report on the outcome of the exhibition of the draft Local Environmental Plan, draft Baulkham Hills Development Control Plan Part E Section 22 – Carlingford Precinct and draft Section 94 Contributions Plan No. 14 – Carlingford Precinct.
- **December 2010** – Council considered a report on a number of draft Voluntary Planning Agreements (VPAs) providing for the payment of monetary contribution works in kind and land dedication for key sites within the Carlingford Precinct. Council considered a report on the draft Carlingford Precinct Public Domain Plan and resolved that the plan be publicly exhibited for a period of 28 days.
- **February 2011** – DA lodged for the construction of 5 apartment buildings (9-11 storey) containing 450 units and 662 basement parking spaces. The site also included the 6 dwelling houses for complying development demolition.
- **April 2011** – Due to the number of submissions received, a Conciliation Conference was held on 27 April 2011 with five (5) residents attending. The issues discussed mainly relate to the undergrounding of power lines, traffic/parking, privacy, amenity, fire and emergency vehicle access, geotechnical requirements, solar access, waste management, overland flow, tree removal, property values and wind tunnelling effects.
- **April 2012** – The original DA (DA1103/2011/JP) was granted deferred commencement consent by the Joint Regional Planning Panel (JRPP). A

Council outlined the following in the JRPP report:

*“The emerging vision for the Carlingford Precinct is to encourage transit-oriented development that creates a sense of place for the incoming population through increased housing choice, better public realm and open spaces **and local services that supply the convenience needs of the community**. When the precinct is fully developed it will dramatically alter the character of the area.”*

- **Between 2014 and 2015** – Numerous section 96 modification applications (now known as section 4.55) were submitted and approved for minor changes to conditions of consent and the approved architectural plans.
- **2015 to 2020** – Additional sites acquired along Pennant Hills Road.
- **Early 2021** – Meriton acquired the site earlier in 2021 with a development consent (No. 2451/2004/HB) in place. Meriton have since undertaken an internal design competition and intend on lodging a new compliant DA for the site.

**Figure 6** and **Figure 7** overleaf illustrates the approved development which formed part of development consent No. 2451/2004/HB.

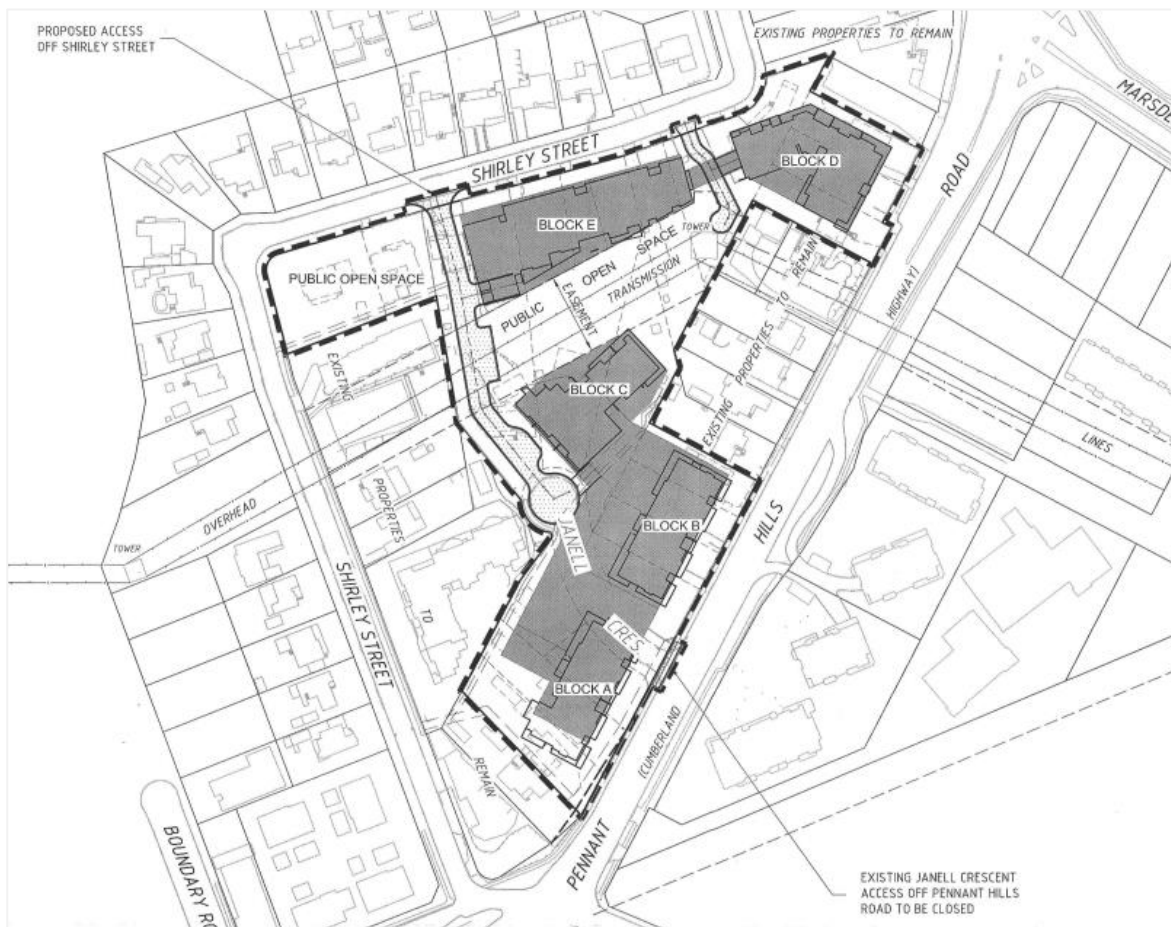


Figure 7 – Approved Residential Scheme (DA1103/2011/JP)



Source: Dyldam, Architectural Plans

Figure 8 – Approved Residential Scheme - Overall Site Plan (DA1103/2011/JP)



Source: Cardno



## 4. STATUTORY CONTEXT

### 4.1. PARRAMATTA (FORMER THE HILLS) LOCAL ENVIRONMENTAL PLAN 2012

Parramatta (Former The Hills) Local Environmental Plan 2012 (**the LEP**) is the principle environmental planning instrument applying to the site and the proposed development.

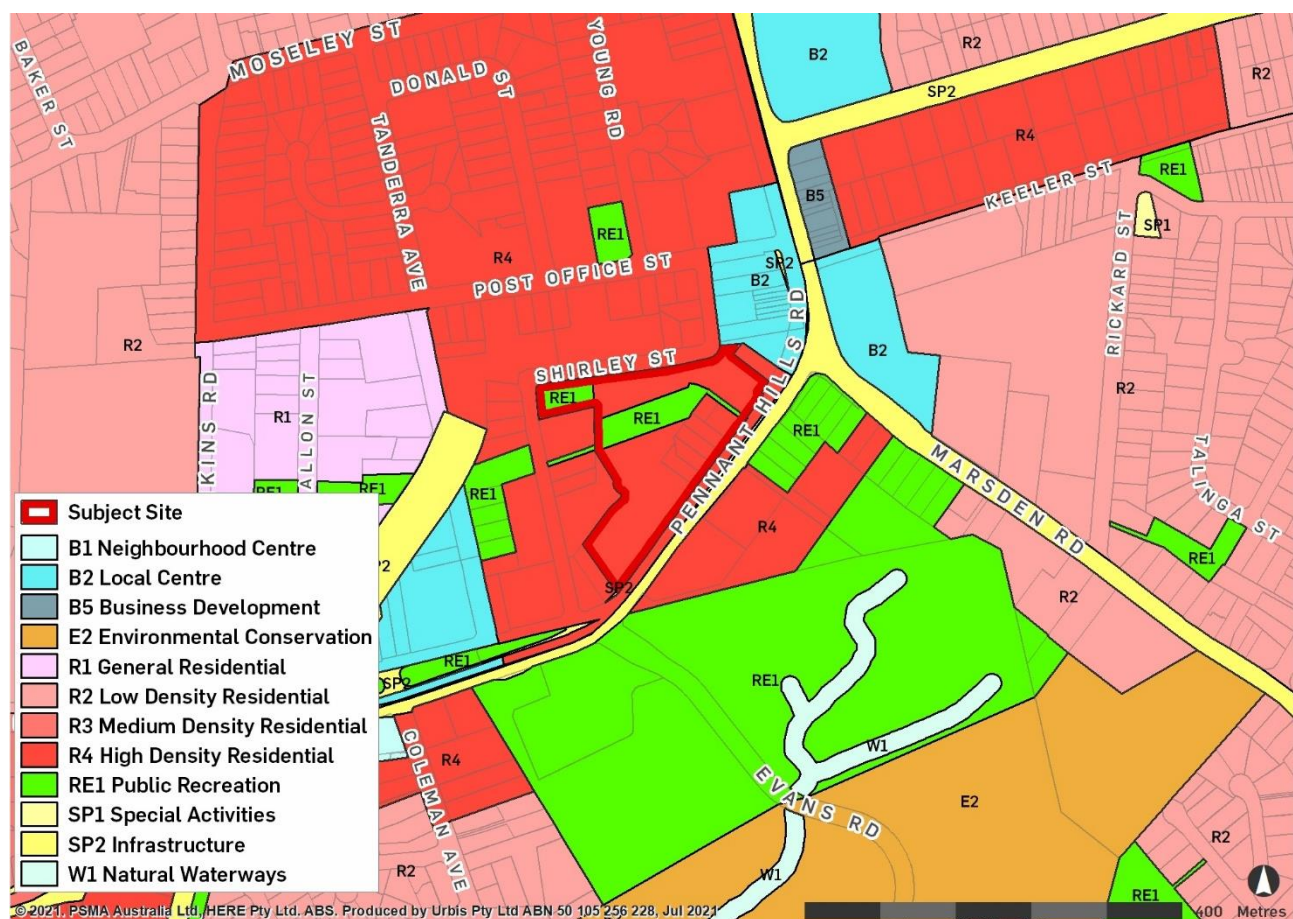
#### 4.1.1. Land Use Zoning

The site is zoned part R4 High Density Residential and part RE1 Public Recreation in accordance with the LEP map extract as shown in **Figure 8** below. This Planning Proposal relates to only the land zoned R4 High Density Residential.

The relevant zone objectives include:

- To provide for the housing needs of the community within a high density residential environment.
- To provide a variety of housing types within a high density residential environment.
- To enable other land uses that provide facilities or services to meet the day to day needs of residents.
- To encourage high density residential development in locations that are close to population centres and public transport routes.

Figure 9 – LEP 2012 Extract Zoning Map



Source: Urbis

The following development is permitted with development consent in the R4 High Density zone:

*Attached dwellings; Boarding houses; Building identification signs; Business identification signs; Centre based child care facilities; Community facilities; Dual occupancies; Dwelling houses; Home-based child care; Multi dwelling housing; Neighbourhood shops; Oyster aquaculture; Places of public*

worship; Residential flat buildings; Respite day care centres; Roads; Shop top housing; Any other development not specified in item 2 or 4

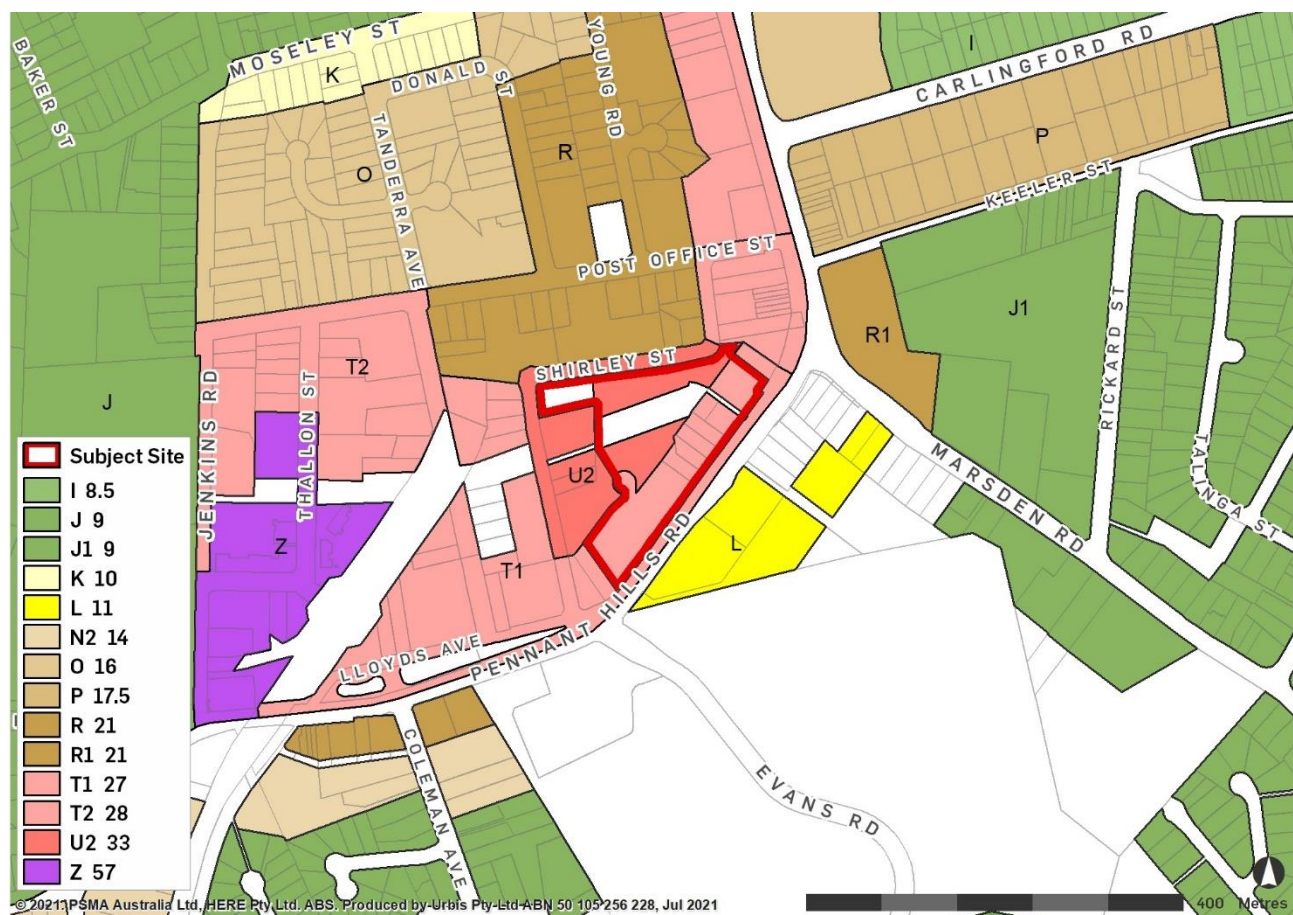
The following development is prohibited in the R4 High Density Residential zone (land uses underlined for emphasis):

*Agriculture; Air transport facilities; Airstrips; Amusement centres; Animal boarding or training establishments; Boat building and repair facilities; Boat launching ramps; Boat sheds; Camping grounds; Caravan parks; Cemeteries; Charter and tourism boating facilities; Commercial premises; Correctional centres; Crematoria; Depots; Eco-tourist facilities; Electricity generating works; Entertainment facilities; Environmental facilities; Exhibition villages; Extractive industries; Farm buildings; Forestry; Freight transport facilities; Function centres; Heavy industrial storage establishments; Helipads; Highway service centres; Home occupations (sex services); Industrial retail outlets; Industrial training facilities; Industries; Information and education facilities; Jetties; Marinas; Mooring pens; Moorings; Mortuaries; Open cut mining; Passenger transport facilities; Pond-based aquaculture; Port facilities; Public administration buildings; Recreation facilities (indoor); Recreation facilities (major); Recreation facilities (outdoor); Registered clubs; Research stations; Residential accommodation; Restricted premises; Rural industries; Service stations; Sewerage systems; Sex services premises; Signage; Storage premises; Tank-based aquaculture; Tourist and visitor accommodation; Transport depots; Truck depots; Vehicle body repair workshops; Vehicle repair stations; Veterinary hospitals; Warehouse or distribution centres; Waste or resource management facilities; Water recreation structures; Water supply systems; Wharf or boating facilities; Wholesale supplies*

### 4.1.2. Building Height

The site has a maximum building height of 27 metres fronting Pennant Hills Road and 33 metres fronting Shirley Street in accordance with clause 4.3 and as shown in **Figure 9** below. The RE1 Public Recreation zoned land does not have a maximum building height. Surrounding building heights range between 11 metres to 57 metres.

Figure 10 – LEP 2012 Extract Building Height Map



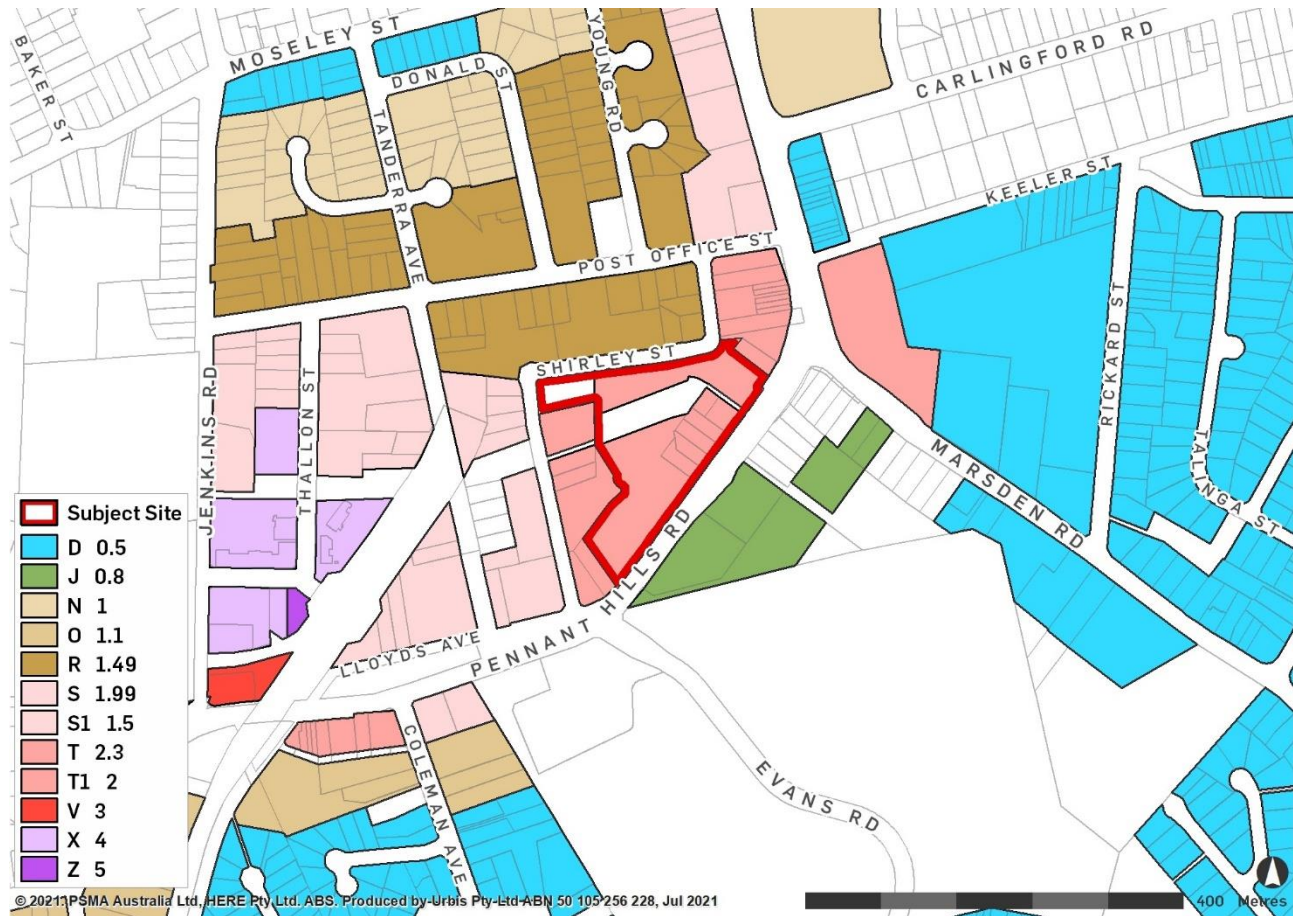
Source: Urbis



### 4.1.3. Floor Space Ratio

The site has a maximum floor space ratio (**FSR**) of 2.3:1 in accordance with clause 4.4 and as shown in **Figure 10** below. The RE1 Public Recreation zoned land does not have a maximum FSR.

Figure 11 – LEP 2012 Extract FSR Map



Source: Urbis

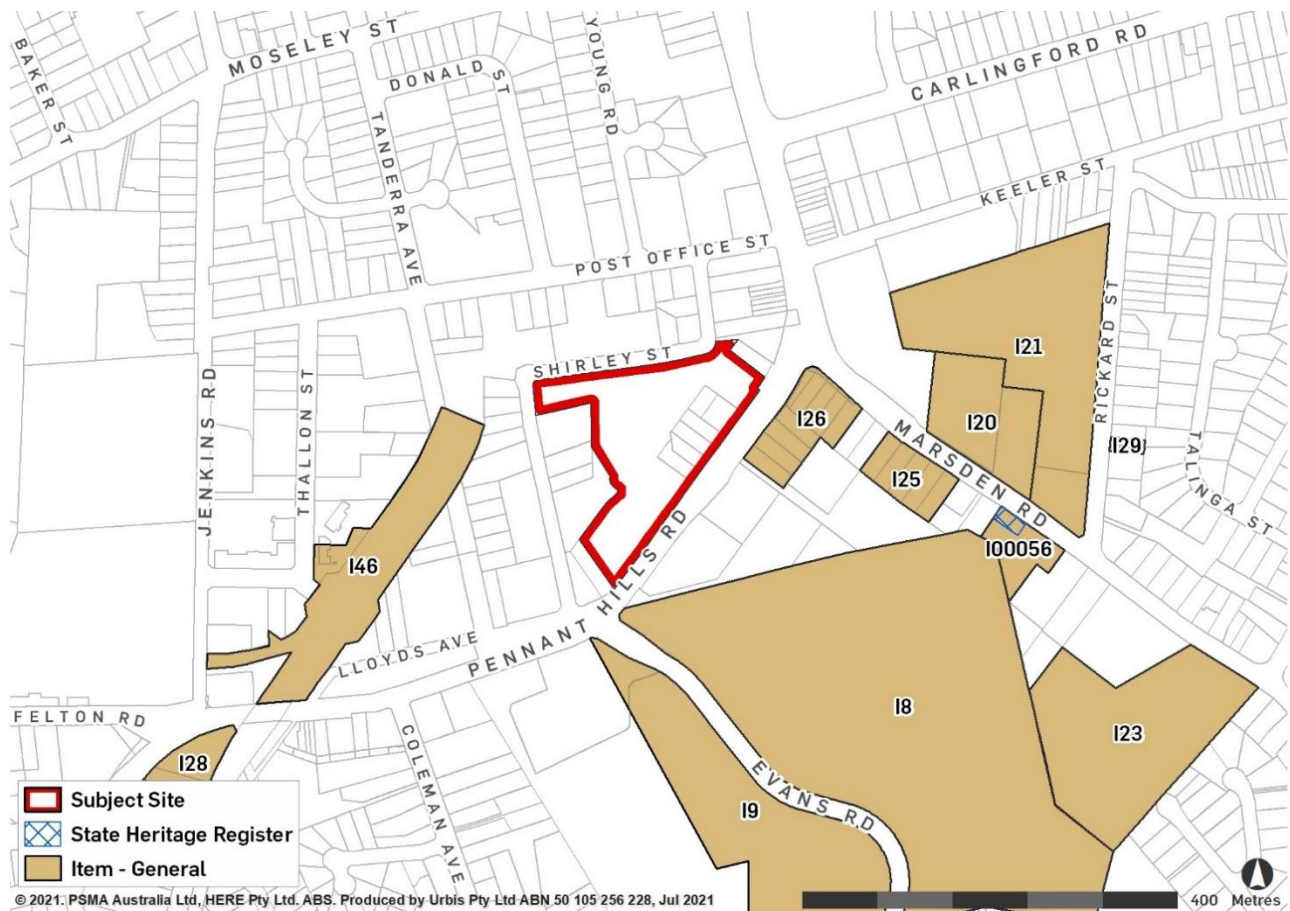


#### 4.1.4. Heritage Conservation

The site is not identified as a local heritage item, nor is it located within a heritage conservation area. However, there are several local heritage items and a heritage conservation area within the locality as listed below and shown in **Figure 11**.

- I00056 – Former St Paul’s Anglican Church – 346 Marsden Road – State Item
- I8 – Galaringi Reserve – 130 Evans Road – Local Item
- I9 – Bushland – 141 Evans Road – Local Item
- I20 – Water tanks and Water Board cottage – 263A 265 Marsden Road – Local Item
- I21 – Carlingford Public School (and Macquarie Community College - 263 Marsden Road and 5 Rickard Street – Local Item
- I23 – Mobbs Hill Reserve – 322A Marsden Road – Local Item
- I25 – Eric Mobbs Memorial – 356 Marsden Road – Local Item
- I26 – Carlingford Memorial Park – 262 Marsden Road – Local Item
- I46 – Carlingford Stock Feeds – 1 Thallon Street – Local Item

Figure 12 – LEP 2012 Extract Heritage Conservation

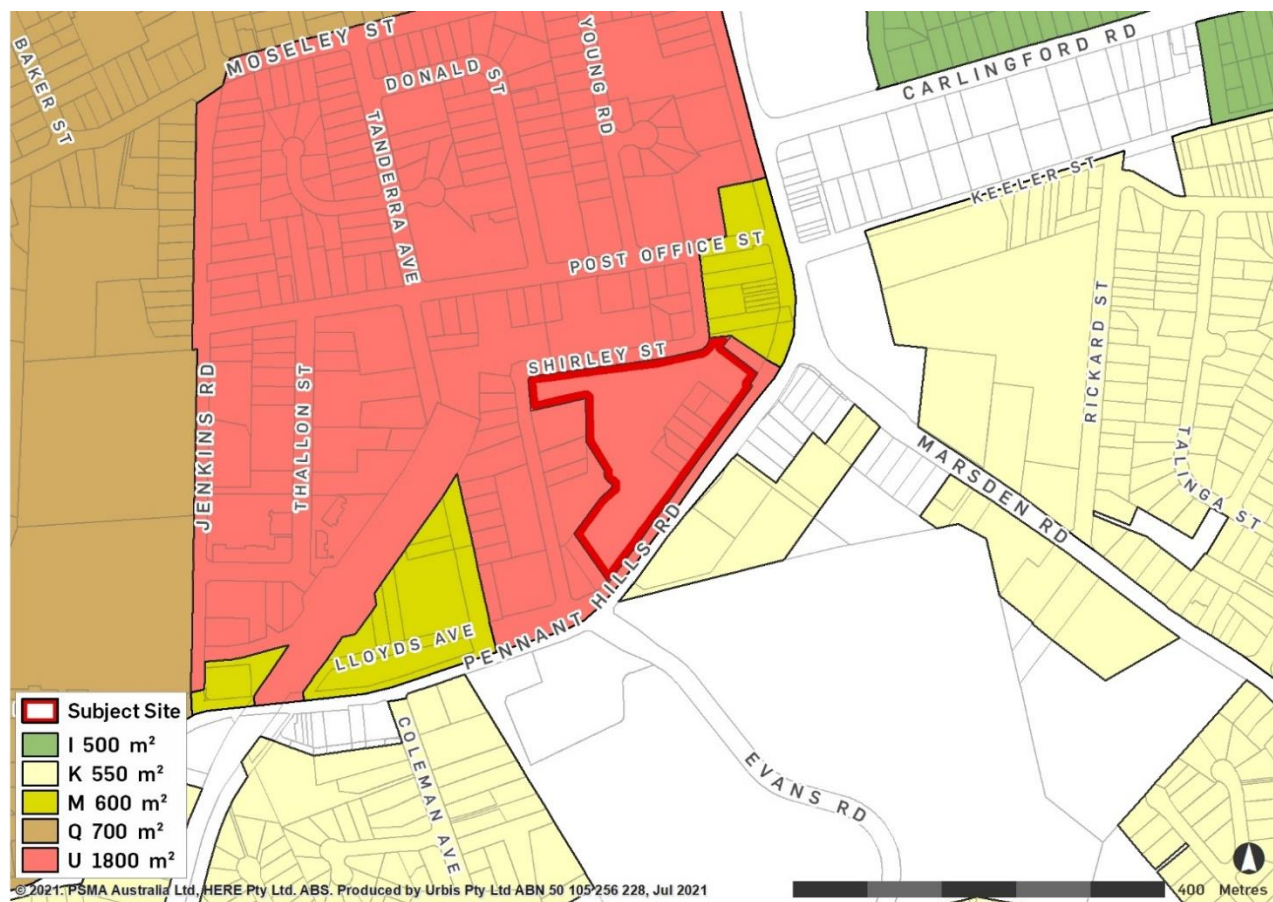


Source: Urbis

### 4.1.5. Minimum Lot Size

A minimum lot size of 1,800m<sup>2</sup> applies to the site in accordance with clause 4.1, resulting from any proposed subdivision and as shown in **Figure 12**. Exceptions to this minimum lot size requirement are set out in clauses 4.1A and 4.1B.

Figure 13 – LEP 2012 Extract Minimum Lot Size



Source: Urbis

## 4.2. DRAFT PARRAMATTA LOCAL ENVIRONMENTAL PLAN 2021

A planning proposal has been prepared which seeks to establish a new Parramatta Local Environmental Plan (LEP) which harmonises the five LEPs (Auburn LEP 2010, Holroyd LEP 2013, Hornsby LEP 2013, Parramatta LEP 2011 and Parramatta (former The Hills) LEP 2012) which currently apply in the City of Parramatta Local Government Area (LGA). It is understood that the LEP is currently with DPIE for finalisation.

As the planning proposal seeks to repeal the *Parramatta (former The Hills) LEP 2012*, being the subject of this planning proposal request, this planning proposal may need to be amended to facilitate an amendment to the new LEP if it comes into effect prior to the finalisation of this planning proposal request.

## 4.3. THE HILLS DEVELOPMENT CONTROL PLAN 2012

The Hills Development Control Plan 2012 (**the DCP**) provides the detailed development controls which apply to land across the former Hills area. The key controls which are relevant to the site and the requested Planning Proposal are summarised below:

- Part B Section 2 – Residential
- Part B Section 5 – Residential Flat Building
- Part C Section 1 – Parking

- Part C Section 3 – Landscaping
- Part C Section 4 – Heritage
- Part D Section 12 – Carlingford Precinct

The site is subject to site specific planning controls as prescribed under Part D, Section 12 Carlingford Precinct. The proposed APU will not impact the future development's ability to comply with these site-specific controls.

The site is located within the 'Southern Precinct' identified in the Part D Section 12. The desired future character statement for this Precinct is extracted below:

*The character of the southern end of the Precinct in the vicinity of the train station will be largely determined by the development of landmark buildings on the key sites and their role in creating street oriented village built form and character, open spaces and a civic plaza linked to the station.*

*In key sites affected by electricity easements, developments can contribute to publicly accessible open space with strong connections to the local open space network and civic area.*

*Buildings on key sites and in the southern side of the Precinct generally have been placed to provide transition in building scale and to provide natural ventilation, solar access, outlook from apartments and year round sunlight to communal open spaces.*

*Streetscapes are to be resident and visitor friendly in an urban landscaped setting associated with a street hierarchy that promotes a safe pedestrian and vehicular environment. The landscape works in the public realm help to define the character areas in the Precinct. These characters range from the more urban, civic and train station oriented village to the suburban character further from the train station*

The APU will not impede the provision of open space and the site's ability to deliver the established desired future character, and will positively contribute to the activation of the "civic plaza" by the delivery of commercial and convenience retail uses on ground flood areas as supported by Section 3.8 of Part D, Section 12 of the DCP.

## 4.4. PLANNING AGREEMENTS

In December 2010, Council considered a report on a number of draft Voluntary Planning Agreements (VPAs) providing for the payment of monetary contribution works in kind and land dedication for key sites within the Carlingford Precinct.

Council adopted a Voluntary Planning agreement (VPA) in April 2015 to undertake Works-in-Kind (WIK), in addition to a monetary contribution, these WIK involved:

- Establish local development contributions and otherwise exclude the application of Section 94 (now Section 7.11) contributions.
- Roundabout at Young Road and Post Office Street to the value of \$253,000 and delivered prior to any Strata Subdivision Certificate.
- Open Space Embellishment to the value of \$459,500 and delivered prior to any Strata Subdivision Certificate for either Buildings A, B or C, whichever is subdivided last.
- Cycleway/Pedestrian Path in Transmission Easement to the value of \$29,608 and delivered prior to any Strata Subdivision Certificate for either Buildings A, B or C, whichever is subdivided last.

This VPA, in respect to the WIK, has not been enacted upon and may be subject to review with Council as part of the lodgement of the DA to ensure alignment with the proposed development works. The Planning Proposal does not create the need to review the VPA and is not inconsistent or create conflict with any of the obligations under the VPA.

## 5. STRATEGIC CONTEXT

This section of the report identifies the relevant State and local strategic planning policies which are relevant to the site and the proposed LEP amendment. It outlines the key objectives, planning priorities and actions required to deliver the vision for the Greater Sydney Region, the Central City district and the Parramatta local government area.

A detailed assessment of the consistency of the proposal with the State and local strategic planning policies is provided within **Section 7**.

### 5.1. PREMIER'S AND STATE PRIORITIES

The NSW Premier's and State Priorities establish key priorities of the NSW Government which represent their commitment to making a significant difference to enhance the quality of life of the people of NSW.

The Priorities are of limited relevance for the subject Planning Proposal apart from the 'Greening our City' initiative which seeks to increase the tree canopy and green cover across Greater Sydney by planting one million trees by 2022. The priority discusses that trees play an important role in improving local character and extend habitat, increasing the biodiversity of cities serving as a home for animals and birds. The indicative concept is highly consistent with this initiative and aims to provide public open space to enable the "greening" of the site.

### 5.2. GREATER SYDNEY REGION PLAN: A METROPOLIS OF THREE CITIES

In March 2018, the Greater Sydney Commission finalised '*A Metropolis of Three Cities - Greater Sydney Region Plan*', as the NSW Government's metropolitan plan for Sydney. The Plan presents a strategy for managing growth and change and intends to guide infrastructure delivery over the next 40 years. The plan seeks to reposition Sydney as a metropolis of three cities – the western parkland, central river and eastern harbour cities.

The Plan is built on a vision where most residents live within 30 minutes of their jobs, education and health facilities, services and great places. To support the vision, the Greater Sydney Commission have established ten (10) directions which establish the aspirations for Greater Sydney over the next 40 years. These directions will be used to guide future planning policy and infrastructure decisions within Greater Sydney to 2056. The identified directions include:

- |                                       |                                 |
|---------------------------------------|---------------------------------|
| 1. A city supported by infrastructure | 6. A well-connected city        |
| 2. A collaborative city               | 7. Jobs and skills for the city |
| 3. A city for people                  | 8. A city in its landscape      |
| 4. Housing the city                   | 9. An efficient city            |
| 5. A city of great places             | 10. A resilient city            |

The site is located within the Central River City. The vision of the Central River City is centred around Greater Parramatta and the Olympic Park Peninsula Economic Corridor. The Central River City will grow substantially capitalising on its location close to the geographic centre of Greater Sydney. Unprecedented public and private investment is contributing to new transport and other infrastructure leading to a major transformation of the Central River City.

The delivery of the Sydney Metro West rail link is recognised as a critical piece of infrastructure which will deliver faster and more efficient transport from the Harbour CBD to Greater Parramatta and improve growth prospects for the north-west of the city by increasing the access to jobs.

The plan identifies the need to accommodate an additional 1.7 million people, 725,000 additional dwellings and 817,000 new jobs in Greater Sydney by 2036.

The site is located within proximity to several key metropolitan centres, strategic centres, local centres, as well as urban renewal areas. Greater Parramatta (Metropolitan Centre) is located approximately 8km to the south-west of the site, Sydney Olympic Park is located approximately 12.5km to the south of the site, and Epping is located approximately 5km to the east of the site. Urban renewal areas are identified surrounding the future light rail, which will connect Parramatta to Carlingford.

Objective 12: *“Great places that bring people together”* recognises the key components which make a city a great place. The objective encourages fine grain urban form and land use mix through the co-location of schools, retail services and transport infrastructure. This Planning Proposal will allow for the co-location of retail, business, recreation and residential uses, within close proximity to the future Carlingford light rail station. The co-location uses will enhance walkability as well as the viability of, and access to, places, centres and public transport.

### 5.3. CENTRAL CITY DISTRICT PLAN

The Central City District Plan is a 20-year plan to manage growth in the context of economic, social and environmental matters to implement the objectives of the Greater Sydney Region Plan. The intent of the District Plan is to inform local strategic planning statements and local environmental plans, guiding the planning and support for growth and change across the district.

The District Plan contains strategic directions, planning priorities and actions that seek to implement the objectives and strategies within the Region Plan at the district-level. The Structure Plan identifies the key centres, economic and employment locations, land release and urban renewal areas and existing and future transport infrastructure to deliver growth aspirations.

Key challenges identified within the Plan relevant to the proposal includes:

- Align land use and infrastructure planning to maximise the use of existing and proposed infrastructure.
- Improving safety, accessibility and inclusion by co-locating activities benefits all residents and visitors.
- Encourage place based planning and deliver fine grain urban form and local mixed-use places that can provide better access to local retailers of fresh food and supporting local fresh food production.
- Retain and manage all existing industrial and urban services land and safeguard it against competing pressures, especially residential and mixed-use zones. The management of these lands should accommodate evolving business practices and changes in need for urban services from the surrounding community and businesses and will need, from time to time, to review the list of appropriate activities within any precinct in considering of these evolving practices.
- Deliver fine grain urban form and land use mix through the co-location of schools, retail services and transport infrastructure in local centres contributes to enhanced walkability.
- Protect or expand commercial floor space in centres.
- Deliver the 30-minute city concept by reducing the time people spend travelling and increase people's access to jobs and services.
- Protect and enhance biodiversity by managing urban development and reduce edge-effect impacts.
- Increase urban tree canopy and deliver green grid opportunities as well as high quality open space.

## 5.4. FUTURE TRANSPORT 2056 STRATEGY

*Future Transport 2056 Strategy* was released by the Greater Sydney Commission in March 2018 and provides a 40-year strategy for how transport will be planned in NSW.

A number of committed (0-10 years), investigation (0-20 years) and visionary (20 + years) initiatives and investigations are identified as being planned for the Central City District. The initiatives which will increase the service frequencies to/ from the site to key destinations include:

- NorthConnex – opened to traffic on 31 October 2020 – NorthConnex is a 9km tunnel that links the M1 Pacific Motorway at Wahroonga to the Hills M2 Motorway at West Pennant Hills.
- Parramatta Light Rail Stage 1 – Stage 1 is expected to open in 2023 – The first stage of Parramatta Light Rail will connect Westmead to Carlingford via Parramatta CBD and Camellia.
- Parramatta Light Rail Stage 2 – Not commenced – The second stage of Parramatta Light Rail will connect to Stage 1 and run north of the Parramatta River through the rapidly development suburbs of Ermington, Melrose Park and Wentworth Point to Sydney Olympic Park
- Victoria Road public transport improvements – Short term improvements are under development. Other improvements being considered as part of the integrated network planning – Improvements will include upgrading bus services and infrastructure on the Victoria Road corridor, through the Bus Priority Infrastructure Program. This initiative is to support planned growth in the Bays Precinct, and to integrate with committed and proposed initiatives within the corridor such as Sydney Metro West and WestConnex.
- Parramatta inner ring road (improvements to existing surface road) – Not commencement – Upgrade of existing surface roads on the outskirts of Greater Parramatta's centre to function as arterial movement corridors. This includes surface treatments, minor interventions and some potential widening to improve the prioritisation of vehicles.
- Sydney Metro Northwest – opened in May 2019 – Sydney Metro Northwest is the first stage of Sydney Metro, delivering a high-frequency, high-capacity rail service between the growth areas in the Northwest and Chatswood with interchanges to the North Shore and Northern train lines.
- Sydney Metro West – Construction started in late 2020 at The Bays Precinct to prepare the site for major tunnelling – Sydney Metro west is a new underground metro railway under investigation to link the Parramatta and Sydney CBDs. Key precincts already identified to be serviced by Sydney Metro West include Parramatta, Sydney Olympic Park, The Bays Precinct and the Sydney CBD.

**Figure 4** illustrates the regional context and identified transport opportunities within the vicinity of the site.

## 5.5. PARRAMATTA LOCAL STRATEGIC PLANNING STATEMENT

Local Strategic Planning Statements (LSPS) are a new layer of strategic planning legislated by the *Environmental Planning and Assessment Act 1979 (EP&A Act)* introduced in March 2018.

The LSPS sets out:

- the 20-year vision for land use in the local area;
- the special characteristics which contribute to local identity;
- shared community values to be maintained and enhanced; and
- how growth and change will be managed into the future.

Informed by the Greater Sydney Region Plan, the Central City District Plan and Council's current suite of strategic documents, the LSPS will act as a unifying document for Council's strategic vision and shape future amendments to the current *Parramatta (Former The Hills) Local Environmental Plan 2012*.

The LSPS is intended to provide more certainty about Councils' future land use intentions. A council must consider it's LSPS as part of the LEP making process. An LSPS that has been endorsed by the NSW Department of Planning, Industry and Environment (DPIE), will be part of the strategic merit test for a gateway determination under section 3.34 of the EP&A Act. To ensure that LEP amendments give effect to



the direction expressed in an LSPS, Section 3.33 of the EP&A Act requires that justification is provided with a planning proposal to make or amend an LEP.

The *Parramatta Local Strategic Planning Statement* prepared by City of Parramatta was endorsed in March 2020 and it examines the role of Parramatta as part of Greater Sydney and establishes key priorities aligned with the three pillars of the *A Metropolis of Three Cities - Greater Sydney Region Plan*; being liveability, productivity and sustainability.

The purpose of the LSPS is to guide land use planning within the area over the next 20 years. The vision for Parramatta is outlined as follows:

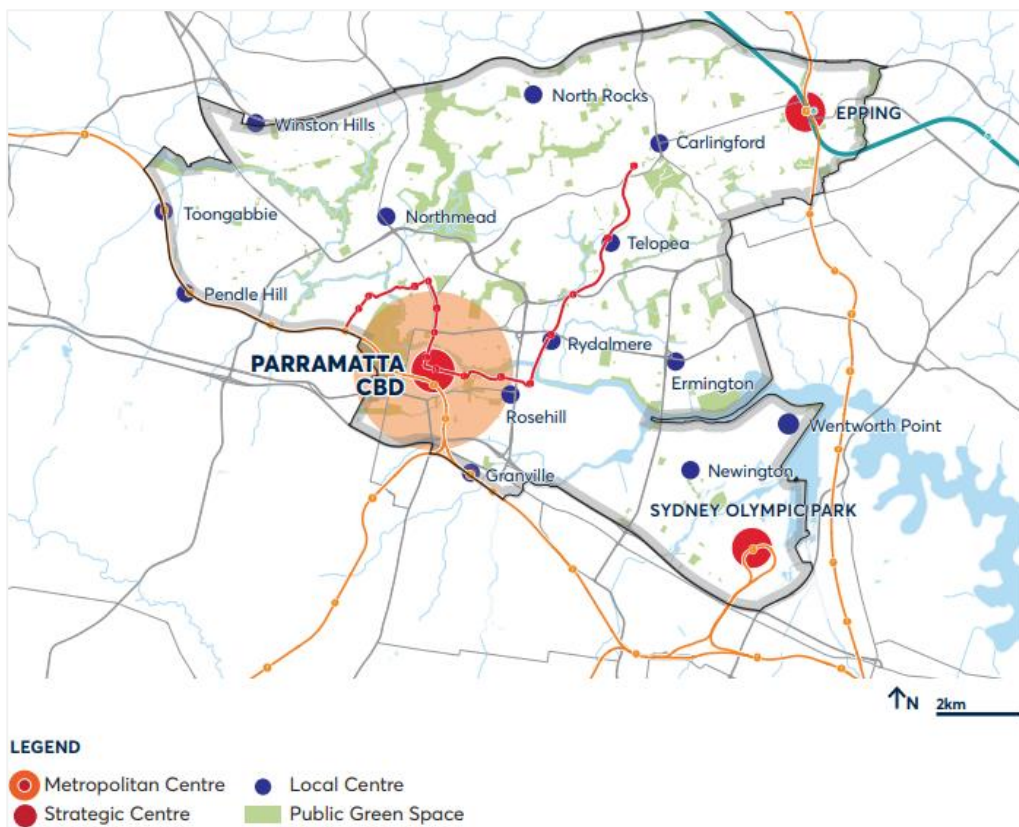
*In 20 years Parramatta will be a bustling, cosmopolitan and vibrant metropolis, the Central City for Greater Sydney. It will be a Smart City that is well connected to the region, surrounded by high quality and diverse residential neighbourhoods with lots of parks and green spaces. It will be innovative and creative and be well supported by strong, productive and competitive employment precincts. It will be a place that people will want to be a part of."*

The LSPS identifies Carlingford as a 'Local Centre' (refer **Figure 13** extract). A Local Centre is a focal point of neighbourhoods, are diverse, vary in size and provide essential access to day-to-day goods and services. The LSPS acknowledges that the role of local centres has been changing from a retail focus to a services focus, providing for basic needs and a place for local communities to gather and socialise in a quieter environment. However, it does suggest that a key challenge is for smaller centres to achieve enough vibrancy to attract customer traffic.

It is anticipated that the co-location of commercial, business premises and recreational facilities at the ground floor of the future residential buildings will create activation to the site, which includes a key pedestrian link to the future Carlingford light rail station. The provision of the additional permitted uses will also deliver a level of convenience to future residents and create a quieter meeting place to socialise and interact.

In addition, there are several planning priorities and actions which the proposal is highly consistent with which is elaborated on further in **Section 7** of this report.

Figure 14 – Parramatta LSPS Centres Hierarchy Map



Source: City of Parramatta

## 5.6. CITY OF PARRAMATTA LOCAL HOUSING STRATEGY

The City of Parramatta Local Housing Strategy (Housing Strategy) provides direction at the local level about when and where future housing growth will occur and identifies the relationship with the broader NSW government strategic objectives as identified in the Greater Sydney Region Plan – A Metropolis of Three Cities and the Central City District Plan.

The housing vision of the strategy is:

*Our housing maximises accessibility to the City of Parramatta's thriving economy so that all benefit, while also meeting housing need and housing diversity and championing quality design and environmental performance. Our neighbourhoods are welcoming and green and respect existing character.*

The Housing Strategy confirms that Parramatta will achieve the dwellings targets identified in the District Plan and identifies that the majority of new housing growth will be delivered in 13 precincts around employment and transport, including Carlingford. The Housing Strategy identifies that Carlingford could deliver approximately 4,470 additional dwellings by 2036, which is supported by the infrastructure investment (i.e., Parramatta Light Rail).

Carlingford is identified as an area which could offer the highest opportunity to achieve the objective of the 30-minute ('door-to-door') journey to work and delivery of the broader Green Grid.

The objectives likely to have implications for the proposed development are listed and discussed below:

- *Housing delivery is aligned and sequenced with existing transport and capacity improvements*
- *Growth precincts innovate excellence in place-based outcomes with diverse and affordable housing to suit residents' needs*
- *Housing delivery complements, not compromises, the economic significance of both the Central City and the City of Parramatta*
- *Additional housing is focussed on growth precincts, aligned with transport infrastructure delivery to facilitate residents' access to facilities, services, social connections and jobs*
- *Commercial opportunities are enhanced in conjunction with growth precinct delivery*

The provision of non-residential uses at the site is aligned with the vision and objectives established in the Housing Policy and will not reduce the site's ability to offer a range of residential offerings to assist in achieving the housing target identified for Carlingford. The co-location of appropriately scaled retail, business, recreation and residential uses will achieve an improved 'place-based' outcome by delivering a level of convenience to future residents. The small-scale nature of the proposed facilities combined with its direct pedestrian connections to the B2 zoned land to the north suggests that this proposal will contribute and support the overall vibrancy of the Carlingford Town Centre, which will rely on activated and pedestrian spaces to more broadly enhance connectivity of the town centre to the Station.

Table 14 of the Housing Strategy identifies that shop-top housing or mixed-use development are to be located around the CBD Core. The reasoning for the identified location of shop-top housing or mixed-use development is to provide a mix of uses to create activity in neighbourhoods and provide an opportunity for the market to either deliver more housing or commercial space depending on the best and highest use for the site.

This Planning Proposal does not seek to change the permissible uses for the R4 High Density Residential zone in the LEP but does respond to the market demand for greater access to commercial offerings. The provision of 2,000m<sup>2</sup> of GFA for a combination of retail, business and indoor recreation floor space would provide activity to the Carlingford neighbourhood on the western side of Pennant Hills Road with excellent connections to the future Carlingford Light Rail station, while ensuring high density residential remains as the primary use of the land.



## 5.7. PARRAMATTA EMPLOYMENT LANDS STRATEGY AND EMPLOYMENT LANDS STRATEGY REVIEW AND UPDATE

The Parramatta Employment Lands Strategy (ELS) was adopted by Council on 11 July 2016 and aims to provide clear land use planning actions and recommendations to guide the future of Parramatta's Employment Lands. The ELS was reviewed and updated in June 2020 to reflect the LSPS. Both the ELS and ELS Review and Update have been considered in respect of this Planning Proposal.

The Employment Lands Strategy identifies employment lands as all land that is zoned: IN1 – General Industrial, IN2 – Light Industrial, IN3 – Heavy Industrial, B5 – Business Development, and B6 – Enterprise Corridor. The site is zoned R4 High Density Residential therefore is not classified as employment land. The Planning Proposal does not seek to rezone the site to employment land and only seeks an APU to allow for some employment floor space (including business premises, shops and food and drink premises).

Parramatta LGA is identified as the largest economy in Western Sydney with a Gross Regional Product (GRP) of \$14 billion in 2013/14. The Employment Lands Strategy also identifies that the local economy is strong and diverse, based around three strategic areas: service-based jobs based predominantly in the Parramatta CBD, health and medical activities and jobs with a strong concentration in the Westmead Health and Medical Precinct, and industrial related activities concentrated in employment lands.

As Retail Demand and Impact Assessment (RDIA) prepared by Urbis (refer to **Appendix B**) confirms that the amount of non-residential floorspace has been capped 2,000m<sup>2</sup> to appropriately manage the impact to existing retail centres and to provide amenity to support the proposed development on the site. The RDIA confirms that there is sufficient growth within the market to accommodate 2,000m<sup>2</sup> of non-residential floorspace at the subject site, in particular a metro style supermarket, without adversely impacting the viability of existing and proposed retail centres.

In summary, the proposed APU will not impact the functioning of the existing surrounding employment lands nor does this Planning Report seek to change the zoning of existing employment lands.

## 5.8. CITY OF PARRAMATTA COMMUNITY INFRASTRUCTURE STRATEGY

The City of Parramatta Community Infrastructure Strategy (Community Infrastructure Strategy) was adopted by Council in July 2020 and aims to provide long term direction for the provision of community infrastructure. The Community Infrastructure Strategy identifies contemporary challenges Council have for realising quality community infrastructure, and key opportunities and directions by asset type for City of Parramatta's 12 high growth areas including Carlingford.

The Community Infrastructure Strategy has limited applicability to the Planning Proposal. The future Development Application will consider the Community Infrastructure Strategy. The indicative concept as illustrated in **Section 6** of this Report is consistent with the findings of the Strategy which identifies a shift towards high density living.

## 6. INDICATIVE CONCEPT

The primary objective of the project is to facilitate the development a key site within the Growth Centre of Carlingford as identified in the Parramatta Local Housing Strategy 2020.

The emerging vision for the Carlingford Precinct is to encourage transit-oriented development through increased housing choice, better public realm and open spaces, and enhanced local services to meet convenience needs of the community. The redevelopment of the site will contribute to the transition the precinct to better align with this stated vision.

It is intended the site will be developed for a range of 9-11 storey residential building forms that are divided into six precincts connecting to the future light rail stops, Shirley Street and Pennant Hills Road through a network of pedestrian paths.

The eastern most buildings fronting the RE1 Zone, to be developed as a park and civic square, are proposed to incorporate active ground floor non-residential uses (being the subject of this Planning Proposal, with the exception of the childcare centre, the latter being permissible in the zone). The non-residential uses, retail and commercial uses, are proposed to be positioned immediately adjacent to the existing B2 zone land located to the north to create a continuation of the local centre.

The proposed non-residential uses are proposed to take the form of a 'shop top housing' development comprising select non-residential uses at the ground plane and residential apartments above.

While the final land use make up and building form will be subject to a future Development Application (DA) to be submitted to Parramatta Council, the current indicative masterplan envisages the following mix of uses:

- 670 residential units (not subject of Planning Proposal)
- 1,000 sq.m metro style supermarket (subject of the Planning Proposal)
- 1,000 sq.m of '*retail premises*' land uses, '*business premises*' and '*recreational facility (indoor)*' (subject of the Planning Proposal)
- An 800 sq.m childcare centre (not subject of Planning Proposal)

The indicative masterplan is illustrated in **Figure 14** and **Figure 15**.

Figure 15 – Indicative Masterplan



Source: Fender Katsalidis

Figure 16 – Render of Indicative Concept



Source: Fender Katsalidis

## 7. PLANNING PROPOSAL ASSESSMENT

The Planning Proposal request has been prepared in accordance with Section 3.33 of the *Environmental Planning and Assessment Act 1979 (EP&A Act)* and the Department of Planning, Industry and Environment guidelines '*Planning Proposals: A guide to preparing planning proposals*' dated December 2018.

This section addresses each of the matters to be addressed as outlined in the guidelines, including:

- Objectives and intended outcomes
- Explanation of provisions
- Justification including need for proposal, relationship to strategic planning framework, environmental, social and economic impacts and State and Commonwealth interests.
- Draft LEP maps which articulate the proposed changes
- Likely future community consultation

### 7.1. OBJECTIVES AND INTENDED OUTCOMES

The primary objective of the project is to facilitate the development a key site within the Growth Centre of Carlingford as identified in the Parramatta Local Housing Strategy 2020.

The emerging vision for the Carlingford Precinct is to encourage transit-oriented development through increased housing choice, better public realm and open spaces, and enhanced local services to meet convenience needs of the community. The site has the ability to transition the precinct and significantly alter the existing character of the site for the future.

The key objectives and intended outcomes are:

- To be consistent with the existing R4 zone objectives.
- Stimulate re-activation of a significant site that is presently vacant and underutilised.
- Provide small scale convenience-based retail and other complementary uses that provide services directly to the public which is a key amenity driver and a critical component to support the future residents.
- Cap the amount of APU land uses to ensure their role is complementary and primarily serves the anticipated future residents and visitors to the site and to moderate any perceived negative impacts (i.e., traffic).
- Facilitate land uses that activate the site during the evenings and on weekends, with a key focus on the development's interface with the RE1 Public Recreation Zone that centrally bisects the site.
- To not derogate the role and function of the Carlingford Town Centre by imposing a floor space cap on the additional permitted uses.
- To better respond to the sites unique scale within the Carlingford Precinct and proximity to the Parramatta Light Rail and location on a central axis of public open space providing direct access to the Carlingford Station for the broader precinct.

### 7.2. EXPLANATION OF PROVISIONS

The Planning Proposal seeks to add the site to Schedule 1 of the Additional Permitted Uses of the *Parramatta (former The Hills) Local Environmental Plans 2012*. This is to facilitate the permissibility of a range of commercial and recreational land uses that are intended to be developed under a 'shop top housing' arrangement. The amount of floor space subject of the additional permitted uses has been capped at 2,000m<sup>2</sup> to appropriately manage the impact to existing retail centres within the Parramatta LGA and to provide amenity to support the proposed development on the site.

It should be noted that existing FSR controls applicable to the site are not proposed to be altered, meaning that anticipated built form will not be altered as a consequence of the proposal.

The proposed clause is outlined as follows:

## 17 Use of land at 263-273 & 277-281 Pennant Hills Road and 18 Shirley Street, Carlingford.

- (1) This clause applies to land at 263-273 & 277-281 Pennant Hills Road and 18 Shirley Street, Carlingford and identified as "17" on the Additional Permitted Uses Map.
- (2) Development for the purposes of shops, food and drink premises, business premises and recreation facility (indoor) are permitted with development consent but only if the aggregate total Gross Floor Area of any area of shops, food and drink premises, business premises and recreation facility (indoor) does not exceed 2,000m<sup>2</sup>

## 7.3. STRATEGIC JUSTIFICATION

### 7.3.1. Need for the Planning Proposal

#### Section A – Need for the planning proposal

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

Yes.

, The proposal is consistent with and builds upon strategic directions of the Local Strategic Planning Statement in particular the need deliver an improved 'place-based' outcome by delivering a level of convenience to future local residents as a result of co-location of uses.

This Planning Proposal seeks to enable other limited commercial complimentary land uses that are required to support the site as an attractive and competitive new high density residential community that does not take away from the Carlingford town centre.

The proposal will give effect to the intent of the following documents:

- *The Greater Sydney Region Plan – A Metropolis of Three Cities;*
- *Our Greater Sydney 2056: Central City District Plan;*
- *Parramatta Local Strategic Planning Statement;*
- *NSW Future Transport Study 2056;*
- *City of Parramatta Local Housing Strategy;*
- *Parramatta Employment Lands Strategy and Employment Lands Strategy Review and Update; and*
- *City of Parramatta Community Infrastructure Strategy.*

The alignment of this Planning proposal with the objectives of these documents is discussed in **Section 5**.

**Q2.** *Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?*

Yes.

The Planning Proposal which seeks to add additional permitted uses is consistent with Government policy and approaches to Planning Proposals and is considered the best means of achieving the objectives and intended outcomes.

The additional permitted uses will allow for the co-location of 'small scale retail premises', 'business premises' and 'recreational facility (indoor)', land uses with residential apartments above. It was originally proposed to seek a broader use of "commercial premises"; however, it was considered too broad and the range of permitted uses beyond what may be considered acceptable in the local context.

The proposed approach will facilitate a select range of compatible non-residential uses at ground level and residential apartments above. It is noted that 'shop top housing' is already a permissible use in the R4 High Density Residential zone, and the proposal seeks to broaden the non-residential uses that are permissible at ground level. The additional uses are considered appropriate for the R4 context and more broadly relate to the surrounding context along Pennant Hills Road.

The concept master planning for the site acknowledges the opportunity to create a place-based outcome of the site and respond to the change in context of Carlingford by providing pedestrian connections from Pennant Hills Road through to Shirley Street Reserve and the future the Carlingford light rail stop.

The provision for retail, business and indoor recreational uses will be capped at 2,000m<sup>2</sup> to minimise potential significant retail trade impacts to surrounding retail centres including the existing Carlingford town centre. This planning proposal not only responds to good place-based design principles but also responds to the significant under supply of supermarket floor space in Parramatta LGA. Parramatta ranks 29th out of Sydney's 34 LGAs in terms of floorspace provision.

This amendment will aid in the delivery of much need retail floor space, with the potential of an approx. 1,000sqm metro style supermarket along with speciality retail, business, and recreational uses to service the local community and improve accessibility to essential services.

The site is a logical and appropriate place to allow for additional commercial and recreation floor space, as it immediately adjoins the B2 Local Centre Zone and provides the primary access between the centre and light rail by newly embellished and dedicated open space. It thereby acts as an extension of the existing centre without impacting the existing Carlingford town centre or the ability for the site to deliver additional housing to achieve the activated pedestrian links to Carlingford town centre and housing targets outlined in the strategic plans.

## Section B – Relationship to strategic planning framework.

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

*(a) Does the proposal have strategic merit?*

**Yes** – the Planning Proposal is consistent with the provisions of the relevant regional and district planning policies and strategies as outlined in **Section 5** and as summarised in the following table.

Table 2 Relationship to Strategic Planning Framework

Strategic Plan	Consistency
<i>Greater Sydney Region Plan: A Metropolis of Three Cities</i>	<p>As discussed in Section 5.1, the Greater Sydney Region Plan – A Metropolis for Three Cities (2018) outlines how Greater Sydney will manage growth and change and guide infrastructure delivery.</p> <p>The proposed amendment to the <i>Parramatta (former The Hills) LEP 2012</i> is consistent with a number of directions to improve liveability, productivity, and sustainability in Greater Sydney, as described below.</p> <p><b>Direction 3: A city for people</b></p> <ul style="list-style-type: none"> <li>– <i>Objective 7 – Communities are healthy, resilient and socially connected</i></li> </ul> <p>Direction 3 focusses on Greater Sydney's social and cultural networks that once implemented will enhance individual and community health outcomes. Strategic planning will seek to capitalise on local identity, heritage and cultural values, through providing easier access to services that encompass a more active, resilient and connected society.</p> <p>Objective 7 outlines the importance of well-planned neighbourhoods, as they can improve people's health. Mixed-use neighbourhoods close to centres and public transport improve the opportunity for people to walk and cycle to schools, local shops and services. The sites' location near the future Carlingford light rail station lends itself to being a well-connected site. The proposed additional permitted uses will generally be located at ground level and allow for street life, and meeting and gatherings places. The ground plane</p>

Strategic Plan	Consistency
	<p>will allow for spontaneous social interactions and enable the development of a social community.</p> <p>The additional uses will allow for enhanced convenience to meet the needs of the future community. The need for additional non-residential floor space is reinforced by the RIA, which identifies that the Parramatta LGA is significantly under supplied in terms of supermarket floorspace and ranks 29th out of Sydney's 34 LGAs in terms of floorspace provision. At 17.8 sq.m per 100 residents, the Parramatta LGA is 32% lower than the Sydney benchmark and 49% below the national average. The additional non-residential floor space will comprise a small proportion of the deficiency.</p> <p><b>Direction 4: Housing the city</b></p> <ul style="list-style-type: none"> <li>– <i>Objective 10 – Greater housing supply</i></li> <li>– <i>Objective 11 – Housing is more diverse and affordable</i></li> </ul> <p>Carlingford is identified as a Growth Centre in the Parramatta Local Housing Strategy (2020). The emerging vision for the Carlingford Precinct is to encourage transit-oriented development through increased housing choice, better public realm and open spaces, and enhanced local services to meet convenience needs of the community.</p> <p>The proposed additional non-residential floor space will support Carlingford's transition as the area's population grows. It is anticipated that the co-location of non-residential uses at the ground floor of the future residential buildings will create activation to the site and will also deliver a level of convenience to future residential population and create a quieter meeting place to socialise and interact.</p> <p>The reduction in residential floor space will not inhibit the site or Carlingford from achieving the established population and housing growth forecasts. It is proposed that a new DA to be advanced for the site will deliver more residential apartments relative to what was approved under DA1103/2011/JP due to changes to minimum apartment sizes under SEPP 65/ ADG even when the non-residential floor space is taken into account.</p> <p><b>Direction 6: A well-connected city</b></p> <ul style="list-style-type: none"> <li>– <i>Objective 14 – A Metropolis of Three Cities – integrated land use and transport creates walkable and 30-minute cities</i></li> </ul> <p>The proposed amendment will contribute to the long-term aspiration of a 30-minute city. The proposed seeks to provide a proportion of employment floor space close of dwellings, and the Carlingford local centre. The proposed amendment will provide employment for approximately 76 people and will reduce the time people spend travelling and increase people's access to jobs and services.</p> <p><b>Direction 7: Jobs and skills for the city</b></p> <ul style="list-style-type: none"> <li>– <i>Objective 22 – Investment and business activity in centres</i></li> </ul>

Strategic Plan	Consistency
	<p>The benefit of well-connected and diverse centres includes jobs being located closer to homes. Carlingford is identified as a local centre. Local centres are identified as being important for access to day-to-day goods and services close to where people live. The additional non-residential floor space will likely provide a total of 76 additional jobs, including 63 direct and 13 indirect jobs.</p> <p>The proposed amendment will not only provide additional jobs in a local centre but will also improve accessibility to day-to-day goods and services close to where people live. While the site is zoned R4 High Density Residential, the site immediately adjoins the B2 Local Centre zone and can act as a logical extension of the local centre. The site in this respect can be considered as not contributing to 'out of centre' retailing.</p>
<p>Our Greater Sydney 2056: Central City District Plan</p>	<p>The Central City District Plan is a 20-year plan to manage growth in the context of economic, social and environmental matters to implement the objectives of the Greater Sydney Region Plan. The intent of the District Plan is to inform local strategic planning statements and local environmental plans, guiding the planning and support for growth and change across the district.</p> <p>The District Plan contains strategic directions, planning priorities and actions that seek to implement the objectives and strategies within the Region Plan at the district-level. The Structure Plan identifies the key centres, economic and employment locations, land release and urban renewal areas and existing and future transport infrastructure to deliver growth aspirations.</p> <p>The consistency of the proposal with the District Plan is assessed below:</p> <p><b>Direction 3: A City for People</b></p> <ul style="list-style-type: none"> <li>– <i>Planning Priority C1 – Providing services and social infrastructure to meet people's changing needs.</i></li> <li>– <i>Planning Priority C2 – Fostering healthy, creative, culturally rich and socially connected communities</i></li> </ul> <p>Direction 3 focuses on celebrating diversity and putting people at the heart of planning but increasing walkable access to local centres. The Planning Proposal will support the following planning priorities of the Direction 3:</p> <p>As detailed above, the additional uses will allow for enhanced convenience to meet the needs of the future community, and contribution of non-residential floor space to account for the existing deficiency in retail floor space. The sites' location near the future Carlingford light rail station lends itself to being a well-connected site. The proposed additional permitted uses will generally be located at ground level and allow for street life, and meeting and gatherings places. The ground plane will allow for spontaneous social interactions and enable the development of a social community.</p> <p><b>Direction 4: Housing the city</b></p> <ul style="list-style-type: none"> <li>– <i>Planning Priority C5 – Providing housing supply, choice and affordability with access to jobs. Services and public transport.</i></li> </ul> <p>Direction 4 is about giving housing choices and increasing housing completions by type. As detailed above, Carlingford is identified as a Growth</p>



<b>Strategic Plan</b>	<p><b>Consistency</b></p> <p>Centre in the Parramatta Local Housing Strategy (2020). The proposed additional non-residential floor space will support Carlingford's transition as the area's population grows. The reduction in residential floor space will not inhibit the site or Carlingford from achieving the established population and housing growth forecasts. The number of apartments capable of being delivered on the site is proposed to exceed the amount approved under DA1103/2011/JP.</p> <p><b>Direction 6: A well-connected city</b></p> <ul style="list-style-type: none"> <li>– <i>Planning Priority C9 – Delivering integrated land use and transport planning and a 30-minute city</i></li> </ul> <p>Direction 6 focuses on development of more accessible and walkable neighbourhoods. Potentially indicators for this are percentage of dwellings located within 30 minutes by public transport of a metropolitan centre/ cluster or strategic centre.</p> <p>As detailed above, the proposed amendment will contribute to the long-term aspiration of a 30-minute city. The proposal seeks to provide a small proportion of employment floor space close to dwellings, and the Carlingford local centre. The proposed amendment will provide employment for approximately 76 people and will reduce the time people spend travelling and increase people's access to jobs and services.</p> <p><b>Direction 7: Jobs and skills for the city</b></p> <ul style="list-style-type: none"> <li>– <i>Planning Priority C7 – Growing a stronger and more competitive Greater Parramatta.</i></li> </ul> <p>Direction 7 outlines priorities for creating a strong economy and increasing jobs in metropolitan and strategic centres.</p> <p>The benefit of well-connected and diverse centres includes jobs being located closer to homes. The proposed amendment will not only provide additional jobs in a local centre but will also improve accessibility to day-to-day goods and services close to where people live.</p>
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The Planning Proposal will give effect to the Central City District Plan as outlined in the table above and the local strategic planning statement as outlined in response to Question 4 below.

The proposed amendments also respond to predicted population growth and housing demands, by responding to the needs for additional non-residential floor space to service the additional residents.

Anticipated new dwelling forecast in Carlingford growth precinct:

- 1,190 (2016 – 2021)
- 1,750 (2022 – 2026)
- 1,530 (2037 – 2036)
- Total: 4,470 new dwellings

It is considered that the Planning Proposal meets the relevant criteria of the Strategic Plan test as it is entirely consistent with the Greater Sydney Region Plan and associated Central City District Plan. It is also highly consistent with the Local Strategic Planning Statement and supports the findings of the RDIA.

(b) *Does the proposal have site-specific merit?*

In addition to meeting at least one of the strategic merit criteria, a Planning Proposal is required to demonstrate site-specific merit against the following criteria:

- *The natural environment*
- *Existing, approved and future land uses in the vicinity of the proposal*
- *Services and infrastructure that are or will be able to available to meet the demands arising from the proposal*

The Planning Proposal will retain the intended high density residential uses for the site, consistent with the zoning of the land and the established surrounding residential context. The additional uses will not impact the sites' ability to provide well positioned residential accommodation, aligned with the anticipated dwellings forecasts. As outlined in the strategic documents applying to the site, there is significant demand for a variety of additional uses to support the residential growth predicted for Carlingford and broader population growth.

The site is the only site in the precinct with the scale and public open space requirements to accommodate the proposed uses.

The proposed amendment will aid in the achievement of the 30-minute city concept, reducing time spent travelling to work, increasing people's access to jobs and services and fostering healthy, creative, culturally rich and socially connected communities.

Based upon the RIA, it is evident that there is an undersupply of non-residential land uses, particularly retail uses in the Parramatta LGA, so maximising the amount provided on this site is critical to support the city's productivity and integrated economy. The proposed amendment will not only provide additional jobs in a local centre location but will also improve accessibility to day-to-day goods and services close to where people live, supporting the broader Carlingford community not just the future residents on the site.

The location of the site provides an opportunity to continue retail and employment generating uses along Pennant Hills Road and connect Carlingford Town Centre with the future light rail and existing retail uses to the south of the site.

The site has been vacant for some time, and the proposed amendment and concurrent future Development Application will improve the connectivity from east to west towards the future light rail, as well as improving the amenity and overall vitality of the area.

**Q4. *Will the planning proposal give effect to a council's endorsed local strategic planning statement, or another endorsed local strategy or strategic plan?***

**Yes** – the Planning Proposal is consistent with the local planning strategies and plans as outlined in **Section 5** and as summarised in the following table.

Table 3 Relationship to Local Planning Strategies and Plans

Local Planning Strategies and Plans	Consistency
Parramatta Local Strategic Planning Statement (LSPS)	<p>The LSPS is intended to provide more certainty about Councils' future land use intentions. A council must consider it's LSPS as part of the LEP making process. The LSPS prepared by City of Parramatta was endorsed in March 2020 and it examines the role of Parramatta as part of Greater Sydney and establishes key priorities aligned with the three pillars of the A Metropolis of Three Cities - Greater Sydney Region Plan': being liveability, productivity and sustainability.</p> <p>The purpose of the LSPS is to guide land use planning within the area over the next 20 years. The vision for Parramatta is outlined as:</p> <p><i>" In 20 years, Parramatta will be a bustling, cosmopolitan and vibrant metropolis, the Central City for Greater Sydney. It will be a Smart City that is well connected to the region, surrounded by high quality and diverse residential neighbourhoods with lots of parks and green spaces.</i></p>

Local Planning Strategies and Plans	Consistency
	<p><i>It will be innovative and creative and be well supported by strong, productive and competitive employment precincts. It will be a place that people will want to be a part of."</i></p> <p>It is anticipated that the co-location of commercial premises at the ground floor of the future residential buildings will create activation to the site, which is a key pedestrian link to the future Carlingford light rail station. The provision of commercial uses will also deliver a level of convenience to the future residential community and create a quieter meeting place to socialise and interact.</p> <p>In addition, there are several planning priorities and actions which the proposal is highly consistent with, as outlined below:</p> <ul style="list-style-type: none"> <li>– <i>Planning Priority 1: Expand Parramatta's economic role as the Central City of Greater Sydney</i></li> </ul> <p>The benefit of well-connected and diverse centres includes jobs being located closer to homes. The additional non-residential floor space will likely provide a total of 76 additional jobs, including 63 direct and 13 indirect jobs. The additional uses support a precinct bases land use planning approach and consider the likely additional demand for non-residential uses, and convenience-based retail. The proposed amendment will not only provide additional jobs in a local centre location but will also improve accessibility to day-to-day goods and services close to where people live.</p> <ul style="list-style-type: none"> <li>– <i>Planning Priority 3: Advocate for improved public transport connectivity to Parramatta CBD from the surrounding district.</i></li> <li>– <i>Planning Priority 4. Focus housing and employment growth in the GPOP and Strategic Centres; as well as stage housing release consistent with the Parramatta Local Housing Strategy</i></li> </ul> <p>The provision of commercial uses on the site is aligned with the vision and objectives established in the Housing Policy and will not reduce the site's ability to offer a range of residential offerings to assist achieve the housing target identified for Carlingford. The co-location of commercial and residential uses will achieve an improved 'place-based' outcome by delivering a level of convenience to future residents and surrounding existing residents.</p>
Parramatta Housing Strategy	<p>The Housing Strategy confirms that Parramatta will easily achieve the dwellings targets identified in the District Plan and identifies that the majority of new housing growth will be deliver in in 13 precincts around employment and transport, including Carlingford.</p> <p>The objectives likely to have implications for the proposed development are listed and discussed below:</p>

<p><b>Local Planning Strategies and Plans</b></p>	<p><b>Consistency</b></p> <ul style="list-style-type: none"> <li>– <i>Housing delivery is aligned and sequenced with existing transport and capacity improvements</i></li> <li>– <i>Growth precincts innovate excellence in place-based outcomes with diverse and affordable housing to suit residents' needs</i></li> <li>– <i>Housing delivery complements, not compromises, the economic significance of both the Central City and the City of Parramatta</i></li> <li>– <i>Additional housing is focussed on growth precincts, aligned with transport infrastructure delivery to facilitate residents' access to facilities, services, social connections and jobs</i></li> <li>– <i>Commercial opportunities are enhanced in conjunction with growth precinct delivery</i></li> </ul> <p>The provision of commercial uses on the site is aligned with the vision and objectives established in the Housing Policy and will not reduce the site's ability to offer a range of residential offerings to assist achieve the housing target identified for Carlingford. The co-location of commercial and residential uses will achieve an improved 'place-based' outcome by delivering a level of convenience to future residents and surrounding existing residents.</p> <p>This Planning Proposal does not seek to change the permissible uses for the R4 High Density Residential zone in the LEP but does respond to the market demand for greater access to commercial offerings. The provision of 2,000m<sup>2</sup> of commercial floor space would provide activity to the Carlingford neighbourhood on the western side of Pennant Hills Road with excellent connections to the future Carlingford Light Rail station while not undermining the role of the nearby Carlingford Local Centre.</p>
<p>Parramatta Employment Lands Strategy and Employment Lands Strategy Review and Update</p>	<p>The Parramatta Employment Lands Strategy (ELS) and ELS Review and Update have been considered in respect of this Planning Proposal.</p> <p>The Employment Lands Strategy identifies employment lands as all land that is zoned: IN1 – General Industrial, IN2 – Light Industrial, IN3 – Heavy Industrial, B5 – Business Development, and B6 – Enterprise Corridor. The site is zoned R4 High Density Residential therefore is not classified as employment land. The Planning Proposal does not seek to rezone employment land and only seeks an APU to allow for commercial uses capped at 2,000m<sup>2</sup>, therefore the ELS and ELS Review and Update have limited applicability to this Planning Proposal.</p> <p>As RDIA prepared by Urbis (refer to <b>Appendix B</b>) confirms that the amount of commercial floorspace has been capped 2,000m<sup>2</sup> to appropriately manage the impact to existing retail centres and to provide amenity to support the proposed development on the site. In addition, the assessment confirms that there is sufficient growth within the market to accommodate 2,000m<sup>2</sup> of retail floorspace at the subject site, in particular the proposed supermarket, without significantly impacting the viability of existing employment land.</p>



Local Planning Strategies and Plans	Consistency
	In summary, the proposed APU will not impact the functioning of the existing surrounding employment lands nor does this Planning Report seek to change the zoning of existing employment lands.
City of Parramatta Community Infrastructure Strategy	<p>The Community Infrastructure Strategy has limited applicability to the Planning Proposal. The future Development Application will consider the Community Infrastructure Strategy, the indicative concept as illustrated in Section 6 of this Report, is consistent with the findings of the Strategy which identifies a shift towards high density living.</p> <p>The provision of a range of typologies will respond to a gap in the housing market in the surrounding area, which predominately features low-density dwellings, and respond to the changing demographic characteristics which in the future will see an increase in residents aged between 0 and 17 and over 65. The Parramatta Community Infrastructure Plan a growing population of people in the 25-29 age groups who are part of family households, which will likely lead to changing housing types and tenures, with an increasing proportion of renters and increasing proportion of people living in high density.</p>

**Q5. *Is the planning proposal consistent with applicable State Environmental Planning Policies?***

**Yes** – the Planning Proposal is consistent with relevant SEPPs as identified and discussed in the following table.

Table 4 Consistency with SEPPs

SEPP	Consistency
<i>State Environmental Planning Policy (Exempt and Complying Development Codes) 2008</i>	The Planning Proposal does not contain provisions that will contradict or hinder the application of the SEPP.
<i>State Environmental Planning Policy (Infrastructure) 2007</i>	<p>The Infrastructure SEPP aims to facilitate the effective delivery of infrastructure across the State by (amongst other things) identifying matters to be considered in the assessment of development adjacent to particular types of development.</p> <p>As the size and capacity of the development will exceed the thresholds identified in Schedule 3 of the SEPP, future development applications will require referral to Roads and Maritime Services in accordance with clause 104 of the SEPP.</p>
<i>State Environmental Planning Policy No. 55 Remediation of Land</i>	Clause 6 of SEPP 55 requires in the event of a change of land use, the planning authority must consider whether the land is contaminated, if the land can be suitably remediated for the proposed use.

SEPP	Consistency
	Contamination has been addressed as part of the previous Development Application, and the site was deemed appropriate for the approved residential use. The APU will not change the required remediation thresholds, given residential uses are a more sensitive land use in comparison to commercial uses.
<i>State Environmental Planning Policy No. 64 Advertising and Signage</i>	Detailed compliance with SEPP 64 provisions will be demonstrated within all future development applications relating to signage and advertising on the site.
<i>State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004</i>	Detailed compliance with the BASIX SEPP mandated levels of energy and water efficiency requirements will be demonstrated within all future development applications relating to residential uses on the site.
<i>State Environmental Planning Policy (Affordable Rental Housing) 2009</i>	The delivery of any affordable housing on the site will be in accordance with the relevant provisions of the Affordable Rental Housing SEPP.
<i>State Environmental Planning Policy No. 65 Design Quality of Residential Apartment Development (SEPP 65)</i>	Detailed compliance with SEPP 65 will be demonstrated within all future development applications relating to residential uses on the site.

**Q6. Is the planning proposal consistent with applicable Ministerial Directions (s.9.1 directions)?**

**Yes** – the Planning Proposal is consistent with relevant Ministerial directions under section 9.1 of the EP&A Act as identified and summarised in the following table.

Table 5 Consistency with Section 9.1 Directions

Direction	Consistency
<b>1. Employment and Resources</b>	
1.1 Business and Industrial Zones	<p>This proposal does not seek to rezone or amend the controls of business or industrial zoned land. The proposal seeks to add a site specific additional permitted use to allow for ground floor commercial floor space capped at 2,000m<sup>2</sup> to support the future residents by providing a level convenience and improving access to services on the western site of Pennant Hills Road.</p> <p>The primary residential role of the site is consistent with the zoning and Council's strategic vision for the site, however further diversity of uses could support the functioning of the site. While this Planning Proposal seeks to add retail floor space, this is proposed</p>

Direction	Consistency
	<p>to be capped at a specific amount to ensuring it does not impact upon existing and planned centres.</p> <p>A RDIA (refer <b>Appendix B</b>) has been prepared and concludes that there is sufficient growth in the market to accommodate the proposed development without adversely impacting the ongoing viability of existing retail centres.</p>
1.2 Rural Zones	Not applicable.
1.3 Mining, Petroleum Production and Extractive Industries	Not applicable.
1.4 Oyster Aquaculture	<p>Not applicable.</p> <p>The site sits outside areas declared as “priority oyster aquaculture areas” as per the <i>NSW Oyster Industry Sustainable Aquaculture Strategy</i> (2006) (“the Strategy”).</p>
1.5 Rural Lands	Not applicable.
<b>2. Environment and Heritage</b>	
2.1 Environment Protection Zones	Not applicable. The site is not mapped as ‘environmentally sensitive land’ and the site is not located within an environment protection zone.
2.2 Coastal Management	Not applicable.
2.3 Heritage Conservation	Not applicable.
2.4 Recreation Vehicle Areas	Not applicable.
2.5 Application of E2 and E3 Zones and Environmental Overlays in Far North Coast LEPs	Not applicable.
2.6 Remediation of Contaminated Land	Contamination has been addressed as part of the previous Development Applications, and the site was deemed appropriate for the approved residential use. The APU will not change the required remediation thresholds, given residential uses are a more sensitive land use in comparison to commercial uses.
<b>3. Housing, Infrastructure and Urban Development</b>	
3.1 Residential Zones	<p>The APU will support the delivery of 688 dwellings in a variety of building typologies including one, two- and three-bedroom apartments and residential terraces.</p> <p>The provision of a range of typologies will respond to a gap in the housing market in the surrounding area, which predominately features low-density dwellings, and respond to the changing demographic characteristics which in the future will see an increase in residents aged between 0 and 17 and over 65. The Parramatta Community Infrastructure Plan a growing population of people in the</p>

Direction	Consistency
	<p>25-29 age groups who are part of family households, which will likely lead to changing housing types and tenures, with an increasing proportion of renters and increasing proportion of people living in high density</p> <p>The proposal maintains the existing residential use of the site and will therefore reduce the consumption of land for housing on the urban fringe and the pressure to rezone industrial and urban services land, maintaining an appropriate land use pattern within the Central District.</p> <p>The Planning Proposal does not seek to change the existing residential development standards for the site but does seek to introduce a APU to support and improve amenity for future residents. The location of commercial and residential uses on site acknowledges the importance of place-based design principles and will create a place for people to gather and interact.</p>
3.2 Caravan Parks and Manufactured Home Estates	Not applicable.
3.3 Home Occupations	Not applicable.
3.4 Integrating Land Use and Transport	<p>The proposal will alter the permitted land uses for the site and therefore is subject to the provisions of this direction. The proposal accords with the objectives of the direction as follows:</p> <ul style="list-style-type: none"> <li>- In the short-term, the site benefits from road-based transport options including bus services on Pennant Hills Road connecting to strategic and metropolitan centres.</li> <li>- In the long-term, the proposal will be within close proximity to the Parramatta Light Rail. The provision of the convenience based commercial uses at the ground level with good pedestrian connection between Pennant Hills Road and the future Carlingford light rail will be attractive to operators and users and represents a good investment.</li> <li>- The proposal will provide local commercial and services, reducing small trip generation whilst also supporting the provision of higher-order commercial and retail services within the strategic centres of Eastwood, Epping and Parramatta.</li> </ul>
3.5 Development Near Regulated Airports and Defence Airfields	Not applicable. The Planning Proposal does not seek to increase the existing height of building development standard and therefore will not impact the effective and safe operation of regulated airports and defence airfields.
3.6 Shooting Ranges	Not applicable.
3.7 Reduction in non-hosted short term rental accommodation period	Not applicable.

Direction	Consistency
<b>4. Hazard and Risk</b>	
4.1 Acid Sulphate Soils	Not applicable.
4.2 Mine Subsidence and Unstable Land	Not applicable.
4.3 Flood Prone Land	Not applicable.
4.4 Planning for Bushfire Protection	Not applicable.
<b>5. Regional Planning</b>	
(5.1 – revoked)	-
5.2 Sydney Drinking Water Catchments	Not applicable.
5.3 Farmland of State and Regional Significance on the NSW Far North Coast	Not applicable.
5.4 Commercial and Retail Development along the Pacific Highway, North Coast	Not applicable.
(5.5-5.8 – revoked)	
5.9 North West Rail Link Corridor Strategy	Not applicable.
5.10 Implementation of Regional Plans	Not applicable.
5.11 Development of Aboriginal Land Council land	Not applicable.
<b>6. Local Plan Making</b>	
6.1 Approval and Referral Requirements	This is an administrative requirement for the RPA.
6.2 Reserving Land for Public Purposes	Not applicable.
6.3 Site Specific Provisions	<p>The objective of the direction is to discourage unnecessarily restrictive site-specific planning controls.</p> <p>This Planning Proposal refers to an indicative design concept that is subject to change during the preparation and assessment of future development applications. The design concept has the role of displaying what is potentially achievable with the proposed changes to Schedule 1 of the relevant LEP.</p>



Direction	Consistency
<b>7. Metropolitan Planning</b>	
7.1 Implementation of A Plan for Growing Sydney	The Planning Proposal is consistent with the vision, land use strategy, and directions contained within the <i>Greater Sydney Regional Plan 2018</i> and <i>Central City District Plan</i> as discussed in <b>Section 7.3</b> of this report.
7.2 Implementation of Greater Macarthur Land Release Investigation	Not applicable.
7.3 Parramatta Road Corridor Urban Transformation Strategy	Not applicable.
7.4 Implementation of North West Priority Growth Area Land Use and Infrastructure Implementation Plan	Not applicable.
7.5 Implementation of Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	<p>The site is located in the Carlingford Corridor as identified Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan.</p> <p>The Camellia to Carlingford Corridor is planned to be a 21<sup>st</sup> century living, learning and leisure district. The identified corridor will comprise a mix of medium to high-density housing types with nearby education, research, retail, recreation and entertainment facilities providing all the conveniences of 'inner-city' living. Smart, vibrant and inclusive communities are the goal.</p> <p>The Carlingford Corridor is expected to deliver 4,302 homes and 1,656 jobs. The masterplan for the site is consistent with the objective of delivering housing and jobs.</p> <p>The site is identified as being located in an area which is subject to 'Future Review.' The APU will not undermine any future strategic studies for the area, and will enhance the sites ability to be a living, learning and leisure district.</p> <p>Planning Proposal will allow for the co-location of retail and residential uses, within close proximity to the future Carlingford light rail station. The co-location uses will enhance walkability as well as the viability of, and access to, greater places, centres and public transport.</p>
7.6 Implementation of Wilton Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	Not applicable.
7.7 Implementation of Glenfield to Macarthur Urban Renewal Corridor	Not applicable.
7.8 Implementation of Western Sydney Aerotropolis Interim Land	Not applicable.

Direction	Consistency
Use and Infrastructure Implementation Plan	
7.9 Implementation of Bayside West Precincts 2036 Plan	Not applicable.
7.10 Implementation of Planning Principles for the Cooks Cove Precinct	Not applicable.

## Section C – Environmental, social and economic impact

**Q7.** *Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?*

No. The site is not identified as being environmentally sensitive land with respect of critical habitat or threatened species, populations or ecological communities, or their habitats.

**Q8.** *Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?*

Traffic impacts have been identified as the key environmental impact associated with the proposed additional permitted uses.

A Traffic Assessment (refer **Appendix A**) was prepared by TTPP and assesses the proposed developments anticipated traffic generation, parking and access impacts upon the area and the local road network.

TTPP have completed an assessment comparing the 2,000m<sup>2</sup> of floor area which remained as residential and if the 2,000m<sup>2</sup> was changed to retail.

### Residential:

RMS Guide to Traffic Generating Developments stipulates that high density residential flat buildings (in metropolitan sub-regional centres) would generate 0.29 trips per unit during peak periods.

Assuming that average unit size is about 80m<sup>2</sup>, 2,000m<sup>2</sup> area could accommodate 25 residential units.

Adopting a traffic generation rate of 0.29 trips per unit, 25 units would generate approximately 7 vehicle trips per hour.

### Retail:

Contrastingly, based upon existing Transport for NSW data, the expected additional trips on the main road network would be limited to around 47 to 113 vehicle per hour (vph) during the weekday AM peak period and around 92 to 152 vph in the PM peak periods, which is equivalent to up to three additional vehicles per minute.

However, it is anticipated that the trip generation of the proposed retail uses would be much lower than the vehicle trip rates specified above for the following reasons:

- Retail would primarily cater to the future residents within the precinct or in vicinity of the area.
- The majority of future residents within this site (and the surrounding areas) would take multi-purpose link trips (i.e., grocery shopping after their work shifts prior to arriving home) so the trip to the retail is not additional.
- If there is no retail component within this precinct, then trips to retail developments beyond the site by the approved residential component would generate external trips to the road network to access other local retail centres.
- It is expected that there would be some diverted trips from traffic already using Pennant Hills Road/Cumberland Highway, which means the additional traffic on the main road network would be much

less than the figures calculated based on TfNSW rates. This is particularly relevant given that the other retail offerings in the local area are on the opposite side of Pennant Hills Road.

- The site is within walking distance of the light rail station and bus stops so many of the trips would be walk by trips from public transport customers.
- The Planning Proposal will only facilitate a small metro style supermarket (1,200m<sup>2</sup>) which will provide limited day to day items and groceries so it will not necessarily require or encourage access by cars unlike larger format supermarkets.
- The retail offering will sit within area of high amenity with high pedestrian/cycle activity which will provide opportunities for active travel and reduced car dependency.
- The above traffic generation studies do not contemplate the above retail offer as they are primarily destination retail centres with major retail (e.g., David Jones, Target, Myer, Big W). Indeed, the other shopping destinations in the vicinity of the subject site are also this destination type of retail centres as opposed to walk by metro type shopping.

In conclusion, from a traffic perspective, even utilising the worst case scenario of using the data from TNSW studies, it is TTPP's view that the estimated three additional trips per minute is extremely unlikely to result in any change in traffic modelling outputs.

**Q9. *Has the planning proposal adequately addressed any social and economic effects?***

**Social Impact**

The proposal will have the following positive social impacts on the immediate and surrounding locality:

- The proposal will improve walkability through providing extensive pedestrian connections throughout the site. The refocus towards an active transport network will provide tangible benefits through increased daily activity, improved social wellbeing and interaction.
- Whilst the principles of crime prevention through environmental design (CPTED) will be considered in the detailed design of the development, design elements and opportunities for casual surveillance across podiums, public domain and open spaces will deter anti-social behaviour.
- The proposal will activate a significant parcel of land which has remained under private use. The reactivation of the site will create an inclusive and inviting neighbourhood precinct that will encourage activation, walkability, and neighbourhood interaction.
- Increased sustainability through high quality building design, and extensive landscaping that contributes to the urban tree canopy and reduce the urban heat island effect.
- The proposal will co-locate residential and commercial uses to deliver a level of convinces to future residents and provide places for people to meet, gather and socialise.

**Economic Impact**

Urbis have prepared a RIA (**Appendix B**) that outlines the positive economic impacts of the proposal on the immediate and broader community and assess the potential retail impact. In summary, the proposal will have the following *economic benefits*:

- During the construction period, the retail development would generate an estimated 42 additional jobs, including 17 direct jobs and 25 indirect jobs. Most of these direct jobs will be in the construction sector.
- The construction phase will generate approximately \$6.6 million in Gross Value Added (GVA) to the economy, including \$2.6 million in direct GVA and \$4 million in indirect GVA.
- Upon completion of the development, the ongoing operational phase of the retail uses would support a total of 76 additional jobs, including 63 direct and 13 indirect jobs.
- The operational phase has the potential to deliver \$7 million in direct and indirect gross value add to the economy annually, which includes \$4.7 million in direct annual GVA and \$2.3 million in indirect annual GVA.
- Other economic benefits that the proposed development will deliver include providing choice and convenience for local residents, by providing greater breadth and depth of food and beverage facilities, as well as convenience retail. Increasing competition amongst retailers in the area can strengthen the

quality of the retail offering area, catalysing ongoing investment across the surrounding centres to the benefit of the broader community.

### *Floorspace Demand Assessment*

The RIA reveals the need for additional commercial floor space within Parramatta, specifically supermarket floor space. The below summary of the floorspace demand is extracted from the RIA:

*The Parramatta LGA is significantly under supplied in terms of supermarket floorspace and ranks 29th out of Sydney's 34 LGAs in terms of floorspace provision. At 17.8 sq.m per 100 residents, the Parramatta LGA is 32% lower than the Sydney benchmark and 49% below the national average.*

*A review of the floorspace demand of trade area residents through to 2036 indicates that total floorspace demand is estimated to grow from around 22,600 sq.m at present to 34,800 sq.m in 2027 (when the retail component of the development is assumed to commence trading). Over the longer term, total floorspace demand will reach around 40,000 sq.m, meaning the trade area will demand an additional 17,400 sq.m between 2021 and 2036.*

*At 2,000 sq.m of retail floorspace, the proposed retail development will comprise only a small proportion (around 5.7%) of total floorspace demand by 2027 (around 5% by 2036) and will assist in addressing the current undersupply in the Parramatta LGA.*

The Planning Proposal will aid in the delivery of much need retail floor space, with the potential of a neighbourhood supermarket, to service the local community and improve accessibility to essential services.

### *Estimated Impact*

In 2027, the proposed development is expected to achieve a market share of just 3.7% of the primary trade area and a 15.9% market share of onsite resident spending. The remainder of trade area resident spending will be captured by other retailers in Carlingford, Telopea, North Rocks and other centres across Sydney.

The proposed development in 2017 is forecast to draw \$11.3 million from key centres surrounding the subject site (around -1.0% impact on all identified centres), as well as \$4.0 million (around 26% of total impact) from other centres in Greater Sydney. All impacts on key existing and proposed centres are less than 2.5%, indicating that the subject developed will have a minimal impact on the commercial performance of these centres.

The RIA concludes that given the scale of the development, current under provision of supermarket floorspace across the LGA and future retail floorspace demand, the provision of supermarket and ground floor specialty tenancies is appropriate to serve the on-site market as well as local residents by providing a high quality and high amenity shopping location.

## **Section D – State and Commonwealth interests**

### **Q10.      *Is there adequate public infrastructure for the planning proposal?***

The proposal does not seek to change the zoning of the land or increase the permissible density of development. The additional of permitted use is not likely to change the infrastructure requirements to facilitate the masterplan. Detailed investigations of the existing and likely required infrastructure will be undertaken by the Proponent as part of the detailed investigations and will form part of future development application(s) to Parramatta Council.

The Traffic Impact Assessment (refer **Appendix A**) has identified whether any anticipated upgrades to existing intersections and the road network are required. The additional traffic generated by the proposed Planning Proposal is likely to have minimal impacts, approximately 1% to 2% increase in existing traffic volume at key locations, as outlined below.

- Pennant Hills Road, west of Jenkins Road: <1% AM Peak Hour and 1 to 2% PM Peak Hour
- Pennant Hills Road, north of Carlingford Road: <1% AM Peak Hour and <1% PM Peak Hour
- Carlingford Road, east of Pennant Hills Road: 1 to 2% AM Peak Hour and 1 to 2% PM Peak Hour
- Marsden Road, east of Pennant Hills Road: 1 to 2% AM Peak Hour and 1 to 2% PM Peak Hour

It is TTPP's view that 1-3 additional new trips per minute (which would be a combination of in and out movements which would also be travelling in different directions to different locations) is extremely unlikely to result in any material change in traffic modelling outputs and therefore no upgrades to existing intersection and road network are required as a result of this Planning Proposal.

The emerging vision for the Carlingford Precinct is to encourage transit-oriented development through increased housing choice, better public realm and open spaces, and enhanced local services to meet convenience needs of the community. The APU better responds to the committed infrastructure investment and location on a central axis of public open space by providing activation along the ground plane.

The site has the ability to positively respond to this vision given the proximity to the future Carlingford light rail station.

The APU will not generate any material adverse impact on the surrounding traffic network. The PP will better respond to the site's unique context within the Carlingford Precinct

**Q11. What are the views of state and Commonwealth public authorities consulted in accordance with the Gateway determination?**

This Planning Proposal is still in a preliminary stage. The Gateway Determination will advise the public authorities to be consulted as part of the Planning Proposal process. Any issues raised will be incorporated into this Planning Proposal following consultation in the public exhibition period.

## 7.4. MAPPING

This Planning Proposal seeks to amend the below map contained in the *Parramatta (former The Hills) LEP 2012*. The maps have been prepared which show the inclusion of the site on the Additional Permitted Uses Map (refer to **Figure 17**). The proposed map is consistent with the intended outcomes for the Planning Proposal as identified in **Section 7.1**.

Figure 17 – Proposed Additional Permitted Use Map



Source: Urbis



## 7.5. COMMUNITY AND PUBLIC AUTHORITY CONSULTATION

Division 3.4 of the EP&A Act requires the relevant planning authority to consult with the community and relevant State or Commonwealth public authorities in accordance with the gateway determination. It is anticipated that the Planning Proposal will be publicly exhibited for at least 28 days in accordance with DPIE's 'A Guide to Preparing Local Environmental Plans'.

At a minimum, the notification of the public exhibition of the Planning Proposal is expected to involve:

- A public notice in local newspaper(s);
- Notification on the Parramatta Council website;
- Written correspondence to owners and occupiers of adjoining and nearby properties and relevant community groups; and
- Consultation with Transport for New South Wales.

## 7.6. PROJECT TIMELINE

The following table sets out the anticipated project timeline in accordance with the DPIE guidelines. The key milestones and overall timeframe will be subject to further detailed discussions with Council and the DPIE.

Table 6 Anticipated Project Timeline

Process	Indicative Timeframe
Planning Proposal submitted to Parramatta Council	October 2021
Local Planning Panel recommend the Planning Proposal be submitted to DPIE for Gateway Determination	December 2021
Council Meeting	January 2022
DPIE issue Gateway Determination	February 2022 (1 month)
Applicant response to matters in Gateway Determination (e.g. updated reports)	March 2022 (1 month)
Public exhibition and agency consultation	April 2022 (1 month)
Post exhibition review of submissions	May 2022 (1 month)
Consideration of PP by Council	June 2022 (1 month)
Submission to DPIE for finalisation	June 2022
Legal drafting of LEP	August 2022
Gazettal of LEP	August 2022

## 8. CONCLUSION

The objective of this Planning Proposal is to support an addition to Schedule 1 of the *Parramatta (former The Hills) Local Environmental Plan 2012* to facilitate the permissibility of 'shops' and 'food and drink premises' being retail land uses along with 'business premises' and 'recreational facility (indoor)' up to a GFA of 2,000m<sup>2</sup> on the site.

This Planning Proposal to amend the *Parramatta (former The Hills) Local Environmental Plan 2012* has been prepared in accordance with the relevant provisions of the *Environmental Planning & Assessment Act 1979*, the regulations, applicable Local Planning Directions and the guidelines for the preparation of LEP amendments.

It is recommended that Council resolves to support this Planning Proposal that facilitates the proposed amendments to the LEP for the following reasons:

1. The Planning Proposal has strategic planning merit due to the following:
  - (i) The proposal is entirely consistent with Greater Sydney Region Plan, Central City District Plan and Parramatta Local Strategic Planning Statement. Specifically, the proposal does not alter the predominate underlying high density residential land use, but rather seeks to better activate and provide enhanced resident amenity at the ground plane. This is achieved by providing a small and restricted quantum of retail, business and recreation uses that will provide facilities and services to meet the day to day needs of residents and visitors to the site which is consistent with the objectives of the R4 High Density Residential zone.
  - (ii) The concept master planning for the site acknowledges the opportunity to create a placed-based outcome of the site and respond to the change in context of Carlingford by providing pedestrian connections from Pennant Hills Road through to Shirley Street Reserve and the future the Carlingford light rail stop.
  - (iii) The site is a logical and appropriate place to allow for limited additional commercial and recreation floor space, as it will support the anticipated highly active ground plane and it immediately adjoins the B2 Local Centre Zone. It thereby acts as an extension of the existing centre without impacting the existing Carlingford town centre or the ability for the site to deliver additional housing to achieve the housing targets outlined in the strategic plans. To manage the complimentary role of the additional permitted uses and protect nearby centres it is proposed to limit the amount permissible on the site up to 2,000m<sup>2</sup>.
  - (iv) The proposal is not inconsistent with uses already permitted in the zone (i.e., shop top housing, neighbourhood shops and childcare) and seeks to compliment these uses with the APU to create a small local centre to support the immediate site and surrounding neighbourhood.
  - (v) The proposal is consistent with the provisions for Precinct as outlined in The Hills Development Control Plan 2012. The APU will not impede the provision of open space and the site's ability to deliver the established desired future character and will positively contribute to the activation of the "civic plaza" by the delivery of commercial and convenience retail uses on ground flood areas as supported by Section 3.8 of Part D, Section 12 of the DCP.
2. The Planning Proposal has site specific merit due to the following:
  - The APU will not generate any material adverse impact on the surrounding traffic network. The PP will better response to the site's unique context within the Carlingford Precinct.
  - The proposal is consistent with the provisions for Precinct as outlined in The Hills Development Control Plan 2012. The APU will not impede the provision of open space and the site's ability to deliver the established desired future character and will positively contribute to the activation of the "civic plaza" by the delivery of commercial and convenience retail uses on ground flood areas as supported by Section 3.8 of Part D, Section 12 of the DCP.
  - The proposal will provide an enhancement of local resident' choice by providing greater breadth and depth of convenience retail and food and beverage facilities.
  - The Proponent is a highly capable mixed-use developer that can deliver a high-quality outcome to enhance the outcome on the site that will benefit the broader precinct. A recent example includes the award-winning Dee Why Town Centre development which was award the "best mixed-use

development in Australia - 2020 by the Property Council of Australia.” Other examples include Mascot Central, Rosebery Metro, and the recently approved local centre for the Pagewood Green development.

- There is a need and demand for retail floor space in the trade area, and:
    - The proposed supermarket will assist in addressing the substantial undersupply of supermarket floorspace within the Parramatta LGA
    - There is sufficient future floorspace demand over the short, medium and long term to accommodate the proposed development on the subject site, which will account for only 5% of retail floorspace demand by 2036.
    - Supermarket and ground floor retail facilities at the subject site will address an immediate need for future on-site residents by providing convenient top-up shopping amenity close to home and reducing the need for people to drive to undertake daily or top-up shopping.
  - The scale of the proposed retail uses will have no material or consequential impact on the surrounding hierarchy of centres.
3. The Planning Proposal will provide economic benefits including:
- 42 direct and indirect construction related jobs over the construction period.
  - 76 direct and indirect jobs supported on site during the operational phase.
  - The potential to deliver \$7 million direct and indirect annual gross value add to the economy.
  - Enhancement of local resident’ choice by providing greater breadth and depth of convenience retail and food and beverage facilities.

Without the PP, the site would deliver a large residential development with less desirable outcomes in terms of amenity, convenience and activation which is not consistent with applicable strategic planning or represent a good urban planning outcome that is consistent with other contemporary mixed use / high density residential precincts elsewhere within the metropolitan Sydney region.

In accordance with the above, the proposed amendments to the LEP are appropriate in that they are consistent with the State’s strategic direction and will provide a vibrant mixed-use precinct. We recommend that Council resolves to support this Planning Proposal to the NSW Department of Planning, Industry & Environment’s Gateway Review Panel and the issuing of a Gateway Determination that facilitates the proposed amendments to the LEP.

# DISCLAIMER

This report is dated 6 October 2021 and incorporates information and events up to that date only and excludes any information arising, or event occurring, after that date which may affect the validity of Urbis Pty Ltd (**Urbis**) opinion in this report. Urbis prepared this report on the instructions, and for the benefit only, of MERITON Group (**Instructing Party**) for the purpose of Planning Proposal (**Purpose**) and not for any other purpose or use. To the extent permitted by applicable law, Urbis expressly disclaims all liability, whether direct or indirect, to the Instructing Party which relies or purports to rely on this report for any purpose other than the Purpose, and to any other person which relies or purports to rely on this report for any purpose whatsoever (including the Purpose).

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This report has been prepared with due care and diligence by Urbis and the statements and opinions given by Urbis in this report are given in good faith and in the reasonable belief that they are correct and not misleading, subject to the limitations above.

# APPENDIX A    **TRANSPORT ASSESSMENT**



## APPENDIX B     **RETAIL DEMAND AND IMPACT ASSESSMENT**

