



**CITY OF
PARRAMATTA**

PLANNING PROPOSAL

263-281 Pennant Hills Road, Carlingford (previously known as
263-273 Pennant Hills Road and 18 Shirley Street, Carlingford)

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Planning Proposal drafts

Proponent versions:

No.	Author	Version
1.	Planning Ingenuity	14 September 2023

Council versions:

No.	Author	Version
1.	City of Parramatta Council	Report to Local Planning Panel on the Gateway Assessment of the Planning Proposal
2.	City of Parramatta Council	Report to Council on the Gateway Assessment of the Planning Proposal
3.	City of Parramatta Council	Report responding to Gateway conditions for Public Exhibition

INTRODUCTION

This Planning Proposal explains the intended effect of, and justification for, the proposed amendment to *Parramatta Local Environmental Plan 2023*. It has been prepared in accordance with Section 3.33 of the *Environmental Planning and Assessment Act 1979* and the Department of Planning and Environment (DPE) guide, 'A Guide to Preparing Local Environment Plans' (August 2023).

Background and context

In August 2023, Karimbla Properties (No. 61) Pty Ltd (a subsidiary of Meriton Group), lodged a Planning Proposal with the City of Parramatta Council for land at 263-273 Pennant Hills Road and 18 Shirley Street (now known as 263-281 Pennant Hills Road, Carlingford)

The site (**Figure 1**) has a total area of approximately 27,987sqm and is located within the Carlingford Precinct and is made up of 7 lots as per **Table 1**:

Table 1 – Property Address

Property Address	Lot & DP
263-281 Pennant Hills Road, Carlingford (Formerly 263-273 Pennant Hills Road and 18 Shirley Street, Carlingford)	Lot 22, DP 21386
	Lot 2, DP 9614
	Lot 3, DP 9614
	Lot 4, DP 9614
	Lot 62, DP 819136
	Lot 61, DP 819136
	Lot 1, DP 1219291



Figure 1 – Site at 263-281 Pennant Hills Rd, Carlingford (previously 263-273 Pennant Hills Road and 18 Shirley Street, Carlingford) subject to the Planning Proposal

The site features a frontage to Pennant Hills Road (a classified state main road) to the east, and frontage to Shirley Street (a local road) to the north and west. The site is predominately undeveloped and cleared of vegetation however there are five two-storey unoccupied dwellings fronting Pennant Hills Road.

A pedestrian pathway runs along Pennant Hills Road, with connections into Lloyds Avenue to the south and Carlingford Town Centre to the north. The site is located approximately 400 metres east from the planned Carlingford Light Rail stop and 60m to the south of the Carlingford Village shopping centre (**Figure 2**).

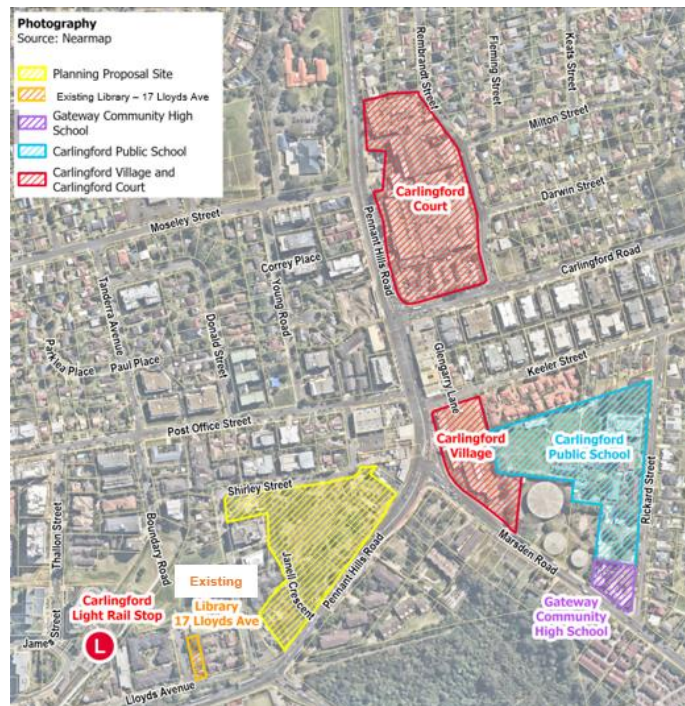


Figure 2 – Local Context Map

Under *Parramatta Local Environmental Plan 2023* the site:

- is zoned part R4 High Density Residential, part RE1 Public Recreation and part SP2 Local Infrastructure;
- has a maximum building height of 27 metres fronting Pennant Hills Road and 33 metres fronting Shirley Street, the RE1 Public Recreation zoned land does not have a maximum building height;
- has a maximum floor space ratio (FSR) of 2.3:1 with the RE1 Public Recreation zoned land not having a maximum FSR;
- is in Schedule 1 as shops, food and drink premises and business premises are additional permitted uses on the R4 High Density Residential zoned part of the site;
- is identified in Schedule 1 as there is a restriction of the maximum gross floor area of the parts of the building being used for shops, food and drink premises, business premises and recreation facilities (indoor) to a maximum GFA of 2,000m² on the R4 High Density zoned part of the site;
- is identified on the Additional Permitted Uses Map.

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

PART 1 – OBJECTIVES AND INTENDED OUTCOMES

The objective of this Planning Proposal is to amend the Parramatta LEP 2023 to provide for a mixed-use and high density residential development of the subject site at 263-281 Pennant Hills Road, Carlingford (formerly 263-273 Pennant Hills Road and 18 Shirley Street, Carlingford)

Intended Outcomes

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

- A mixed-use and high density residential development in close proximity to public transport.
- Reconfigured public open space to make it more useable and accessible.
- Provision of community infrastructure in the form of a community hub (library and community centre).
- Provide housing supply near public transport infrastructure (Carlingford Light Rail stop).

PART 2 – EXPLANATION OF PROVISIONS

This Planning Proposal seeks to amend *Parramatta LEP 2023 (PLEP 2023)* in relation to the zoning, height and floor space ratio controls to facilitate the development of approximately 723 high density residential dwellings, a community hub (with a library and community space), open space, pedestrian links and roads.

In order to achieve the desired objectives, the following amendments to the *PLEP 2023* need to be made:

1. Amend the maximum building height in the **Height of Buildings Map** from part 33 metres and part 27m to part 110 metres and part 56m and with no height on the RE1 zoned land. Refer **Figured 17 & 23** in Part 4 of this Planning Proposal.
2. Amend the maximum FSR in the **Floor Space Ratio Map** from 2.3:1 to 3.6:1 on the R4 High Density Residential portion of the site. Refer **Figures 18 & 24** in Part 4 of this Planning Proposal.
3. Reconfiguring the existing R4 High Density and RE1 Public Open Space zones in the **Land Zoning Map**. Refer **Figures 16 & 22** in Part 4 of this Planning Proposal.
4. Amend **Schedule 1 (Additional Permitted Uses)** of PLEP 2023 to restrict the maximum gross floor area of the parts of the building being used for shops, food and drink premises, business premises and recreation facilities (indoor) from a maximum GFA of 2,000m² to a maximum GFA of 2,600m² on the R4 High Density Residential zoned part of the site.
5. Amend the **Additional Permitted Uses Map** to align with the reconfigured zoning. Refer **Figures 20 & 25** in Part 4 of this Planning Proposal.
6. Amend the **Land Reservation Acquisition Map** to include the central portion of RE1 Public Open space land which will be dedicated to Council as public open space. Refer to **Figures 21 & 26** in Part 4 of this Planning Proposal.

2.1. Other relevant matters

2.1.1 Planning Agreement

The Planning Proposal is accompanied by a draft Planning Agreement which proposes to deliver the following public benefits at an estimated value of \$27.5 million:

- Dedication of a 2,500 sqm community hub to Council, including a library and community centre with the provision of 20 parking spaces;
- Provision and dedication of public open space to Council;
- Provide and make accessible, via public easement, publicly accessible open space; and
- A monetary contribution equivalent to the Section 7.11 Contributions which Council plans to allocate towards the fit-out of the community hub.

An assessment of the draft Planning Agreement by Council Officers concludes that in principle the items offered are acceptable in terms of their nature subject to design modifications. Refer **Figure 3**.

The need for a Planning Agreement has been identified as an appropriate mechanism to ensure the increase in demand for infrastructure due to the additional density sought by the Planning Proposal is satisfactorily addressed.

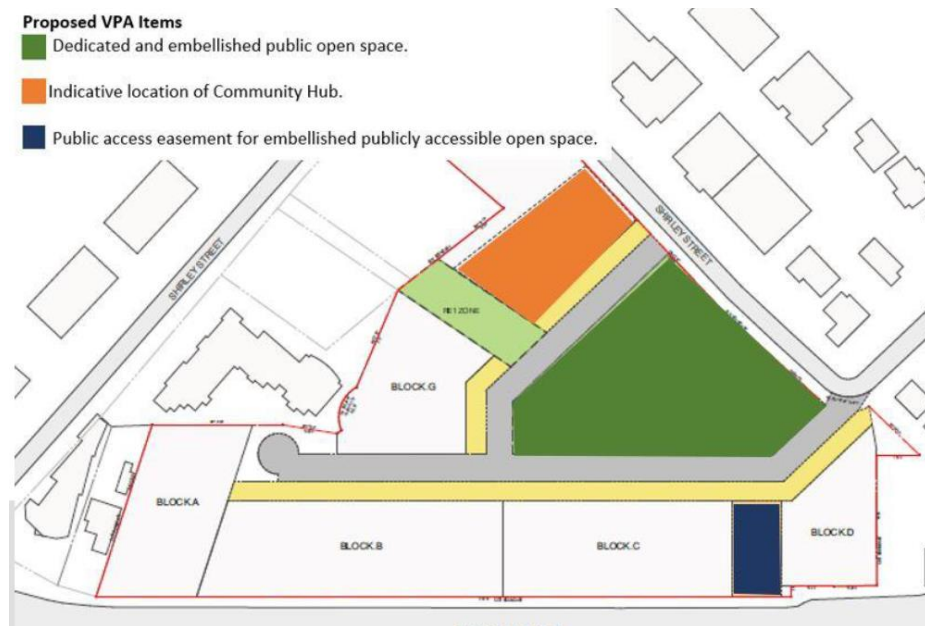


Figure 3 – Proposed VPA Items

2.1.2 Draft Site Specific DCP

A draft Site-Specific Development Control Plan (SSDCP) has been prepared by the applicant and Council staff to accompany the Planning Proposal. The draft SSDCP provides details on site arrangement, road layout, envelope controls and open space for the site. The SSDCP seeks to guide future development. The draft SSDCP will amend controls for Block 17 of the Carlingford Local Centre as outlined in Parramatta DCP 2023 (Part 8.2) and will provide site-specific controls for:

- Built form
- Public domain
- Community facility design
- Sustainability
- Water management
- Open space
- Pedestrian connections
- Vehicle Access
- Parking

2.1.3 Gateway Conditions

The Department of Planning, Housing and Infrastructure (DPHI) issued a Gateway Determination to Council on 19 February 2024. The Gateway Determination states that prior to community consultation, the planning proposal is to be updated to:

- (a) Identify the proposed changes to the Land Reservation Acquisition (LRA) map;

Part 4 of the Planning Proposal has been updated to include the current PLEP 2023 LRA map and a proposed LRA Map showing proposed changes being that a portion of RE1 Public Open Space Land will be dedicated to Council.

(b) update the site address of the proposal;

The site address has been updated throughout the Planning Proposal from 263-273 Pennant Hills Road and 18 Shirley Street, Carlingford to 263-281 Pennant Hills Road Carlingford.

(c) include further justification on the overshadowing impacts to properties south of Pennant Hills Road, particularly to demonstrate compliance with this aspect of the Apartment Design Guide can be achieved; and

Justification on this matter has been added to Section 3.3.2 Urban Design, Built Form and Public Domain of the Planning Proposal.

(d) include discussion on the public amenity and proposed overshadowing of heritage item I032 – Carlingford

Discussion on this matter has been added to Section 3.3.2 - Heritage of the Planning Proposal.

PART 3 – JUSTIFICATION OF STRATEGIC AND SITE-SPECIFIC MERIT

This part describes the reasons for the proposed outcomes and development standards in the Planning Proposal.

3.1 Section A - Need for the Planning Proposal

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

3.1.1 Is the Planning Proposal a result of an endorsed local strategic planning statement, strategic study or report?

Yes, the Planning Proposal responds Council's Local Strategic Planning Statement which identifies Carlingford as a Growth Precinct and forecasts that approximately 4,430 new dwellings will occupy the precinct by 2036 with proposal providing approximately 723 dwellings. The Planning Proposal also responds to Council's Local Housing Strategy which also highlights the importance of ensuring alignment of infrastructure delivery with housing growth.

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

Yes, the redevelopment of the site for mixed use and high-density residential development provides the opportunity to reconfigure the existing poorly orientated open space and a Community Hub including a library and community space that will serve the community beyond the local development.

The proposal will also facilitate an expansion of retail uses on the site by 600 sqm, serving the local community.

3.2 Section B – Relationship to strategic planning framework

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

3.2.1 Will the Planning Proposal give effect to the objectives and actions of the applicable regional, or district plan or strategy (including any exhibited draft plans or strategies)?

Housing Crisis

Recent communication from the State Government regarding the current 'housing crisis' identifies the need to factor housing delivery into planning decisions including when assessing Planning Proposals. Specifically, the Premier has requested that Council's 'prioritise the opportunity to

deliver homes as part of merit considerations where on balance, dwelling numbers may warrant a scale or built form that is different to the outcome originally anticipated’. The subject proposal will facilitate the delivery of an estimated 723 dwellings contributing toward the overall goal of housing delivery.

A Metropolis of Three Cities

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

The GSRP is structured under four themes: Infrastructure and Collaboration, Liveability, Productivity and Sustainability. Within these themes are 10 directions that each contain Potential Indicators and, generally, a suite of objective/s supported by a Strategy or Strategies. Those objectives and or strategies relevant to this Planning Proposal are discussed below.

Infrastructure and Collaboration

An assessment of the Planning Proposal’s consistency with the GSRP’s relevant Infrastructure and Collaboration objectives is provided in Table 2, below.

Table 2 – Consistency of Planning Proposal with relevant GSRP Actions – Infrastructure and Collaboration

Infrastructure and Collaboration Direction	Relevant Objective	Comment
A city supported by infrastructure	O1: Infrastructure supports the three cities	The Region Plan highlights that the Central River City is undergoing a rebuilding program in a high-growth environment, which requires existing infrastructure to be optimised. Redevelopment of the subject site within 400m of Carlingford Light Rail stop. The site is an existing R4 High Density Residential zoned site, and the Planning Proposal hopes to maximise the utility of existing infrastructure assets. The proponent will further be required to provide infrastructure in the way of a community hub (library and community centre) facilitated by a Planning Agreement.
	O2: Infrastructure aligns with forecast growth – growth infrastructure compact	
	O3: Infrastructure adapts to meet future need	
	O4: Infrastructure use is optimised	

Liveability

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

Table 3 – Consistency of Planning Proposal with relevant GSRP Actions – Liveability

Liveability Direction	Relevant Objective	Comment
A city for people	O6: Services and infrastructure meet communities’ changing needs	The reference design for the planning proposal aims to improve walkability between the shopping village, shopping centre, local schools, and public open with a community link helping facilitate access to the Carlingford Light Rail Stop. The Planning Proposal seeks to provide public open space and publicly accessible open space across the site.
	O7: Communities are healthy, resilient, and socially connected	
	O8: Greater Sydney’s communities are culturally rich with diverse neighbourhoods	

		The Planning Proposal will support communities that are culturally rich with diverse neighbourhoods by providing a community hub with a library and community centre.
Housing the city	O10: Greater housing supply	The proposal intends to provide approximately 723 residential dwellings across an R4 zoned part of the site.
	O11: Housing is more diverse and affordable	The Planning Proposal intends to facilitate a mix of 1 bedroom, 2-bedroom, 3 bedroom and 4-bedroom apartments. No affordable housing is included in the Planning proposal in lieu of critical social infrastructure
A city of great places	O12: Great places that bring people together	Opportunities to improve pedestrian and links are included given the site's location in proximity to public transport.
	O13: Environmental heritage is identified, conserved and enhanced	The Planning Proposal will help facilitate the delivery of a library and community centre, and public open space as part of the linked Planning Agreement. Measures such as screening with planting will be put in place to minimise any impact to the local heritage item Carlingford Memorial Park. This will be assessed in more detail at DA stage.

Productivity

An assessment of the Planning Proposal's consistency with the GSRP's relevant Productivity objectives is provided in Table 4, below.

Table 4 – Consistency of Planning Proposal with relevant GSRP Actions – Productivity

Productivity Direction	Relevant Objective	Comment
A well connected city	O14: The plan integrates land use and transport creates walkable and 30 minute cities	The Proposal intends to deliver additional housing and retail/commercial uses within 400m to Carlingford Light Rail stop.
	O15: The Eastern, GOP and Western Economic Corridors are better connected and more competitive	
Jobs and skills for the city	O19: Greater Parramatta is stronger and better connected	The subject site is located 400m of the proposed Carlingford Light Rail Station, and therefore the proposal's location is compatible with promoting optimal use of the light rail.

	O22: Investment and business activity in centres	The proposed development provides opportunities to access to jobs, goods and services. The retail impact assessment indicates that Planning Proposal will provide employment generation of 146 jobs in Carlingford which is a Local Centre.
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Sustainability

An assessment of the Planning Proposal’s consistency with the GSRP’s relevant Sustainability objectives is provided in Table 5, below.

Table 5 – Consistency of Planning Proposal with relevant GSRP Actions – Sustainability

Sustainability Direction	Relevant Objective	Comment
A city in its landscape	O30: Urban tree canopy cover is increased	The landscape plans show that significant planting will be provided as part of future development on the site which is an increase from what already exists on the site
	O31: Public open space is accessible, protected and enhanced	The reference design demonstrates both public open space and through links as part of the Planning Proposal. The Planning Proposal aims to provide, enhance and improve accessibility to public open space.
	O32: The Green grid links Parks, open spaces, bushland and walking and cycling paths	The to the Planning Proposal will also facilitate an embellished community link.
An efficient city	O33: A low-carbon city contributes to net-zero emissions by 2050 and mitigates climate change	The draft SSDCP incorporates several sustainability controls such as:
	O34: Energy and water flows are captured, used and re-used	<ul style="list-style-type: none"> • Residential development to comply with BASIX; • The provision of electric car charging;
	O35: More waste is re-used and recycled to support the development of a circular economy	<ul style="list-style-type: none"> • Public amenities are to use water and energy efficient fittings; • Water sensitive urban design measures; • An associated ESD study.
A resilient city	O36: People and places adapt to climate change and future shocks and stresses	The proposal is not impacted by Identified natural hazard zones such as flooding or bushfire. Initiatives listed in the abovementioned sustainability controls will contribute to mitigation of urban heat island effect in the area.
	O37: Exposure to natural and urban hazards is reduced	
	O38: Heatwaves and extreme heat are managed	

Implementation

An assessment of the Planning Proposal’s consistency with the GSRP’s relevant Implementation objectives is provided in Table 6, below.

Table 6 – Consistency of Planning Proposal with relevant GSRP Actions – Implementation

Implementation Direction	Relevant Objective	Comment
Implementation	O39: A collaborative approach to city planning	The proposal is responding to collaboration between multiple teams in Council and consultation with the applicant.

Central City District Plan

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

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

Infrastructure and Collaboration

An assessment of the Planning Proposal’s consistency with the CCDP’s relevant Infrastructure and Collaboration Priorities and Actions is provided in Table 7, below.

Table 7 – Consistency of Planning Proposal with relevant CCDP Actions – Infrastructure and Collaboration

Infrastructure and Collaboration Direction	Planning Priority/Action	Comment
<p>A city supported by infrastructure</p> <p>O1: Infrastructure supports the three cities</p> <p>O2: Infrastructure aligns with forecast growth – growth infrastructure compact</p> <p>O3: Infrastructure adapts to meet future need</p> <p>O4: Infrastructure use is optimised</p>	<p>PP C1: Planning for a city supported by infrastructure</p> <ul style="list-style-type: none"> A1: Prioritise infrastructure investments to support the vision of <i>A metropolis</i> A2: Sequence growth across the three cities to promote north-south and east-west connections A3: Align forecast growth with infrastructure A4: Sequence infrastructure provision using a place based approach A5: Consider the adaptability of infrastructure and its potential shared use when preparing infrastructure strategies and plans A6: Maximise the utility of existing infrastructure assets and consider strategies to influence behaviour changes to reduce the demand for new infrastructure, supporting the development of adaptive and flexible regulations to allow decentralised utilities 	<p>The subject site is located 400m from the proposed Carlingford Light Rail Station, and therefore the proposal’s location is compatible with promoting optimal use of the light rail as it will facilitate approximately 723 apartments.</p> <p>The proposed development provides opportunities to access to jobs, goods and services and will provide employment generation in the region of 146 jobs near to Light Rail.</p>
<p>O5: Benefits of growth realized by collaboration of governments, community and business</p>	<p>PP C2: Working through collaboration</p> <ul style="list-style-type: none"> A7: Identify prioritise and delivery collaboration areas 	<p>The proposal is responding to collaboration between multiple teams within Council and consultation with the applicant.</p> <p>Should the proposal proceed to Gateway, it will be placed on public</p>

		exhibition giving government departments, the community and business the chance to have input into the proposal.
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Liveability

An assessment of the Planning Proposal’s consistency with the CCDP’s relevant Liveability Priorities and Actions is provided in Table 8, below.

Table 8 – Consistency of Planning Proposal with relevant CCDP Actions – Liveability

Liveability Direction	Planning Priority/Action	Comment
<p>A city for people</p> <p>O6: Services and infrastructure meet communities’ changing needs</p>	<p>PP C3: Provide services and social infrastructure to meet people’s changing needs</p> <ul style="list-style-type: none"> • A8: Deliver social infrastructure that reflects the need of the community now and in the future • A9: Optimise the use of available public land for social infrastructure 	<p>As part of the proposal, the applicant intends to include pedestrian connectivity, public open space, and a new road.</p> <p>The proposed additional retail floorspace will provide opportunities and better access to services for the current and future population.</p> <p>The proposal will facilitate community/social infrastructure including public open space, library and community centre with a Planning Agreement.</p>
<p>O7: Communities are healthy, resilient and socially connected</p> <p>O8: Greater Sydney’s communities are culturally rich with diverse neighbourhoods</p> <p>O9: Greater Sydney celebrates the arts and supports creative industries and innovation</p>	<p>PP C4: Working through collaboration</p> <ul style="list-style-type: none"> • A10: Deliver healthy, safe and inclusive places for people of all ages and abilities that support active, resilient and socially connected communities by (a-d). • A11: Incorporate cultural and linguistic diversity in strategic planning and engagement. • A12: Consider the local infrastructure implications of areas that accommodate large migrant and refugee populations. • A14: Facilitate opportunities for creative and artistic expression and participation, wherever feasible with a minimum regulatory burden including (a-c). • A15: Strengthen social connections within and between communities through better understanding of the nature of social networks and supporting infrastructure in local places 	<p>The Planning Proposal will encourage greater physical activity and social connection by locating public open space and community/social infrastructure near public transport. It also provides better access to local retailers of fresh food as it provides additional retail/commercial floorspace.</p>

<p>Housing the city O10: Greater housing supply O11: Housing is more diverse and affordable</p>	<p>PP C5: Providing housing supply, choice and affordability, with access to jobs, services and public transport</p> <ul style="list-style-type: none"> • A16: Prepare local or district housing strategies that address housing targets [abridged version] 	<p>The Planning Proposal provides an opportunity to deliver approximately 723 dwellings in a range of sizes. The proposal provides opportunities to rearrange the site in a design that improves amenity by providing usable open space and providing community/social infrastructure.</p>
<p>A city of great places O12: Great places that bring people together O13: Environmental heritage is identified, conserved and enhanced</p>	<p>PP C6: Creating and renewing great places and local centres, and respecting the District’s heritage</p> <ul style="list-style-type: none"> • A18: Using a place-based and collaborative approach throughout planning, design, development and management deliver great places by (a-e) • A19: Identify, conserve and enhance environmental heritage by (a-c) • A20: Use place-based planning to support the role of centres as a focus for connected neighbourhoods • A21: In Collaboration Areas, Planned Precincts and planning for centres (a-d) • A22: Use flexible and innovative approaches to revitalise high streets in decline. 	<p>The site reference scheme intends to improve connectivity a community link and a public access easement. The Planning Proposal is situated near public transport and local retail uses and demonstrates a form that encourages walkability between the site, public transport, and schools.</p>

Productivity

An assessment of the Planning Proposal's consistency with the CCDP's relevant Productivity Priorities and Actions is provided in Table 9, below.

Table 9 – Consistency of Planning Proposal with relevant CCDP Actions – Productivity

Productivity Direction	Planning Priority/Action	Comment
<p>A well-connected city O19: Greater Parramatta is stronger and better connected</p>	<p>PP C7: Growing a stronger and more competitive Greater Parramatta</p> <ul style="list-style-type: none"> • A23: Strengthen the economic competitiveness of Greater Parramatta and grow its vibrancy [abridged] • A26: Prioritise infrastructure investment [abridged] • A27: Manage car parking and identify smart traffic management strategies. 	<p>The proposal intends to deliver additional high-density residential dwellings and retail space near the employment generating uses at Carlingford Court and Carlingford Village.</p> <p>Redevelopment for high density residential uses on the site which are subject to traffic constraints may encourage the use of public transport for those wishing to travel between the site and Parramatta CBD via the Light Rail and contribute to improved connectivity and 30-minute city priorities.</p> <p>It will provide infrastructure including a community hub, library and park close to Light Rail.</p>
<p>Jobs and skills for the city O15: The Eastern, GOP and Western Economic Corridors are better connected and more competitive</p>	<p>PP C8: Delivering a more connected and competitive GOP Economic Corridor</p> <ul style="list-style-type: none"> • A28: Investigate opportunities for renewal of Westmead East as a mixed use precinct PPC8 • A29: Prioritise public transport investment to deliver the 30-minute city objective for strategic centres along the GOP Economic Corridor • A30: Prioritise transport investments that enhance access to the GOP between centres within GOP 	<p>Although the site is located outside the Western Economic corridor it will provide residential accommodation and non-residential uses in a very accessible area near to Carlingford Light Rail Stop. Future residents will have easy access to the Parramatta CBD.</p>
<p>O14: The plan integrates land use and transport creates walkable and 30 minute cities</p>	<p>PP C9: Delivering integrated land use and transport planning and a 30-minute city</p> <ul style="list-style-type: none"> • A32: Integrate land use and transport plans to deliver a 30-minute city 	<p>The subject site is located 400m from the proposed Carlingford Light Rail Station, and therefore the proposal's location is compatible with promoting optimal use of the light rail. The proposed development provides housing and opportunities to access to jobs, goods, and services.</p>
<p>O23: Industrial and urban services land is planned, retained and managed</p>	<p>PP C10: Growing investment, business opportunities and jobs in strategic centres</p> <ul style="list-style-type: none"> • A37: Provide access to jobs, goods and services in centres [abridged] • A39: Prioritise strategic land use and infrastructure plans for growing centres, particularly those with capacity for additional floorspace 	<p>The Planning Proposal would locate additional housing near Carlingford Village and Carlingford Court. It is anticipated that additional housing in this location will grow investment and business opportunities for everyday retail and commercial uses at the site. The proposal will facilitate 146 jobs in the local centre of Carlingford.</p>

Sustainability

An assessment of the Planning Proposal’s consistency with the CCDP’s relevant Productivity Priorities and Actions is provided in Table 10, below.

Table 10 – Consistency of Planning Proposal with relevant CCDP Actions – Sustainability

Sustainability Direction	Planning Priority/Action	Comment
<p>O27: Biodiversity is protected, urban bushland and remnant vegetation is enhanced</p> <p>O28: Scenic and cultural landscapes are protected</p>	<p>PP C15: Protecting and enhancing bushland, biodiversity and scenic and cultural landscapes</p> <ul style="list-style-type: none"> • A65: Protect and enhance biodiversity by (a-c) [abridged] • A66: Identify and protect scenic and cultural landscapes • A67: Enhance and protect views of scenic and cultural landscapes from the public realm 	<p>The subject site contains little significant bushland. The Planning Proposal will help facilitate high quality landscaping at DA stage.</p>
<p>O30: Urban tree canopy cover is increased</p> <p>O32: The Green grid links Parks, open spaces, bushland and walking and cycling paths</p>	<p>PP C16: PP C16: Increasing urban tree canopy cover and delivering Green grid connections</p> <ul style="list-style-type: none"> • A68: Expand urban tree canopy in the public realm • A69: progressively refine the detailed design and delivery of (a-c) [abridged] • A70: Create Greater Sydney green Grid connections to the Western Sydney Parklands 	<p>The Landscape Plan associated with the Planning Proposal must be reflected in the outcome of the site to ensure urban tree canopy is maintained and/or expanded to ensure a high level of outdoor amenity and green grid across the site.</p>
<p>O31: Public open space is accessible, protected and enhanced</p>	<p>PP C17: Delivering high quality open space</p> <ul style="list-style-type: none"> • A71: Maximise the use of existing open space and protect, enhance and expand public open space by (a-g) [abridged] 	<p>The Planning Proposal seeks to increase the height control and floor space ratio in hope to deliver a high-density residential development supported by well-connected open space on the site. The open space which currently exists will be reconfigured to be more usable and also embellished.</p>
<p>An efficient city</p> <p>O33: A low-carbon city contributes to net-zero emissions by 2050 and mitigates climate change</p> <p>O34: Energy and water flows are captured, used and re-used</p> <p>O35: More waste is re-used and recycled to support the development of a circular economy</p>	<p>PP C19: Reducing carbon emissions and managing energy, water and waste efficiently</p> <ul style="list-style-type: none"> • A75: Support initiatives that contribute to the aspirational objectives of achieving net-zero emissions by 2050 • A76: Support precinct-based initiatives to increase renewable energy generation and energy and water efficiency • A77: Protect existing and identify new locations for waste recycling and management • A78: Support innovative solutions to reduce the volume of waste and 	<p>The draft SSDCP incorporates several sustainability controls such as:</p> <ul style="list-style-type: none"> • Residential development to comply with BASIX; • The provision of electric car charging; • Public amenities are to use water and energy efficient fittings; • Water sensitive urban design measures; • An associated ESD study.

	<p>reduce waste transport requirements</p> <ul style="list-style-type: none"> • A79: Encourage the preparation of low carbon, high efficiency strategies to reduce emissions, optimise the use of water, reduce waste and optimising car parking provisions where an increase in total floor in 100,000sqm 	
<p>O36: People and places adapt to climate change and future shocks and stresses</p> <p>O37: Exposure to natural and urban hazards is reduced</p> <p>O38: Heatwaves and extreme heat are managed</p>	<p>PP C20: Adapting to the impacts of urban and natural hazards and climate change</p> <ul style="list-style-type: none"> • A81: Support initiatives that respond to the impacts of climate change • A82: Avoid locating new urban development in areas exposed to natural and urban hazards and consider options to limit the intensification of development in existing areas most exposed to hazards • A83: Mitigate the urban heat island effect and reduce the vulnerability to extreme heat 	<p>The proposal is not located in a location identified as impacted by natural hazard zones such as flooding or bushfire. Initiatives listed in the abovementioned sustainability controls will contribute to mitigation of urban heat island effect in the area.</p>

3.2.2 Will the Planning Proposal give effect to a council’s endorsed local strategic planning statement, or another endorsed local strategy or strategic plan?

The following local strategic planning documents are relevant to the Planning Proposal.

Parramatta 2038 Community Strategic Plan

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

The Planning Proposal satisfies the strategies and outcomes identified in the plan including:

- “A.2 We are connected by well-designed integrated transport networks” as the Planning Proposal will facilitate 729 dwellings and 142 jobs within approximately 400m from the Carlingford Light rail station.
- “G.1 We have a healthy network of green space and waterways throughout our City” as the Planning Proposal will facilitate embellished public open space in the form of an embellished park, community link and publicly accessible open space.

Parramatta Local Strategic Planning Statement

The Local Strategic Planning Statement (LSPS) identifies Carlingford as a Local Centre and also a Growth Precinct, with an employment target of 3,000 jobs by 2036. The Proposal will help to meet this target through the provision of 927 jobs during construction and 146 jobs upon completion. It will also contribute additional retail and commercial floor space within a mixed-use development in a local centre as required by the LSPS.

Parramatta Local Housing Strategy

The Local Housing Strategy (LHS) identifies Carlingford as a Growth Precinct and forecasts that approximately 4,430 new dwellings will occupy the precinct by 2036. The LHS also highlights

the importance of ensuring alignment of infrastructure delivery with housing growth. The Proposal is consistent with this approach in that it is located within close proximity to the Carlingford Light Rail stop and provides community infrastructure to support the future population of the precinct.

Parramatta Community Infrastructure Strategy

Carlingford has experienced a significant increase in medium and high-density development in recent years, which is expected to continue under new development located in and around Carlingford Town Centre including at 9-11 Thallon Street and at 11-17 Shirley Street and around the new Parramatta Light Rail (PLR) stop. While there is an existing development consent that will enable 450 new dwellings on the larger lot fronting Shirley Street, this will only deliver limited community infrastructure in the form of a poorly oriented open space.

Council's adopted Community Infrastructure Strategy (CIS) (2020) identifies that current community infrastructure in Carlingford is dispersed across the area, includes a mix of ageing and mostly low scale community facilities and additionally, that open space provision is low for the current population.

The CIS identifies a new community hub comprising a community space and library within the Carlingford Town Centre close to the PLR stop as a priority. The Proposal intends to deliver the Community Hub along with embellished and dedicated public open space as part of the associated Planning Agreement.

3.2.3 Is the Planning Proposal consistent with any other applicable State and regional studies or strategies?

Future Transport Strategy

The Future Transport Strategy was released by Transport for NSW and sets out the vision, directions, and outcomes framework for customer mobility in NSW and seeks to ensure that NSW overarching strategies for transport and land use planning align and complement each other. The proposal addresses the Future Transport Strategy by providing additional density within proximity to the Carlingford Light Rail and various services and facilities, in addition to delivering improved open spaces (with through site links), a community facility and other facilities in a highly accessible location.

3.2.4 Is the Planning Proposal consistent with the applicable State Environmental Planning Policies?

The following State Environmental Planning Policies (SEPPs) are of relevance to the site (refer to Table 11).

Table 11 – Consistency of Planning Proposal with relevant SEPPs

State Environmental Planning Policies (SEPPs)	Consistency: Yes = ✓ No = x N/A = Not applicable	Comment
SEPP No 1 Development Standards	✓	Consistent. The Planning Proposal does not contain provisions that contradict or would hinder the application of these SEPPs.
SEPP 4 – Development Without Consent and Miscellaneous Exempt and Complying Development		
SEPP 60 – Exempt and Complying Development		
SEPP No 65 Design Quality of Residential Flat Development	✓	Detailed compliance with SEPP 65 will be demonstrated at the time of making a development application for the site facilitated by this Planning Proposal. During the design development phase, detailed testing of SEPP 65 and the Residential Flat Design Code was carried out and the indicative scheme is capable of demonstrating compliance with the SEPP.
SEPP (BASIX) 2004	N/A	Detailed compliance with SEPP (BASIX) will be demonstrated at the time of making a development application for the site facilitated by this Planning Proposal.
SEPP (Exempt and Complying Development Codes) 2008	✓	May apply to future development of the site.
SEPP (Housing) 2021	N/A	Not relevant to proposed amendment.
SEPP (Resilience and Hazards) 2021	✓	A Phase 1 preliminary contamination investigation report for the subject site has been prepared. Council is satisfied the site can be made suitable for residential purposes with a Phase 2 to be prepared at the DA stage if necessary.
SEPP (Industry and Employment) 2021	N/A	Not relevant to proposed amendment. May be relevant to future DAs.
SEPP (Transport and Infrastructure) 2021	✓	May apply to future development of the site.

SEPP (Biodiversity and Conservation) 2021	✓	Any potential impacts as a result of development on the site, such as stormwater runoff, will be considered and addressed appropriately at DA stage.
SEPP (Planning Systems) 2021	✓	Consistent. The Planning Proposal does not contain provisions that contradict or would hinder the application of these SEPPs.
SEPP (Precincts – Central River City) 2021	N/A	Not relevant to proposed amendment as the site is not contained in one of the precincts of the SEPP.

3.2.5 Is the Planning Proposal consistent with applicable Ministerial Directions (s.9.1 directions)

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

1. Planning Systems and Planning Systems – Place Based
2. Design and Place (This Focus Area was blank when the Directions were made)
3. Biodiversity and Conservation
4. Resilience and Hazards
5. Transport and Infrastructure
6. Housing
7. Industry and Employment
8. Resources and Energy
9. Primary production

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

Table 12 – Consistency of Planning Proposal with relevant Section 9.1 Directions

Relevant Direction	Comment	Compliance
1. Planning Systems and Planning Systems – Place Based		
Direction 1.1 – Implementation of Regional Plans The objective of this direction is to give legal effect to the vision, land use strategy, goals, directions and actions contained in Regional Plans.	The Planning Proposal applies to land within Sydney's Central City. The Planning Proposal is consistent with the goals, directions and actions contained in the Greater Sydney Region Plan.	Yes
Direction 1.3 – Approval and Referral Requirements The objective of this direction is to ensure that LEP provisions encourage the efficient and appropriate assessment of development.	The Planning Proposal does not introduce any provisions that require any additional concurrence, consultation, or referral outside what will be required by the Gateway Determination.	Yes

<p>Direction 1.4 – Site Specific Provisions</p> <p>The objective of this direction is to discourage unnecessarily restrictive site specific planning controls.</p>	<p>The Planning proposal seeks an increase in the maximum GFA of the additional permitted uses under Clause 24 of Schedule 1 of PLEP 2023 however this amendment is not considered to be restrictive.</p>	<p>Yes</p>
<p>2. Design and Place</p>		
<p>This Focus Area was blank at the time the Directions were made.</p>	<p>This Direction was blank as is currently incomplete.</p>	
<p>3. Biodiversity and Conservation</p>		
<p>Direction 3.1 – Conservation Zones</p> <p>The objective of this direction is to protect and conserve environmentally sensitive areas.</p>	<p>The Planning Proposal is consistent with this direction, in that it does not apply to environmentally sensitive areas or alter provisions for land in a conservation zone.</p>	<p>Yes</p>
<p>Direction 3.2 – Heritage Conservation</p> <p>The objective of this direction is to protect and conserve environmentally sensitive areas.</p>	<p>The Planning Proposal is deemed to have minimal impact on the heritage significance of local heritage item Carlingford Memorial Park. Mitigation measures will be investigated at DA stage and through the SSDCP.</p>	<p>Yes</p>
<p>Direction 3.5 – Recreation Vehicle Areas</p> <p>The objective of this direction is to protect sensitive land or land with significant conservation values from adverse impacts from recreation vehicles.</p>	<p>The Planning Proposal is consistent with this direction, in that it is not proposing to enable land to be developed for the purpose of a recreation vehicle area.</p>	<p>Yes</p>
<p>4. Resilience and Hazards</p>		
<p>Direction 4.1 – Flooding</p> <p>The objectives of this direction are to:</p> <ul style="list-style-type: none"> (a) Ensure that development of flood prone land is consistent with the NSW Government’s Flood Prone Land Policy and the principles of the Floodplain Development Manual 2005, and (b) Ensure that the provisions of an LEP that apply to flood prone land are commensurate with flood behaviour and includes consideration of the potential flood impacts both on and off the subject land. 	<p>The site is not flood prone and is above the 1:100 year flood level.</p> <p>Any potential impacts as a result of development on the site, such as stormwater runoff, will be considered and addressed prior to submission for a Gateway Determination. This will also include any design detail required to ensure compliance with Council’s water management controls within the Parramatta DCP 2023.</p>	<p>Yes</p>
<p>Direction 4.3 Planning for Bushfire Protection</p> <p>The objectives of this direction are to:</p>	<p>The land is not identified as bush fire prone land.</p>	<p>Yes</p>

<p>(a) Protect life, property and the environment from bush fire hazards, by discouraging the establishment of incompatible land uses in bush fire prone areas, and</p> <p>(b) Encourage sound management of bush fire prone areas.</p>		
<p>Direction 4.4 – Remediation of Contaminated Land</p> <p>The objective of this direction is to reduce the risk of harm to human health and the environment by ensuring that contamination and remediation are considered by Planning Proposal authorities.</p>	<p>A Phase 1 preliminary contamination investigation report for the subject site has been prepared. Council is satisfied the site can be made suitable for residential purposes with a Phase 2 Study to be prepared at the DA stage if necessary.</p>	<p>Yes</p>
<p>Direction 4.1 - Acid Sulfate Soils</p> <p>The objective of this direction is to avoid significant adverse environmental impacts from the use of land that has a probability of containing acid sulfate soils.</p>	<p>The site is not identified on the Acid Sulfate Soils Map in Parramatta Local Environmental Plan 2023.</p>	<p>Yes</p>
<p>5. Transport and Infrastructure</p>		
<p>Direction 5.1 – Integrating Land Use and Transport</p> <p>The objective of this direction is to ensure that development reduces dependence on cars, increases the choice of available transport and improves access to housing, jobs and services by walking, cycling and public transport.</p>	<p>The Planning Proposal is consistent with this direction, in that it:</p> <ul style="list-style-type: none"> • will provide new dwellings in close proximity to existing public transport links • will maintain and provide additional commercial premises in proximity to existing transport links <p>makes more efficient use of space and infrastructure by increasing densities on an underutilised site.</p>	<p>Yes</p>
<p>Direction 5.2 – Reserving Land for Public Purposes</p> <p>The objectives of this direction are to facilitate the provision of public services and facilities by reserving land for public purposes and facilitate the removal of reservations where the land is no longer required for acquisition.</p>	<p>The Planning Proposal does not include the identification of or removal of and land require for acquisition.</p>	<p>Yes</p>
<p>Direction 6.3 - Site Specific Provisions</p>	<p>The Planning proposal seeks an increase of the maximum GFA of the additional permitted uses under Clause 24 of Schedule 1 of PLEP 2023.</p>	<p>Yes</p>
<p>6. Housing</p>		
<p>Direction 6.1 – Residential Zones</p> <p>The objectives of this direction are to encourage a variety and choice of housing types, make efficient use of existing infrastructure and services and minimise the impact of residential development.</p>	<p>The Planning Proposal is consistent with this direction, in that it does not reduce the permissible residential density of land.</p>	<p>Yes</p>

7. Industry and Employment		
<p>Direction 7.1 – Business and Industrial Zones</p> <p>The objectives of this direction are to:</p> <ul style="list-style-type: none"> (a) Encourage employment growth in suitable locations, (b) Protect employment land in business and industrial zones; and (c) Support the viability of identified centres. 	<p>The Planning Proposal will facilitate 146 jobs in within 400m of Carlingford Light Rail stop</p>	<p>Yes</p>

3.3 Section C – Environmental, social and economic impact

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

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

No, it is unlikely that the proposal will have adverse impacts on any critical habitat or threatened species, populations or ecological communities, or their habitats.

3.3.2 Are there any other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?

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

- Urban Design, Built Form and Public Domain
- Wind Impacts
- Traffic, Transport, Accessibility and Parking
- Overland Flow
- Geotechnical
- Heritage
- Environmentally Sustainable Design
- Open Space
- Landscaping and Arboriculture
- Contamination
- Acoustic Impacts
- Social Impact
- Retail and Economic Impact

Urban Design and Built Form

The planning proposal is accompanied by an Urban Design Report and Reference Scheme and Planning Proposal Drawings which discuss in detail the design of the scheme and relationship with surrounding built form. (Refer to **Appendices 1, 2 & 3**).

The Planning Proposal seeks a substantial increase in height and FSR to develop the site for high density residential and retail development whilst allowing for a reconfiguration of existing open space and delivery of community infrastructure.

entr

a: Comparison With Approved Scheme

The existing development consent that applies to the larger lot fronting Shirley Street allows a 30% increase in floorspace permitted on this site (as the RE1 Public Open Space land was included in the calculations of floor space ratio) to 53,069 sqm which equates to an FSR of 3:1 for this site. The Planning Proposal seeks a total floorspace of 80,510 sqm which equates to an FSR of 3.6:1 when the six smaller lots fronting Pennant Hills Road are added to the site and public open space is excluded from the calculation of FSR.

Scale and Density

The Urban Design Report, Reference Scheme and Planning Proposal Drawings (refer Attachment 1) have been reviewed with a focus on the scale of the proposal and its impact on the immediate and surrounding areas. It is noted that the current Carlingford Precinct built form strategy that was developed in The Hills Development Control Plan 2012 and is outlined in Council’s recently adopted Harmonisation Development Control Plan (DCP), locates high density development at a maximum 18 storeys around the PLR stop.

The proposed density and building height (up to 110m) is significantly greater than other existing development adjacent to the Carlingford Light Rail stop (57m (15 storeys)). The increased bulk and height (from 33m (11 storeys) to 56-110m (18 - 29 storeys)) is inconsistent with the desired future character set out in the DCP of 2012 (see **Figures 4 & 22**).

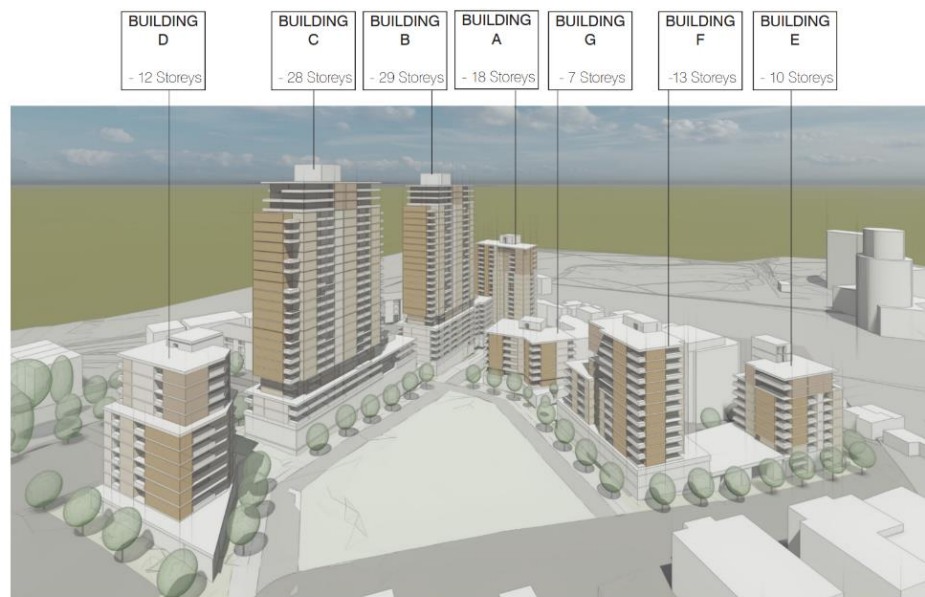


Figure 4 - Reference Design

The proposed development would be positioned on a high topographic point, making it highly visible (**Figure 5**). This would not be consistent with the existing built form strategy outlined in the Harmonisation DCP (originating in the 2012 Hills DCP) which locates high density development at a maximum of 18 storeys around the PLR stop.

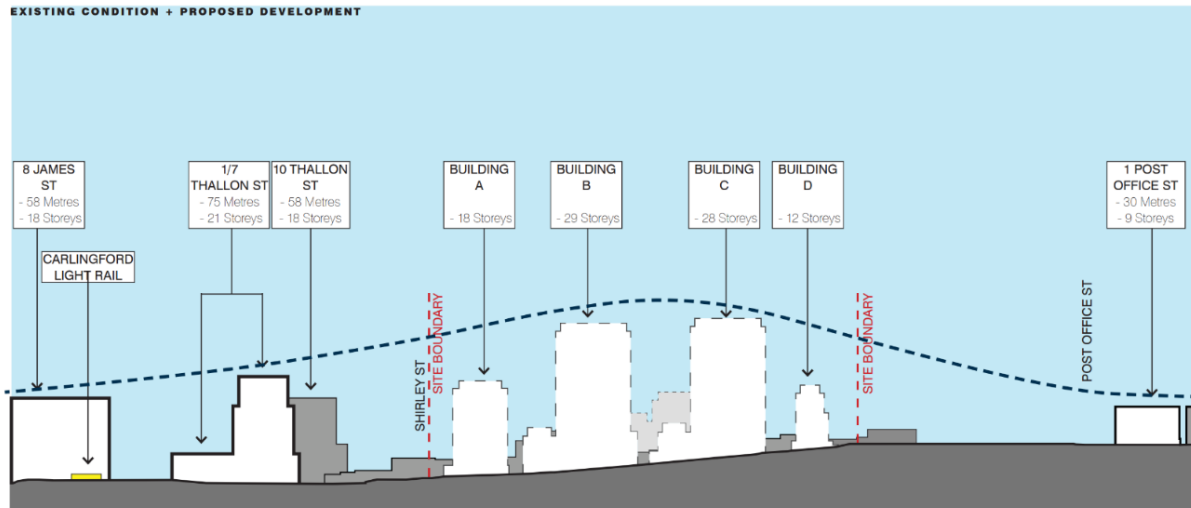


Figure 5 – Existing and Proposed Heights

In respect of the proposed increased scale of development it should be noted that the view impacts of the Planning Proposal would be of a similar nature to those of the high density development at Epping as shown in **Figures 6 & 7**. It is appropriate for Council to consider such an increase in scale of development in Carlingford by amending the local planning controls through the planning proposal process, and the merits of doing so to meet the State Government aim of prioritising more housing supply, particularly in areas such as Carlingford where the proposal generally aligns with the Minister’s request referred to earlier that Councils should *prioritise the opportunity to deliver homes as part of merit considerations where, on balance, dwelling numbers may warrant a scale or built form that is different to or greater than the outcome originally anticipated.*



Figure 6 – View of Subject site from Epping (LEP Compliant)



Figure 7 – View of site from Epping (Planning Proposal)

The impacts of the proposed increase in height along Pennant Hills Road on the site’s relationship with Carlingford Memorial Gardens on the opposite side of Pennant Hills Road (**Figure 8 & 9**) has been examined to understand the overshadowing of the proposal on the gardens and view from the park.



Figure 8 - View from north-east corner of site from Junction of Pennant Hills Road and Marsden Road.

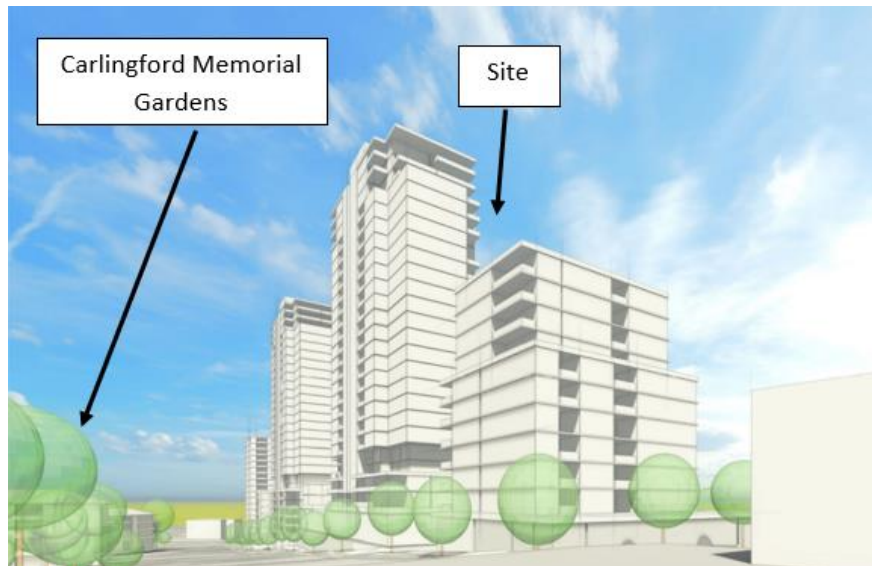


Figure 9 - View from north-east corner of the site with proposed development

The applicant’s shadow analysis (**Appendix 4**) indicates that the proposed development will only result in a minor overshadowing impact between 2:00pm – 3:00pm during mid-winter. Whilst this is considered to be a minor impact, it is suggested that DCP controls be prepared to help mitigate these impacts by addressing proposed building envelopes and landscaping.

Council’s shadow analysis shows that the proposed development will result in a significant increase in overshadowing of the apartment buildings on the opposite side of Pennant Hills Road between 12pm and 3pm during mid-winter (refer **Figures 10 & 11**). While building envelope controls in the DCP can be used to seek to mitigate these impacts there is still likely to a significant shadow impact on the properties due to the increased height of buildings that would be permitted on the Pennant Hills Road frontage of the subject site.



Figure 10 – Overshadowing of apartment buildings on the opposite side of Pennant Hills Road (PLEP 2023 compliant scheme)



Figure 11 – Overshadowing of apartment buildings on the opposite side of Pennant Hills Road (Planning Proposal)

Whilst the proposal concentrates height on Pennant Hills Road, this concentration accords with DCP guidance that for properties fronting Pennant Hills Road more substantial buildings are appropriate. The proposed distribution of height also minimises potential shadowing impacts on Shirley Street and overall ensures shadowing impacts to adjoining properties are reduced.

Gateway Conditions

Condition C of the Gateway Determination requires ‘further justification on the overshadowing impacts to properties south of Pennant Hills Road, particularly to demonstrate compliance with this aspect of the Apartment Design Guide can be achieved.’

The applicant’s Solar analysis methodology (Appendix 4A) provides a comparison between the reference scheme and the development approved for the site. This analysis indicates that under the approved development application, 36 of 60 (60%) apartments do not receive the required amount of solar access in mid-winter. . This analysis also indicates that when it is assumed that living areas and private open spaces of these properties are orientated towards the Pennant Hills Road as a worse case scenario, the proposed ‘concept envelopes’ will result in an additional overshadowing impact to 10 apartments.

This means that, in accordance with the Applicant’s solar information, an additional 16.6% of apartments will not receive the required amount of solar access. This figure complies with the objective 3B-2 of the Apartment Design Guide which stipulates that where the adjoining property does not receive the required hours of solar access, a proposal should not reduce this figure by more than 20%.

Built Form and Design

There are opportunities to improve the site planning and public domain relating to the bulk and scale of buildings by addressing the:

- Poor ground level building interfaces on internal streets and on Shirley Street where basement car parking protrudes above ground.
- Zero lot building setbacks for residential buildings facing internal streets.

- Minimal provision of deep soil according to the DCP definition, and risk that soil depths provided over basement car parks in the public domain will not optimally support future street tree canopy on the site.
- Prominence of loading and docking activity in the Pennant Hills Road landscape setback.
- Poor levels and landscape buffer interface to neighbouring properties.

To ensure amenity is maximised within the proposed height and density controls it is intended to amend the draft Site Specific Development Control Plan to address these matters.

Notwithstanding this, in the light of the State Government's strong policy position on acting to deliver greater housing supply, Council must consider the potential impacts of the change in the pattern of new high density residential development in Carlingford that the proposal would facilitate in relation to the overall strategic benefits provided by the proposal. The benefits of more housing and better supporting community infrastructure adjacent to the Light Rail Stop would be foregone if the site is to be developed under the existing planning controls.

Wind Impacts

Specialist consultant assessment of the applicant's Wind Assessment (**Appendix 5**) recommends that the applicant's wind report be updated to address the adequacy of the landscape proposal as it relates to wind mitigation requirements and solar access requirements for the childcare outdoor space. It is recommended that these issues be addressed at the development application stage.

Traffic, Transport, Accessibility and Parking

The applicant's Transport Impact Assessment (TIA) (**Appendix 6**) found that the proposal will have minimal impact of the surrounding road network. A summary of key issues is provided below.

Public Transport

The subject site is within close proximity to the PLR Carlingford stop and also bus stops on Parramatta Road (**Figure 12**). The PLR will significantly improve accessibility to and from the site to the Parramatta CBD and other centres. The light rail is designed to provide one tram every 7.5 minutes. PLR is expected to commence operation in mid-2024.

The proposed rezoning is supported in this regard as the site is in a location that will be well served by public transport.



Figure 12 - The Site in relation to public transport

Access

Vehicular access to the site will be via a two-way internal roadway that connects to Shirley Street in two locations which are generally consistent with the design of the existing development consent scheme. Vehicular access to the basement car parks is via the internal roadway.

The proposed access is generally supported, whilst the proposed loading dock is located opposite the internal road intersection, given that the potential traffic volumes along the terminating road are expected to be low, this location of the proposed loading dock is acceptable.

Traffic Generation

The larger lot which fronts Shirley Street currently benefit from an active development consent. This approval permits the construction 450 units and when combined with the current development potential on the adjoining six smaller lots fronting Pennant Hills Road, would allow for combined yield of 550 to 570 residential units which would generate between 132 and 137 vehicle trips in the AM and PM peaks.

Compared with the approved and permissible development potential of the site, the net increase in traffic of the proposal is expected to be 233 additional trips in the AM peak and 330 additional trips in the PM peak hour, or 4-6 additional vehicles per minute spread across the entire road network.

The Traffic Impact Assessment (TIA) found that additional traffic generated by the proposal and known proposed developments in 9-11 Thallon and 11-17 Shirley Streets is likely to have a relatively minor impact (around 7% increase) on overall traffic volumes at key locations along the Pennant Hills Road corridor.

The TIA identifies signalling of the Evans Street/Lloyds Avenue/Pennant Hills Road intersection and the Moseley Street/Pennant Hills Road intersection as key opportunities to improve the road network and provide better opportunities for vehicles to turn right into and from Pennant Hills Road in addition to improved pedestrian access to existing bus stops on Pennant Hills Road.

The TIA found that the cost of delivering the Mosely Street/Pennant Hills Road intersection, would be disproportionate to the amount of traffic generated by the proposal and such did not recommend funding the full upgrade of this intersection.

Council traffic engineers have advised that as the proposed development will generate a need for pedestrians to safely access bus stops on the opposite side of Pennant Hills Road, the proposed signalisation of Pennant Hills Road and Evans/Lloyds Road by the applicant is supported. This signalisation is critical and should be operational prior to the occupancy of any future dwellings on the subject site.

In this regard, the applicant has suggested that this upgrade should be funded through the application of the Housing and Productivity Contribution and is in discussions with TfNSW in this regard. In regard to the Mosely Street/Pennant Hills intersection, the Council engineers are of the view that the proposal would not contribute a large proportion of traffic flows and pedestrian traffic to this intersection when compared with the Evans Street/Lloyd Street/Pennant Hills Road intersection.

Signalising the Pennant Hills Road/Moseley Road intersection is identified in the Parramatta Outside CBD Contributions Plan and funding is considered to be a Council responsibility. Whilst this upgrade requires TfNSW approval, TfNSW has advised that it does not support the upgrade of this intersection until Pennant Hills Road has been widened which is beyond the scope of Council's contributions plan. Council proposes to undertake initial concept design of traffic signals at the Mosely Road/Pennant Hills Road intersection in 2024 including determining the extent of road widening required on Pennant Hills Road. The traffic volumes from the Meriton proposal and other future development in the area will be considered in the concept design.

TfNSW had prepared concept plans for several options for traffic signals at this intersection approximately 5 years ago. As a result of the Planning Proposal, TfNSW has reviewed these plans and has recommended a preferred option. It is understood that TfNSW is undertaking further investigation to inform a cost estimate and will discuss the preferred design with the applicant.

Road Design

Council's Traffic Engineer notes that detailed civil plans for the road design will be provided at the DA stage and advised that Shirley Road will need to be widened in order to accommodate traffic from the proposal and that this can be addressed at the detailed design stage.

Parking Requirements

Provision of car parking for the residential component in accordance with the TfNSW Guide to Traffic Generating Developments is supported. For the childcare centre and retail components, the parking rates are to be as per the Parramatta DCP 2023 requirements. However, the applicant's referral to The Hills DCP rates at the time of lodgement is supported given that The Hills DCP minimum requirements are higher than the Parramatta DCP minimum rates for retail and childcare components.

The proposal includes 20 parking spaces for the Community Hub as suggested by the applicant and is supported.

Overland Flow

An Overland Flow Assessment (**Appendix 7**) prepared by Sky Engineering and Project Management was prepared to support the Planning Proposal. The site is not subject to flooding, however, as result of its size, it will generate its own overland flow. The applicant's Overland Flow

Study has suggested that in a 1% AEP event an Onsite Detention System (OSD) to limit post development flows can be used to ensure flows from the site will not exceed pre-development conditions.

Council will further review the proposed overland flow management systems at the detailed design stage of the proposal. However, it is considered that the Planning Proposal should proceed to the Gateway Determination stage ahead of the detailed design being undertaken.

Geotechnical

The proposed development involves the construction of a mixed-use development including below-ground basement parking and is also adjacent Pennant Hills Road. A geotechnical assessment of subsurface conditions including groundwater seepage will be addressed at the detailed design stage of the proposal. However, it is considered that the Planning Proposal should proceed to the Gateway Determination stage ahead of the detail design being undertaken.

Heritage

The subject site is near several heritage items (refer **Figure 19**). Council's Heritage Advisor notes the proposal will have minimal impact on Carlingford Memorial Park to the east on Pennant Hills Road due to overshadowing of the (refer **Figure 13**) public open space of the park (not the memorial and seating at the park) and a moderate impact on the trees and vegetation.

It is recommended that the proposal adopt mitigation measures including specific development controls in the SSDCP regarding building envelopes, separation and landscaping to create suitable interfaces with the heritage items at DA stage. (Refer to **Appendix 8** for the applicant's Statement of Heritage Impact).

Gateway Condition

Condition C of the Gateway condition requires the Planning Proposal to be updated to include 'discussion on the public amenity and proposed overshadowing of heritage item I032 – Carlingford Memorial Park'.

According to the Applicant's Statement of Heritage Impact the 'the proposed development will present an amplification of the built form, scale and massing along Pennant Hills Road, changing the visual and spatial relationship between the Park, the site and the wider surrounding landscape'. However, whilst the Statement of Significance for the Park identifies its social significance as being related to the two memorials located in the Park, the streetscape is not considered as contributing to its significance.

The Applicant's Statement of Heritage Impact and overshadowing information indicate that as a result of the proposed development, Carlingford Memorial Park will 'see minor overshadowing impacts from 12:00 pm – 2:00 pm on June 21 and moderate impacts at 3:00pm on June 21'. The Statement of Heritage Impact also advises that overshadowing on June 21 is limited to the southwest portion of the site which consists of an open grassed area and advises that there are no shadows cast on the northern portion of the Park which contains the memorial, seating and the majority of the mature trees.

As such, the Applicant's Statement of Heritage Impact concludes that the proposed development will have a minor impact on the heritage significance of the Carlingford Memorial Park and its views and settings.

The draft SSDCP also includes provisions to maximise solar access and ensure suitable interfaces to surrounding properties.



Figure 13 – Overshadowing of Carlingford Memorial Park

Environmentally Sustainable Design

Specialist consultant Flux Consulting were engaged by Council to review the Planning Proposal and noted the draft SSDCP sustainability measures do not reflect the site's opportunities and scale of development and that the draft objectives and controls are weaker than those in Council's Harmonisation DCP. It is recommended that Section 11 of the draft SSDCP is to be deleted or amended to include only items not already covered in the draft Harmonisation DCP or of an objectively higher standard (Refer **Appendix 9** for applicant's ESD Report).

Open Space

The proposed quantity of RE1 Public Open Space land is supported as it meets Council's Community Infrastructure Strategy (CIS) requirement for 20% public open space, with the 'Central Park' satisfying the minimum 3,000 sqm size for a local park.

The proposed configuration of open space more satisfactorily addresses the CIS land dedication criteria, including improved shape, solar amenity, street frontage and connectivity to the surrounding community than the open space configuration in the existing development consent for the larger lot fronting Shirley Street. This will improve useability, amenity and permeability, resulting in an overall better open space outcome that is more consistent with best practice.

The proposal community link (refer **Figure 14**) has limited recreational capacity due to its narrow width, sloping topography and poor solar access. It is dominated by stairs and ramps, which reflect the primary 'access' purpose, and largely interfaces with adjoining private buildings. As such, the community link should be retained under private ownership as a publicly accessible link consistent with proposed connection to Pennant Hills Road.

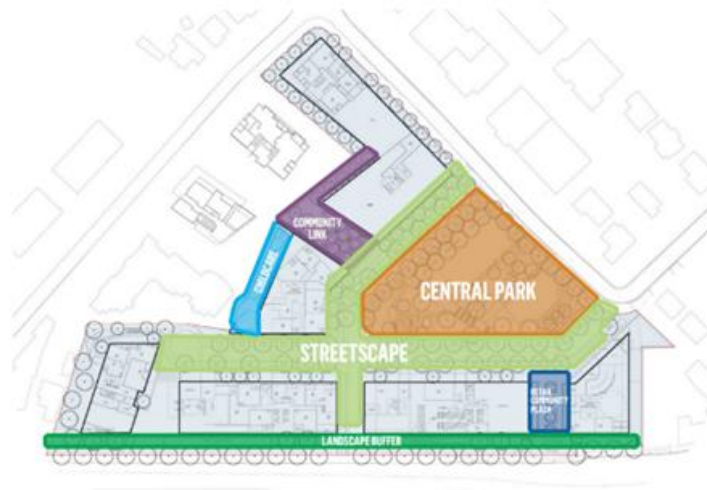


Figure 14 – Site layout showing the community link in purple.

Landscaping and Arboriculture

A Landscape Package (**Appendix 10**) prepared by Urbis and an Arborist Report (**Appendix 11**) prepared by Jacksons Nature Works were provided with the Planning Proposal. Council's Landscape Tree Management Officer reviewed the Planning Proposal and recommended trees shown along Pennant Hills Road should be relocated to be within the site boundary (**Figure 15**) and the child-care centre must meet childcare planning guidelines and DCP minimum requirements as there is a lack of planting. A Tree Retention and Removal Plan and a Tree protection Management Plan should be provided at DA stage.



Figure 15 – Ground Floor Landscape Concept Plan

Contamination

Council's Environmental Health Compliance Team undertook a preliminary review of the Planning Proposal and note that in principle it is considered that the contamination aspects of the Planning Proposal can be appropriately managed through the application of a best practice approach to remediation were deemed necessary. A detailed review will be undertaken at DA stage. (Refer **Appendix 12** for applicant's Contamination Report).

Acoustic Impact

Council's Environmental Health Compliance Team undertook a preliminary review of the of the Planning Proposal and determined that in principle it is considered that acoustic aspects of the Planning Proposal including impacts on balconies fronting Pennant Hills Road can be appropriately managed through the application of a best practice approach to building design and treatment and acoustic mitigation/attenuation. (Refer to **Appendix 13** for applicant's Noise Impact Assessment).

Given the potential acoustic impacts on balconies fronting Pennant Hills Road, the applicant proposes that these balconies be enclosed, however that they be excluded from the calculation of Gross Floor Area (GFA). Council staff are not supportive of this approach. Enclosing southern facing balconies will provide protection from amenity impacts as a result of their location on Pennant Hills Road, however if balconies are fully enclosed, they should count as GFA as is the approach taken for similar high-density proposals, such as in the Parramatta CBD. If enclosed balconies are excluded from the calculation of the GFA, it would result in an addition of approximately 5184 sqm of GFA permitted on the site.

3.3.3 Has the Planning Proposal adequately addressed any social and economic effects?

Social Impact

The Council's Community Infrastructure Strategy identifies a new community hub comprising a community space and library within the Carlingford Town Centre close to the PLR station one of the top priority pieces of Community infrastructure needed in the City of Parramatta Council area.

Council's Social/Cultural Team has reviewed the Planning Proposal and Letter of Offer and support the proposed provision and dedication of public open space, publicly accessible space, and community hub/library that supports the increase in density as they align with need identified in Council's CIS. (Refer **Appendix 14** for applicant's Social Impact Assessment).

Council staff investigations for a potential for alternative site for the Community Hub reveal the following:

- The Outside CBD Contributions Plan only apportions 40% of the cost of a new library/community open space to new development, there is currently no alternative funding source identified to assist in the acquisition and construction of a new facility.
- The existing library site is highly constrained and is not capable of accommodating significant development uplift and amalgamation with adjoining land is not considered feasible.
- There are no suitable alternative sites in Council ownership identified that are readily available for development for a new library.
- There are no other current or foreshadowed Site Specific Planning Proposals in the immediate area that would provide for potential opportunities for the provision of a new library.
- The Planning Proposal site is located in a position close to the Carlingford Light Rail stop, Carlingford Shopping Village and would provide for adjacent public open space.
- Any alternative site that may arise in the future may not be as well located.

It is important to note that the site is the largest remaining privately owned residential site within the Carlingford Precinct. As a result, it presents a rare opportunity to deliver the much needed community hub identified in the CIS in a good location close to public transport and local shops and services. Analysis carried out by Council staff has shown that there is no other suitable site currently available to accommodate the community hub, nor is there sufficient funding available for Council to acquire and develop a new site for the hub in the foreseeable future.

Open Space Provision

The open space provision provides the opportunity to improve the local active transport network. The Public Park is also an important design element for the site as a means to allow for adequate deep soil and open space provision.

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

Retail and Economic Impact

Council's Economic Development team has reviewed the Planning Proposal and considers the increase in the maximum GFA of business premises, food and drink premises, recreational facilities (indoor) shops to 2,600 sqm is reasonable given the subject site's proximity to the Carlingford Town Centre and the proximity to the Carlingford Light Rail stop. (Refer to **Appendix 15** for the applicant's Retail Impact Assessment).

3.4 Section D – State and Commonwealth Interests

3.4.1 Is there adequate public infrastructure for the Planning Proposal?

The site is serviced by transport infrastructure as it is within 400m of Carlingford Light Rail. The applicant has indicated that they wish to enter into a Voluntary Planning Agreement and submitted a formal Letter of Offer to provide public infrastructure including dedication and embellishment of public open space and a community hub.

The site is within walking distance from local schools, Carlingford Village and Carlingford Court Shopping centre. The development will also include a small supermarket and a childcare centre.

3.4.2 What are the views of State and Commonwealth public authorities consulted in accordance with the gateway determination?

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

PART 4 – MAPS

This section contains the mapping for this Planning Proposal in accordance with the DPE guidelines on LEPs and Planning Proposals. **Existing controls**

This section illustrates the current *PLEP 2023* controls which apply to the site.

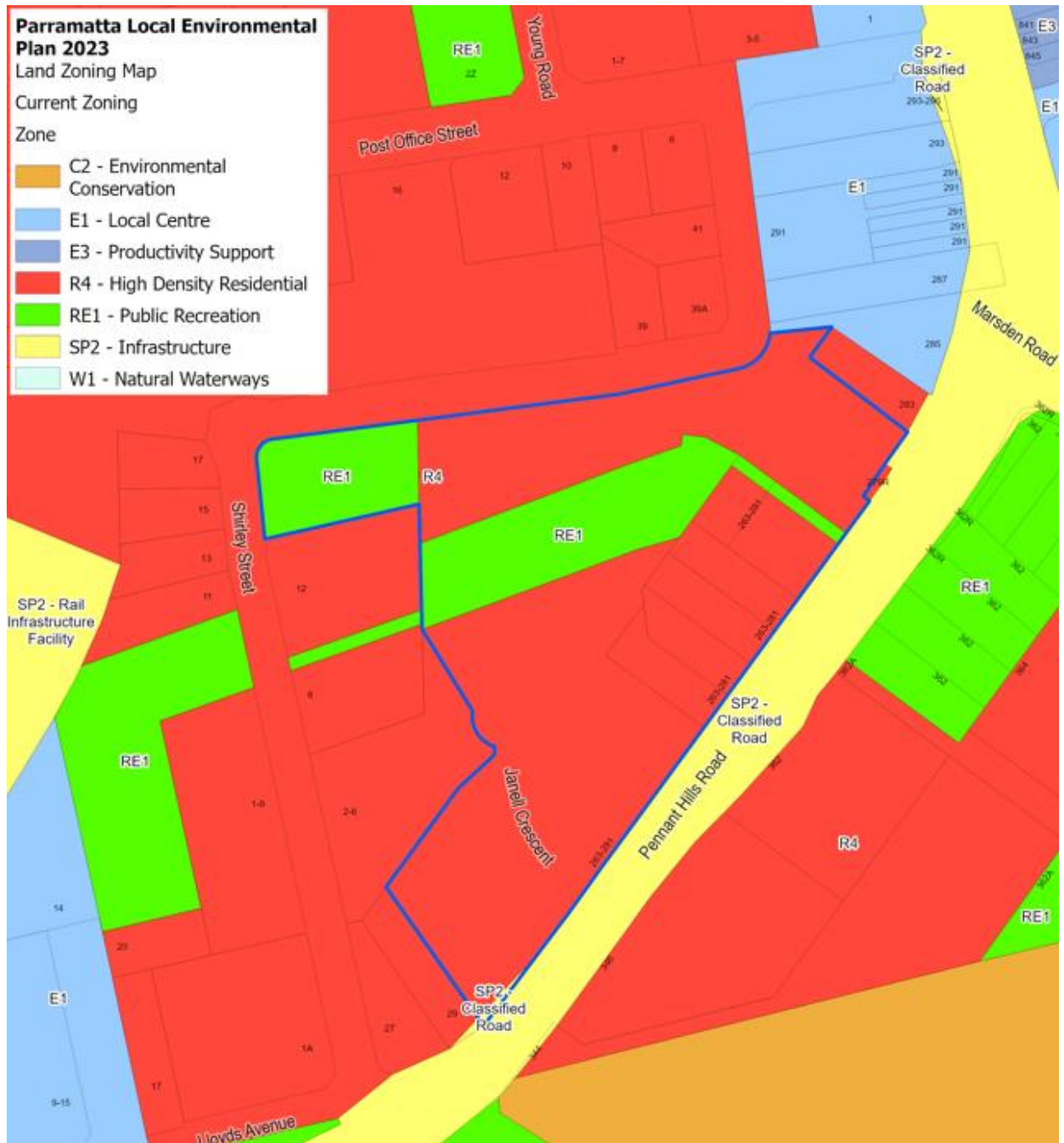


Figure 16 – Existing zoning extracted from *PLEP 2023* Land Zoning Map

Figure 16 illustrates the existing R4 High Density Residential, RE1 Public Recreation and SP2 Infrastructure (Classified Road).

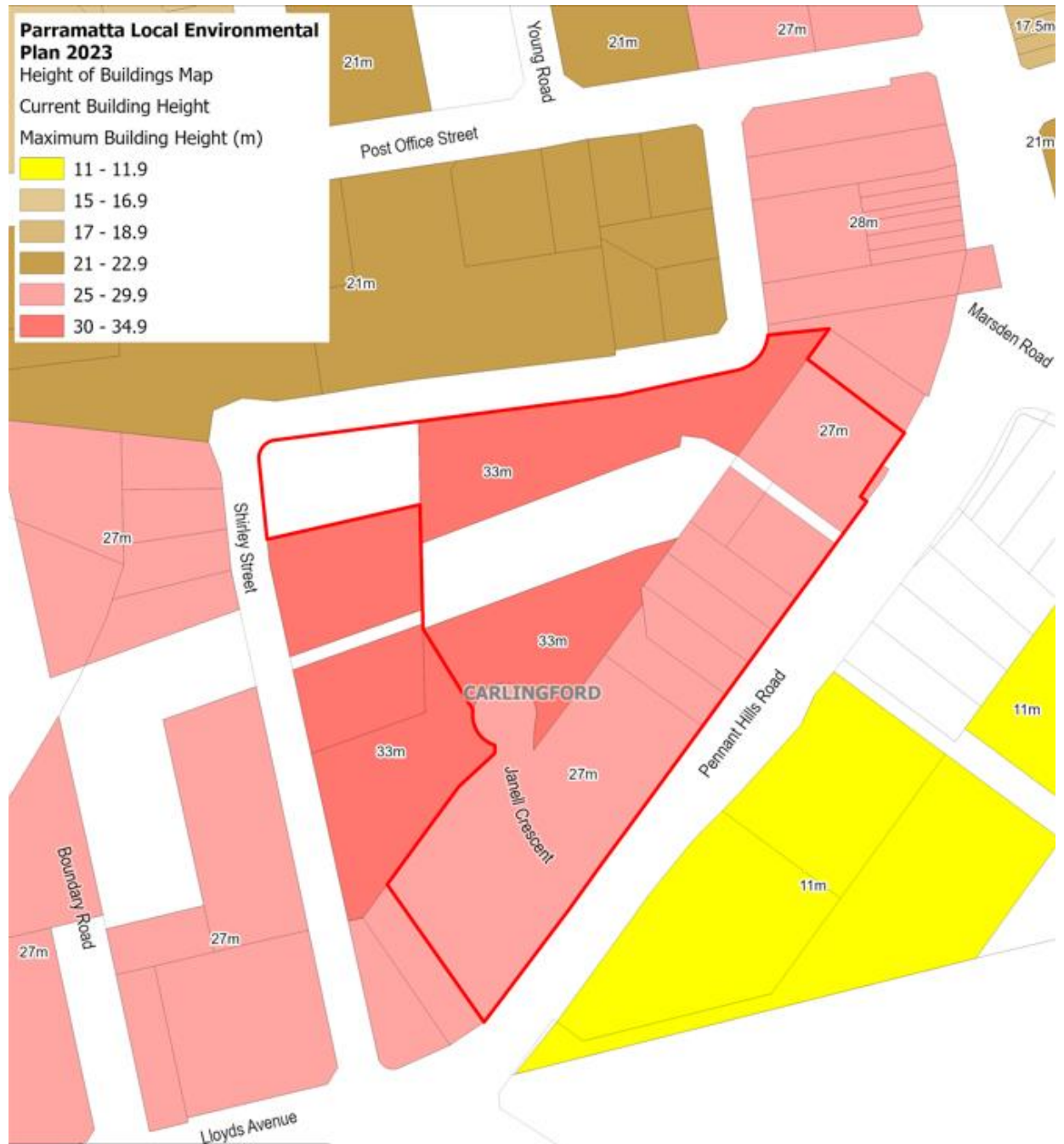


Figure 17 – Existing building heights extracted from the PLEP 2023 Height of Buildings Map

Figure 17 illustrates the site currently has a height limit of 27 metres fronting Pennant Hills Road and 33 metres fronting Shirley Street under and 0 metres on the RE1 Public Recreation zoned land.

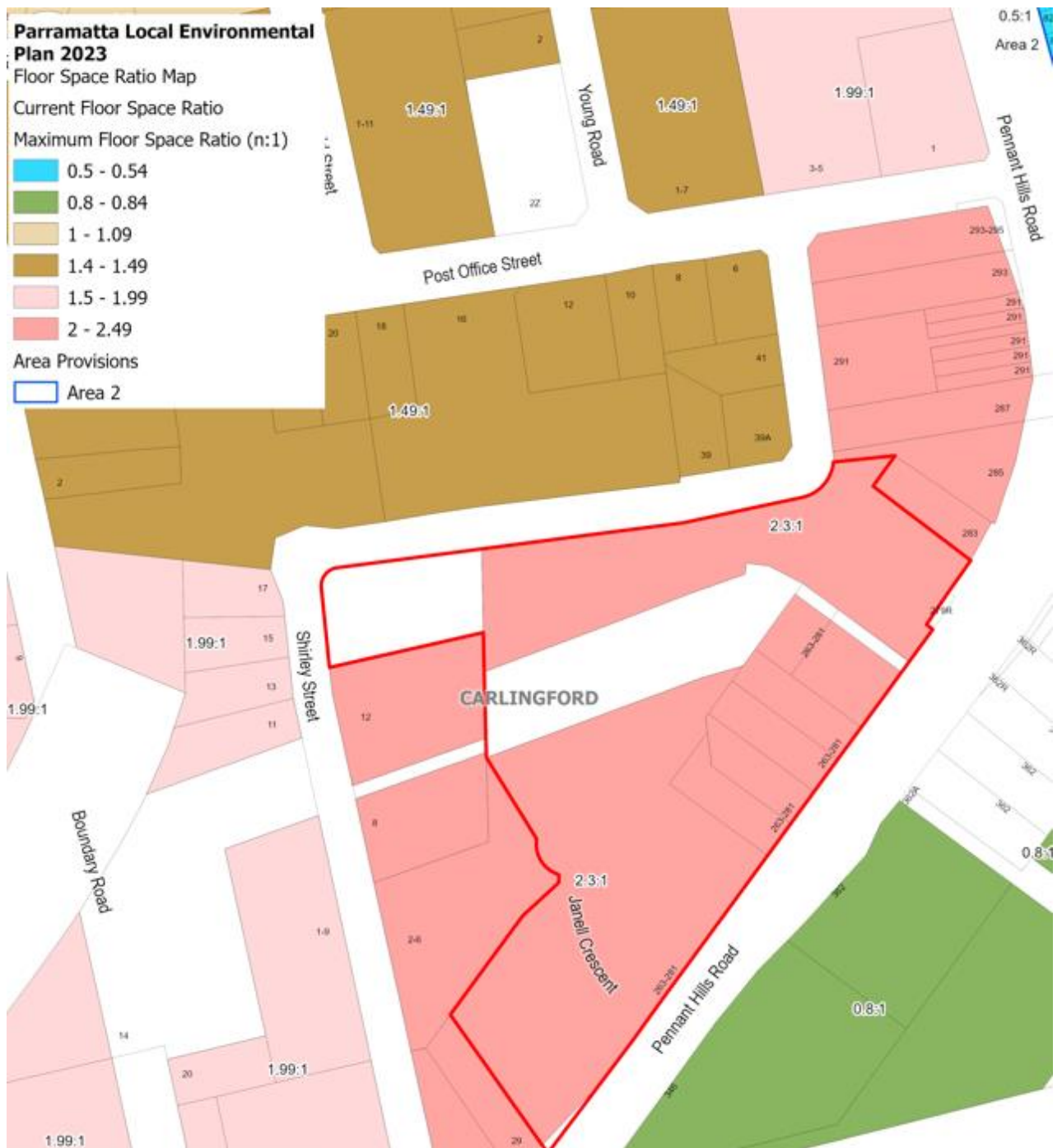


Figure 18 – Existing floor space ratio extracted from the PLEP 2023 Floor Space Ratio Map

Figure 18 illustrates the existing floor space ratio control of 2.3:1 over R4 High Density Residential zoned part of the site and no FSR for the RE1 Public Recreation zoned part of the site.



Figure 19 – Existing heritage items extracted from the PLEP 2023 Heritage Map

Figure 19 above illustrates the site is near to three local heritage items being Carlingford Stock Feeds to the west, Carlingford Reserve to the south and Carlingford Memorial Park to the east on Pennant Hills Road.



Figure 20 – Existing Additional Permitted Uses Map from PLEP 2023

Figure 20 above illustrates the site is currently identified within the Additional Permitted Uses Map to allow for shops, food and drink premises, business premises as additional permitted used and to restrict shops, food and drink premises, business premises and recreation facilities (indoor) to a maximum GFA of 2,000m² on the R4 High Density Residential zoned part of the site.



Figure 21 – Existing Land Reservation Acquisition Map from *PLEP 2023*

Figure 21 above illustrates the site is currently identified within the Land Reservation Acquisition Map as there is a small portion of SP2 Classified Road land on the site.

4.2 Proposed Controls

The figures in this section illustrate the proposed maps because of the assessment and recommendations for the Planning Proposal.

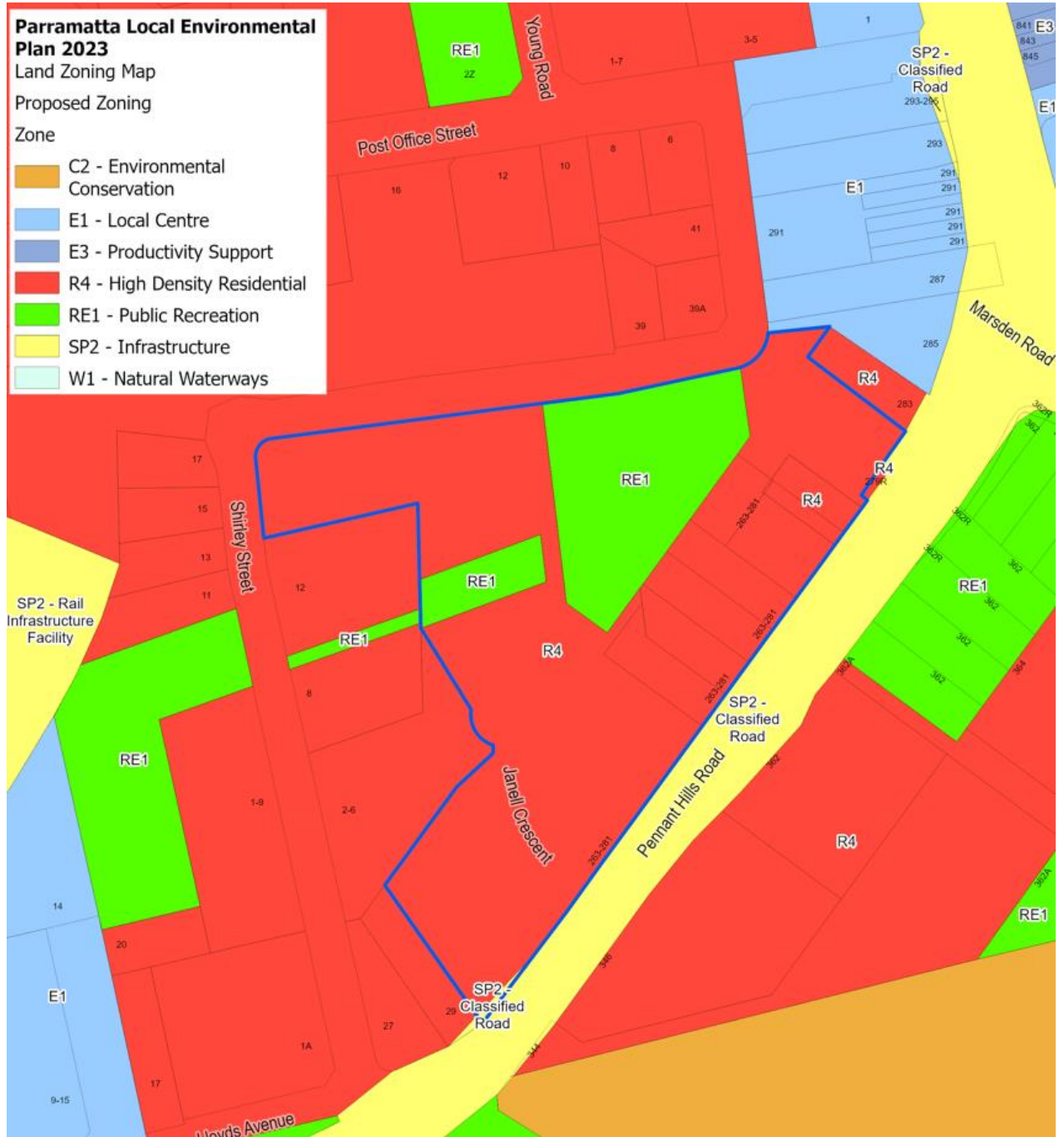


Figure 22 – Proposed amendment to the PLEP 2023 Zoning Map

Figure 22 above illustrates proposed reconfigured zoning of R4 High Density Residential, RE1 Public Recreation and SP2 Infrastructure (Classified Road) land over the site.

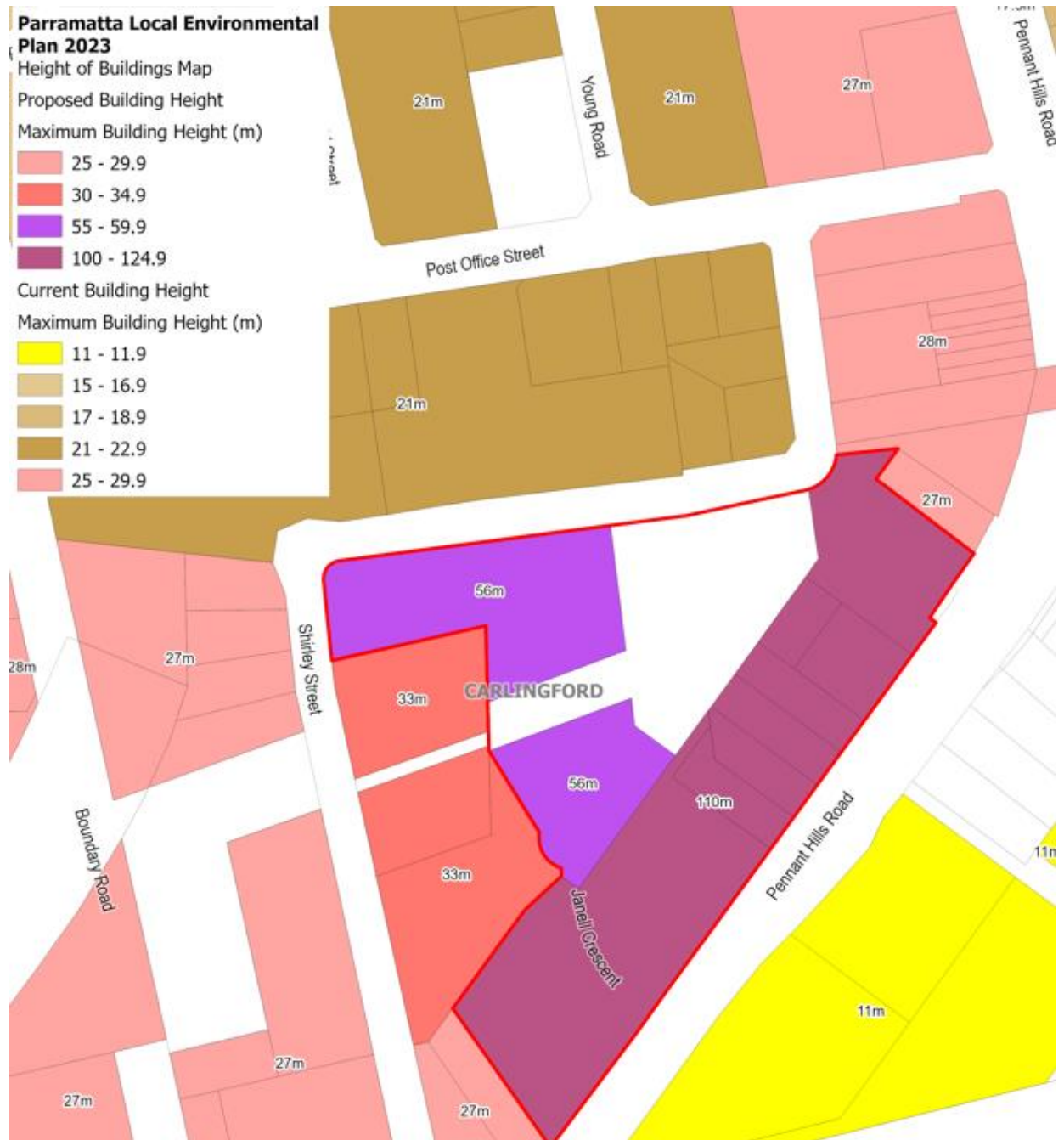


Figure 23 – Proposed amendment to the PLEP 2023 Height of Building Map

Figure 23 above illustrates the proposed 110 metre and 56 metre building heights for the R4 High Density Residential zoned land and 0m for the RE1 Public Recreation zoned land.



Figure 25 – Proposed Amendment to the PLEP 2023 Additional Permitted Uses Map

Figure 25 above illustrates the Additional Permitted Uses Map will be amended to reflect the reconfigured zoning and be noted in Schedule 1 (Additional Permitted Uses) of PLEP 2023 to restrict the maximum gross floor area of the parts of the building being used for shops, food and drink premises, business premises and recreation facilities (indoor) from a maximum GFA of 2,000m² to a maximum GFA of 2,600m² on the R4 High Density Residential zoned part of the site.

PART 5 – COMMUNITY CONSULTATION

The Planning Proposal will be publicly available for community consultation if/when the DPE issues a Gateway Determination.

Public exhibition is likely to include:

- newspaper advertisement;
- display on the Council's web-site;
- written notification to adjoining landowners; and
- hard copies at Council's Customer Service Centre and Carlingford library.

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

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

PART 6 – PROJECT TIMELINE

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

Table 13 below outlines the anticipated timeframe for the completion of the Planning Proposal.

Table 13 – Anticipated timeframe to Planning Proposal process

MILESTONE	ANTICIPATED TIMEFRAME
Report to LPP on the assessment of the PP	2 November 2023
Report to Council on the assessment of the PP	4 December 2023
Referral to Minister for review of Gateway determination	7 December 2023
Date of issue of the Gateway determination	19 February 2024
Date of issue or revised Gateway determination (if relevant)	N/A
Commencement and completion dates for public exhibition period	March/April 2024
Commencement and completion dates for government agency notification	March/April 2024
Consideration of submissions	April/May 2024
Consideration of Planning Proposal post exhibition and associated report to Council	May/June 2024
Submission to the Department to finalise the LEP	June/July 2024
Notification of instrument	October 2024

Appendices to the Planning Proposal

Appendix 1 – Urban Design Report

Appendix 2 – Reference Scheme

Appendix 3 – Planning Proposal Drawings

Appendix 4 – Shadow Analysis

Appendix 4A – Additional Solar Information

Appendix 5 – Wind Impact Assessment

Appendix 6 – Transport Impact Assessment

Appendix 7 – Overland Flow Assessment

Appendix 8 – Statement of Heritage Impact

Appendix 9 – Ecologically Sustainable Design Report

Appendix 10 – Landscape Package

Appendix 11 – Arboricultural Impact Assessment

Appendix 12 – Preliminary Environmental Site Assessment

Appendix 13 – Noise Impact Assessment

Appendix 14 – Social Impact Assessment

Appendix 15 – Retail Impact Assessment