
REPORT NAME	Council-led Planning Proposal – Rezoning of land at Hill Road, Lidcombe
REPORT OF	Team Leader – Major Projects and Precincts
APPLICANT	City of Parramatta Council
OWNERS	Riveredge Investments Pty Ltd; O P G Pty Ltd; Sydney Water Corporation

COUNCILLOR BRIEFING DATE: 24 March 2025

SYDNEY WEST PLANNING PANEL DATE: DA/326/2018 (8 OCTOBER 2020)

On 8 October 2020, DA/326/2018 was approved via appeal at the Land and Environment Court (LEC No: 2018/391803) for the construction of 3 x residential flat buildings (1 x 7 storey, 1 x 20 storey and 1 x part 13 / part 14 storey) comprising 304 apartments over 4 levels of basement parking for the site at 2B Hill Rd, Lidcombe. Despite the applicant lodging a deemed refusal appeal before the DA was determined, Council officers reported the matter to the Sydney West Central Planning Panel to obtain a Panel resolution noting the Panel had control and direction in relation to the court proceedings. The Panel resolved to refuse the DA consistent with the Council officer's recommendation.

PURPOSE: To seek Council endorsement to progress a Council-led Planning Proposal for the land at Hill Rd, Lidcombe as described in this report for the purpose of seeking a Gateway determination from the Department of Planning, Housing and Infrastructure (DPHI).

RECOMMENDATION:

- (a) That Council approve, for the purpose of seeking a Gateway determination from the Department of Planning, Housing and Infrastructure (DPHI), a Planning Proposal (Attachment 1) for the land as described in this report (the Land) to amend the Parramatta Local Environmental Plan 2023 (PLEP 2023) by:
 - ii. removing the Land from the Land Reservation Acquisition Map; and
 - iii. rezoning the Land from RE1 Public Recreation to RE2 Private Recreation.
 - (a) (b) That Council note the Local Planning Panel's advice to Council (Attachment 2).
 - (b) (c) That Council request DPHI to authorise Council to make the proposed instrument subject to any conditions the Council is required to comply with before the instrument is made.
 - (c) (d) That Council authorise the CEO to correct any minor anomalies of a non-policy and administrative nature that may arise during the plan-making process.
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PLANNING PROPOSAL TIMELINE



SUMMARY

1. The Council-led Planning Proposal applies to three separate sites that are privately owned and located at 2B Hill Rd, 8-12 Hill Rd, and the Sydney Water Corporation landholdings, Lidcombe (the Land) (Figure 1). The focus of this Planning Proposal is the portion of the Land that is zoned RE1 Public Recreation pursuant to the *Parramatta Local Environmental Plan 2023* (PLEP 2023), which forms part of the sites listed above.
2. The portion of the Land currently zoned RE1 Public Recreation is identified for future acquisition by Council pursuant to clause 5.1 of the PLEP 2023. The Parramatta (Outside CBD) Development Contributions Plan 2021 (Contributions Plan) prescribes an estimated cost to Council of \$26,301,240 should Council be required to acquire the Land under the owner-initiated acquisition process of the *Land Acquisition (Just Terms Compensation) Act 1991* (Just Terms Act), and \$4,970,000 for embellishment. The value prescribed in the Contributions Plan is inclusive of remediation costs (i.e. to make the Land 'fit for purpose'). Council officers consider the Land in its current un-remediated state to have nominal value.
3. The current zoning and requirement for future acquisition was introduced in 2015 by the (then) Department of Planning and Environment (DPE) as part of the Carter Street Precinct Rezoning when the Land was part of the former Auburn City Council (see Background section). At that time, DPE intended that the subject RE1 Public Recreation zone would provide a cycleway and pedestrian connection.
4. Since DPE introduced the current zoning and reservation in 2015, Council resolved in 2022 to support a cycleway and pedestrian connection outside of the Land, adjacent to the M4 motorway. The Land is therefore no longer

required to facilitate a cycleway and pedestrian connection and is not sufficiently sized nor well-located to serve the community for any alternative public recreation use (see Planning Proposal Assessment section below in this report).

5. Any requirement for Council to acquire the Land and to subsequently remediate and develop it for public recreation purposes would be at significant cost to Council noting that public land is required to be remediated at the highest standard in accordance with Council's Land Dedication Policy. Given the Land is not needed for public recreation purposes, funds needed to acquire, remediate and embellish the Land would be better utilised on other community infrastructure as listed in Council's Community Infrastructure Strategy, or as needed elsewhere within the Carter Street Precinct and identified in Council's Outside CBD Contributions Plan.
6. Written notices have been issued to the owners of the Land in accordance with Section 27(1)(b) of the Just Terms Act advising that Council no longer designates the land for future acquisition, and that Council will seek to remove the reservations under a Council-led Planning Proposal.
7. The Planning Proposal (Attachment 1) seeks to remove the reservations and rezone the Land from RE1 Public Recreation to RE2 Private Recreation, which is the most suitable zoning that will permit private recreation land uses that can be utilised by future, adjoining, private residential development (see Planning Proposal Assessment section). It is considered that the Land can be more reasonably developed for private recreation given it is generally required to be remediated at a lesser standard than for public recreation.
8. The Parramatta Local Planning Panel (PLPP) advice supports the Council-led Planning Proposal but in response to a submission made by the owners of 2B Hill Rd, recommends waiting 3 months before it is progressed to allow a Planning Proposal to be lodged for 2B Hill Rd that might achieve the same objective, and that might better enable remediation and future public access to the foreshore. Council officers have since met with the landowner of 2B Hill Road who has advised they are preparing a separate Planning Proposal to increase the permitted density on their land and subsequently lodged a pre-lodgement application seeking advice from Council Officers.
9. Council officers acknowledge the PLPP advice but recommend progressing the Council-led Planning Proposal separate to any proponent-led Planning Proposal given this is the most efficient means of achieving Council's objective across multiple landholdings (see Parramatta Local Planning Panel section below in this report) and not just the 2B Hill Road part of the Land, where there is interest in pursuing a landowner led Planning Proposal.

SITE DESCRIPTION

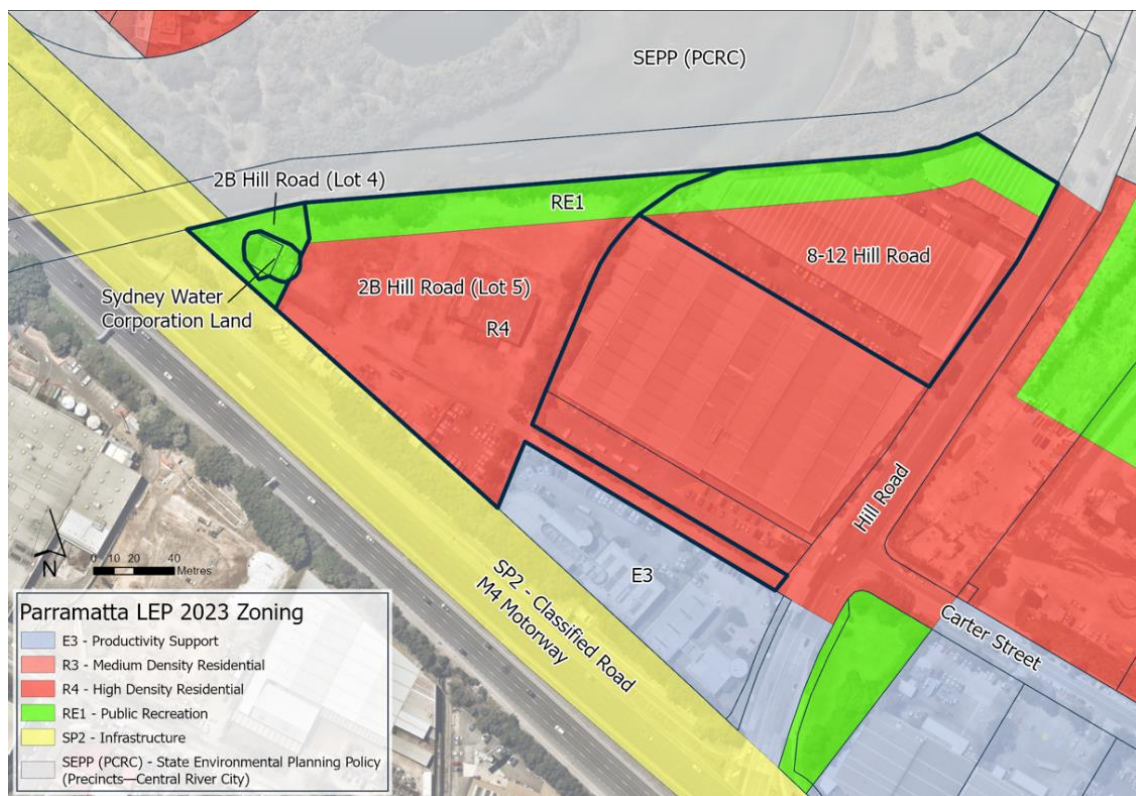
10. The Land subject to the Planning Proposal is privately owned and is identified as 2B Hill Rd (Lots 4 & 5 DP1081374), 8-12 Hill Rd (Lot 11 DP1119080), and the Sydney Water Landholdings (Lots 1, 2 and 3 DP1081374, and Lot 1 DP632266),

Lidcombe (Figures 1 & 2). The Land has an area of approximately 34,054.8sqm (approximately 9,220.8sqm comprising land zoned RE1 Public Recreation) and is located within the Carter Street Precinct, to the north-east of the M4 motorway and to the south of Haslams Creek (Figure 3).

11. The Land is currently zoned part RE1 Public Recreation and R4 High Density Residential pursuant to the PLEP 2023. The RE1 Public Recreation zoned land does not have any FSR or building height assigned to it (i.e. there is no maximum applying to this portion of the Land). Notwithstanding, permissible uses are limited to landscaping and associated works in accordance with the applicable planning controls as explained in the Planning Proposal Assessment section of this report. Current zoning, owners and uses are described in Table 1 below:

Table 1 – Site details

Site	2B Hill Rd (Lots 4 & 5 DP1081374)	8-12 Hill Rd (Lot 11 DP119080)	Sydney Water Landholdings (Lot 1 2 & 3, DP1081374, Lot 1 DP632266)
Land Size	Lot 4 = 1,152.8sqm Lot 5 = 18,444sqm (portion of the land zoned RE1 approximately 3,666sqm)	13,942sqm (portion of the land zoned RE1 approximately 3,886sqm)	516sqm
Zoning	Lot 4 = RE1 Lot 5 = RE1 and R4	RE1 and R4	RE1
FSR	RE1 = no FSR R4 = 1.7:1	RE1 = no FSR R4 = 1.7:1	RE1 = no FSR
Height	RE1 = no height R4 = 28m-66m	RE1 = no height R4 = 28m-84m	RE1 = no height
Owner	Riveredge Investments Pty Ltd	O P G Pty Ltd	Sydney Water Corporation
Current Use	Vacant. The land is subject to a court-approved Development Application for 3x residential flat buildings.	Warehouse and distribution centre (Woolworths) – extends across 4-6 Hill Rd, which does not comprise any land identified for acquisition	Water reticulation system (sewer pumping station)

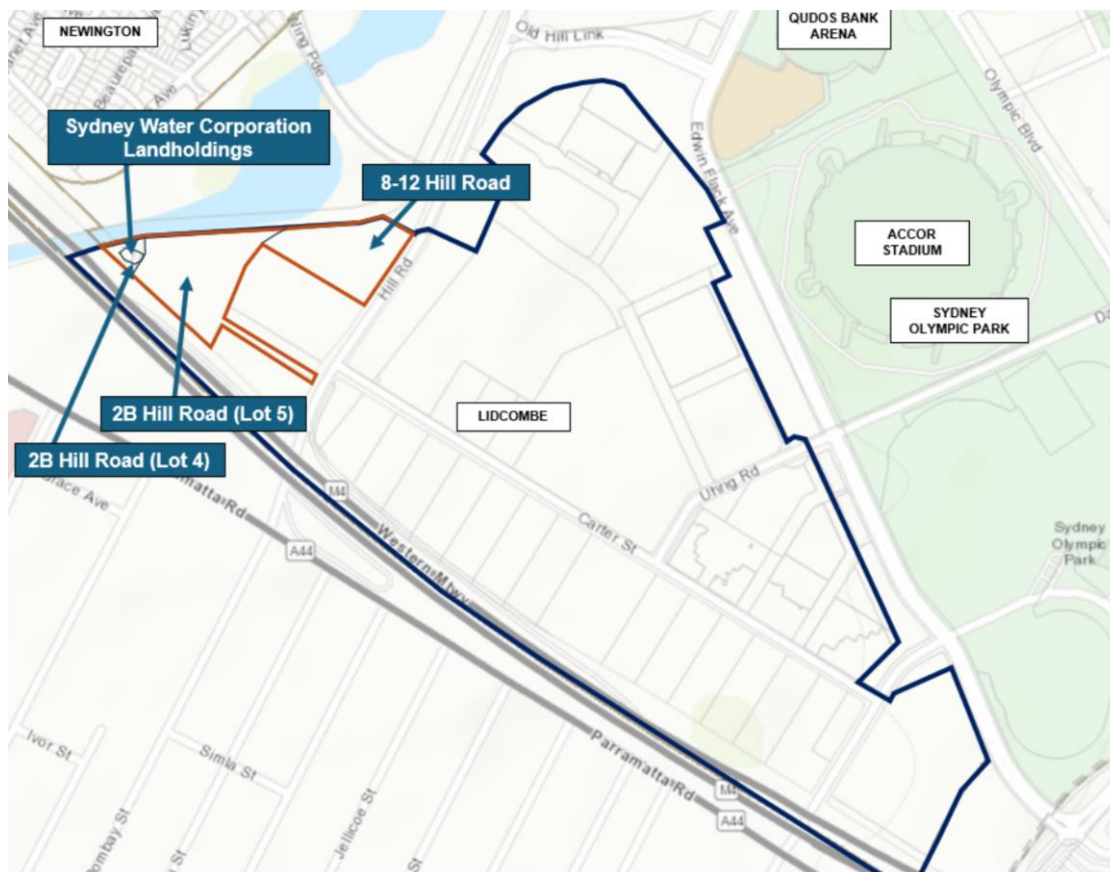


1. Figure 1 – The Land outlined black showing current zoning

2.



3. Figure 2 – The Land outlined black showing current application of the Land Reservation Acquisition Map (shaded yellow)



- 5.
6. Figure 3 – The Land outlined red within the Carter St Precinct outlined dark blue

BACKGROUND

12. A summary of the background is provided below. A full background description is provided within the previous report to the Parramatta Local Planning Panel held on 18 February 2025 (Item 6.2 - access via this [link](#)).
13. In 2015, when the Land was part of the former Auburn City Council, DPE rezoned the Land from IN2 Light Industrial to part RE1 Public Recreation and part R4 High Density Residential (the current zoning) as part of the wider Carter Street Precinct Rezoning. According to DPE's initial assessment report, the foreshore reserve along the southern side of Haslams Creek was envisaged to provide bicycle and pedestrian connectivity (Figure 4).



Figure 4 – Insert from DPE's rezoning assessment report showing envisaged use of foreshore

14. In 2020, DPE finalised the Carter Street Precinct Development Framework (Development Framework), which provides supporting controls like those in a Development Control Plan that support the principal planning controls now contained within the PLEP 2023. Despite DPE's original assessment report described above that envisaged the foreshore providing pedestrian and bicycle connectivity (Figure 4), the Development Framework instead requires a pedestrian and cycle bridge over Haslams Creek connecting to a cycle path that runs through the lower part of 2B Hill Rd (dark blue line - Figure 5).
15. The Development Framework also requires a future vehicular / pedestrian share path (light blue line – Figure 5) to form part of a 'movement network' to connect "major destinations including Haslams Creek, public open spaces" and other parts of the precinct, including Sydney Olympic Park. Although Figure 5 does not illustrate any use for the subject RE1 Public Recreation land, the controls contained within the Development Framework requires this land to provide a 20m wide public reserve along Haslams Creek that is intended to connect into this wider 'movement network'.



7.

8. Figure 5 – Insert from Development Framework showing cycle link (dark blue line) and primary share path (light blue line) (subject sites yellow)

16. Following Council amalgamations in 2016, City of Parramatta Council endorsed a submission on the Development Framework at the 29 October 2018 Council meeting in which Council raised concerns with the narrow, linear park configuration of the open space along Haslams Creek that would offer limited functionality and the potential cost to Council of embellishing additional open space within the precinct.

DESCRIPTION OF PLANNING PROPOSAL

17. The Planning Proposal (Attachment 1) seeks to amend the PLEP 2023 by:
- i. removing the Land from the Land Reservation Acquisition Map; and
 - ii. rezoning the Land from RE1 Public Recreation to RE2 Private Recreation.
18. No changes are required to existing FSR or height of building controls introduced by DPE given that these controls apply to the R4 High Density Residential zoned portion of the Land. Therefore, the Planning Proposal does not change the development potential of any site.

PLANNING PROPOSAL ASSESSMENT

19. The key justification for the Planning Proposal is provided below. Full justification is provided in the Planning Proposal document (Attachment 1) and within the previous report to the Parramatta Local Planning Panel held on 18 February 2025 (Item 6.2 - access via this [link](#)).
20. The land the Planning Proposal is seeking to rezone holds no public recreation benefit given it is no longer needed to facilitate a public bicycle and pedestrian connection and is not sufficiently sized nor well-located to serve any alternative public recreation use noting its proximity to hazardous pipelines, the M4 motorway and a sewer pumping station. According to DPE's assessment reports, the primary function of the RE1 Public Recreation zone was to provide bicycle and pedestrian connectivity (Figure 4). However, the limited width of the zone (20m) restricts its use. Concerns related to the size and functionality of this open space were raised with DPE in 2018 and in 2020 in Council-endorsed submissions.
21. On 14 March 2022, Council resolved to approve a walking and cycling path and construction of a shared pedestrian and cyclist bridge over Haslams Creek within the M4 motorway corridor outside of the Land (Figure 6). The Land zoned RE1 Public Recreation is therefore not needed to facilitate a public bicycle and pedestrian connection as described in DPE's assessment reports. The Land is therefore not considered to be a critical part of the 'movement network' as envisaged in the Development Framework (Figure 5) and therefore, it is considered that other open space and pedestrian connections within the Carter Street Precinct will serve community needs in this regard.

22. The Land cannot be reasonably developed by Council for public recreation given the likely high levels of contamination and the cost to remediate the land to the highest standard in accordance with Council's Land Dedication Policy.
23. The most suitable alternative zoning is RE2 Private Recreation, which does not require application of the land reservations layer and will facilitate private, "passive" recreation, which can be more easily remediated and developed (requiring a lower standard of remediation) in conjunction with the future development of adjoining residential zoned land. The proposed RE2 Private Recreation zoning will also permit the continued operation of the existing Sydney Water Corporation land use (sewer pumping station) and is consistent with the Department of Planning Practice Note PN 11-002 (preparing LEPs).
24. The Planning Proposal document (Attachment 1) has been prepared in accordance with the requirements of the *Environmental Planning and Assessment Act 1979* and the DPHI's A Guide to Preparing Planning Proposals and considers applicable State and local planning strategies. It is consistent with the relevant Ministerial Directions and Council's adopted Local Strategic Planning Statement (LSPS), Employment Lands Strategy (ELS) and Local Housing Strategy (LHS).

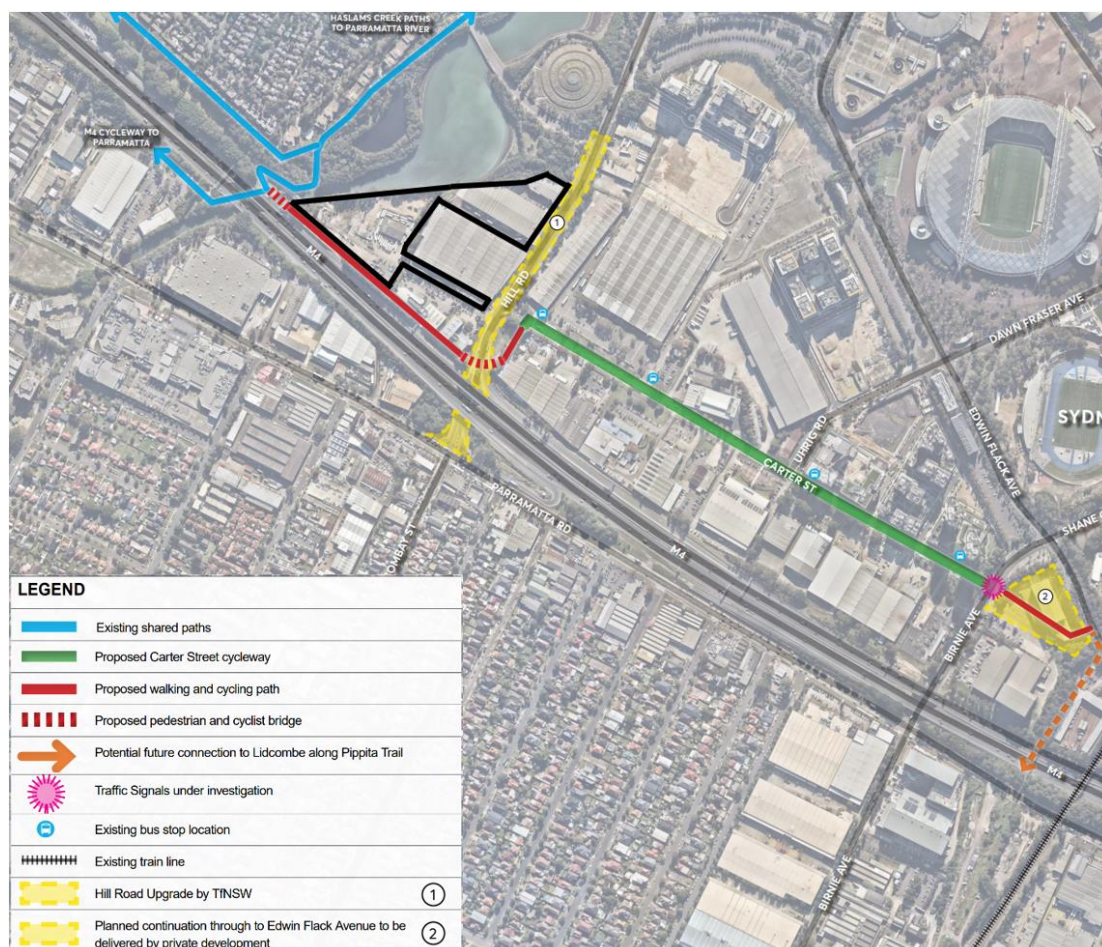


Figure 6 – Walking and cycling paths (red and green) adopted by Council that do not traverse the Land outlined black

PARRAMATTA LOCAL PLANNING PANEL (PLPP)

25. The PLPP considered this matter at its meeting on 18 February 2025 and advised:
- (a) That Council should defer seeking a Gateway Determination for the subject Planning Proposal from the Department of Planning Housing and Infrastructure to allow the landowner of 2B Hill Road Lidcombe to submit a Planning Proposal within 3 months. The Planning Proposal needs to address Council's requirement to remove the land reservation, noting that Council no longer requires the land and propose an appropriate alternative zoning for the land. The Planning Proposal must also address remediation of the land, appropriate public access, riparian landscaping, any increased development potential for the adjoining land and a coordinated approach with neighbouring landholders.*
 - (b) COMMENT: The Panel supports the staff position to remove the acquisition requirement from the land if the land is no longer needed for a public purpose. However, the Panel considered that an appropriate land-owner initiated Planning Proposal may better enable remediation of the land and future public access to the foreshore than the proposed RE2 Private Recreation zoning.*
26. PLPP support for the Council officer position to remove the reservations from the Land is acknowledged, however, Council officers do not consider it necessary to wait to progress the Council-led Planning Proposal for the reasons described below.
27. After the PLPP meeting, Council officers have discussed the possibility of a Planning Proposal with the owners of 2B Hill Rd, who have advised they are preparing a separate Planning Proposal to increase the permitted density for their land and who have since submitted a pre-lodgement application seeking Council officer advice. It is noted that Council officers have been in discussions with this landowner since 2021 (see Consultation and Timing section below). The owner's intention to pursue increased development potential is likely to result in a longer and less certain assessment period compared to the Council-led Planning Proposal with no guarantee that the outcome will achieve Council's objective. Notwithstanding, the Council-led Planning Proposal would not preclude the owner from pursuing their own Planning Proposal as discussed.
28. The Land is subject to three separate landownerships (Figure 1). The likelihood of a coordinated Planning Proposal being submitted for the whole of the Land to achieve Council's objective to remove the reservation and rezone the Land is low. Council's objective should not be predicated on whether any such coordinated proponent-led Planning Proposal will be prepared or whether the merits of such a proposal can be supported.
29. The proposed RE2 Private Recreation zone will enable the Land to be remediated and used in conjunction with future adjoining, private residential development.

30. Although the Land is not needed for public purposes and will mainly benefit future adjoining, private residential development, future public foreshore access can potentially be sought via an easement if required.
31. For the reasons given above, the Council-led Planning Proposal is considered the most suitable and efficient means of achieving Council's objective in a timely manner. The PLPP Minutes are provided at Attachment 2.

PLAN MAKING DELEGATIONS

32. Changes to delegations were announced by the then Minister for Planning and Infrastructure in October 2012, allowing councils to make LEPs of local significance. On 26 November 2012, Council resolved to accept the delegation for plan-making functions. Council has resolved that these functions be delegated to the CEO.
33. It is recommended that Council request that delegation be granted to the CEO by the DPHI to finalise the PLEP 2023 amendment should it be adopted by Council for completion post-exhibition.

CONSULTATION & TIMING

Stakeholder Consultation

34. In addition to the written notices that have been issued to the owners of the Land advising that Council no longer designates the land for future acquisition and that Council will seek to remove the reservations under a Council-led Planning Proposal, the current owners of the Land have been advised of the Planning Proposal as it is described in this report.
35. Additional engagement has also occurred with the owners of 2B Hill Rd concerning development of their land. Below is a summary of key meetings of relevance (dated from oldest to most recent):

Date	Stakeholder	Stakeholder Comment	Council Response	Officer	Responsibility
19 October 2021 – 18 March 2024	2B Hill Rd - Owner	Meetings to discuss development options, including a Planning Proposal.	Options were discussed and further details requested.		Group Manager - Major Projects and Precincts
28 August 2024	2B Hill Rd - Owner	Meeting with owner who requested a Council-led Planning Proposal seeking 1.7:1 FSR across their site (resulting in an uplift of 8,192sqm – an additional 96 units). Owner advised that this uplift would mean they	Council officers advised that the request would be considered.		Group Manager - Major Projects and Precincts

		would not seek Council's acquisition of the Land.		
13 December 2024	2B Hill Rd - Owner	Meeting with owner to discuss Council-led Planning Proposal that would not seek any increased development potential. Owner raised various concerns including devaluation of their land by removal of the reservations without any increased development potential.	Council officers advised that increased development potential cannot be supported under a Council-led Planning Proposal, which would seek to remove the reservations and apply suitable alternative zoning.	Group Manager - Major Projects and Precincts
20 March 2025	2B Hill Rd - Owner	Meeting with owner to discuss proponent-led Planning Proposal.	Council officers provided initial advice, and a formal pre-lodgement application will be lodged.	Group Manager - Major Projects and Precincts

9.

36. Should Council support the Planning Proposal to be forwarded to DPHI for a Gateway Determination, and should a Gateway Determination be issued, the Planning Proposal will be placed on public exhibition whereby the owners of the Land (and other surrounding residents) will have a formal opportunity to comment on the Planning Proposal by submitting a written submission.

Councillor Consultation

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

Date	Councillor	Councillor Comment	Council Officer Response	Responsibility
24 March 2025 – PTE Committee briefing	Councillors that are part of the PTE Committee	Clarifications provided to Councillors at the briefing No further comments made.	N/A	Group Manager - Major Projects and Precincts

LEGAL IMPLICATIONS FOR COUNCIL

38. There are no legal implications for Council as a result of the Planning Proposal.

10.

FINANCIAL IMPLICATIONS FOR COUNCIL

39. Should this Planning Proposal not be supported and subsequently, should Council be required to acquire the Land under the Just Terms Act, there is a

potential financial risk to Council in having to acquire the land in its current state (i.e. unremediated), notwithstanding that Council officers consider the Land to have nominal value.

40. Should Council be required to acquire the Land under the Just Terms Act, making the land "fit for purpose" as public open space that requires the highest standard of remediation is a potential financial impost on Council, which is unnecessary given the Land is no longer required for a public purpose.

CONCLUSION AND NEXT STEPS

41. This report recommends that the Planning Proposal for land at Hill Rd, Lidcombe as identified in this report be submitted to DPHI for Gateway determination.
42. If supported by the DPHI, the Planning Proposal will be publicly exhibited. A further report will be prepared for Council on the outcomes of the public exhibition.

David Birds
Group Manager Major Projects and Precincts

Robert Cologna
Executive Director City Planning & Design

Gail Connolly PSM
Chief Executive Officer

ATTACHMENTS:

1. ECM 971348 v1 Attachment 1 Planning Proposal Hill Rd Lidcombe [**PTE25-13.1** - 36 pages]
2. ECM 830981 v 1 Attachment 2 - PLPP Meeting Minutes [**PTE25-13.2** - 1 page]



PLANNING PROPOSAL

Hill Road, Lidcombe

2B Hill Rd (Lot 4 & Lot 5 DP1081374), 8-12 Hill Rd (Lot 11 DP1119080), and the Sydney Water Corporation landholdings (Lot 1 DP1081374, Lot 2 DP1081374, Lot 3 DP1081374, and Lot 1 DP632266)

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PLANNING PROPOSAL – Hill Road, Lidcombe

January 2025 (v1.1)

Council versions:

No.	Author	Version
1.1	City of Parramatta Council	January 2025 - Gateway Submission
1.2	City of Parramatta Council	April 2025 - Gateway Submission – updated following Parramatta Local Planning Panel meeting held 18 Feb 2025

Introduction

This Planning Proposal 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, Local Environmental Plan Making Guideline (August 2023).

The land subject to the Planning Proposal is privately owned and is identified as 2B Hill Rd (Lots 4 & 5), 8-12 Hill Rd, and the Sydney Water Landholdings (Lot 1 DP1081374, Lot 2 DP1081374, Lot 3 DP1081374, and Lot 1 DP632266), Lidcombe (the Land) (Figure 1).

The Planning Proposal seeks to amend the Parramatta Local Environmental Plan 2023 (PLEP 2023) by:

1. Removing the Land from the Land Reservation Acquisition Map; and
2. Rezoning the Land from RE1 Public Recreation to RE2 Private Recreation.

No changes are proposed nor required to existing Floor Space Ratio (FSR) or height of building controls.

Hill Road Lidcombe Planning Proposal



PLANNING PROPOSAL – Hill Road, Lidcombe

January 2025 (v1.1)

The portion of the Land currently zoned RE1 Public Recreation is identified for future acquisition by Council pursuant to clause 5.1 of the PLEP 2023, as shown on the Land Reservation Acquisition Map. The current zoning and requirement for future acquisition of the Land was introduced in 2015 by the (then) Department of Planning and Environment (DPE) as part of the Carter Street Precinct Rezoning when the Land was part of the former Auburn City Council (see Background section). At the time, the DPE intended that the Land would provide future connectivity as a shared pedestrian path and cycleway. However, the Land is no longer required to provide a public recreation purpose as described in this Planning Proposal, and subsequently, is proposed to be rezoned and the relevant reservations removed.

The City of Parramatta (Outside CBD) Development Contributions Plan 2021 - Amendment No.1 (Contributions Plan), prescribes an estimated cost to Council of \$26,301,240 for acquisition of the Land, this cost being inclusive of the cost to remediate the Land, making it "fit for purpose". If the Land is required to be acquired by Council in its present state under the Land Acquisition (Just Terms Compensation) Act 1991 (Just Terms Act), Council officers consider that the Land cannot be reasonably developed by Council as public open space noting likely high levels of contamination and proximity to hazardous pipelines (see Land Contamination and Hazardous Pipelines sections). Therefore, any requirement for Council to acquire the land and develop it for public open space would be a misuse of Council resources given the Land is not required to serve a public benefit.

The Planning Proposal seeks to remove the reservations and rezone the Land from RE1 Public Recreation to RE2 Private Recreation, which is considered the most suitable zoning that will permit landscaping and associated structures (e.g. boardwalk) that can be used by future, private residential development whilst retaining a buffer to the river as intended by the DPE. No changes will be required to the existing FSR or height of building provisions, nor changes to the Carter Street Development Framework controls introduced by the DPE.

If supported, the Planning Proposal would not preclude landowners from pursuing their own Planning Proposal, which would be subject to a separate assessment and reporting process. Council officers have discussed the possibility of a Planning Proposal with the owners of 2B Hill Rd, who have advised they are preparing a separate Planning Proposal to increase the permitted density for their land and who have since submitted a pre-lodgement application seeking Council officer advice.



PLANNING PROPOSAL – Hill Road, Lidcombe

January 2025 (v1.1)

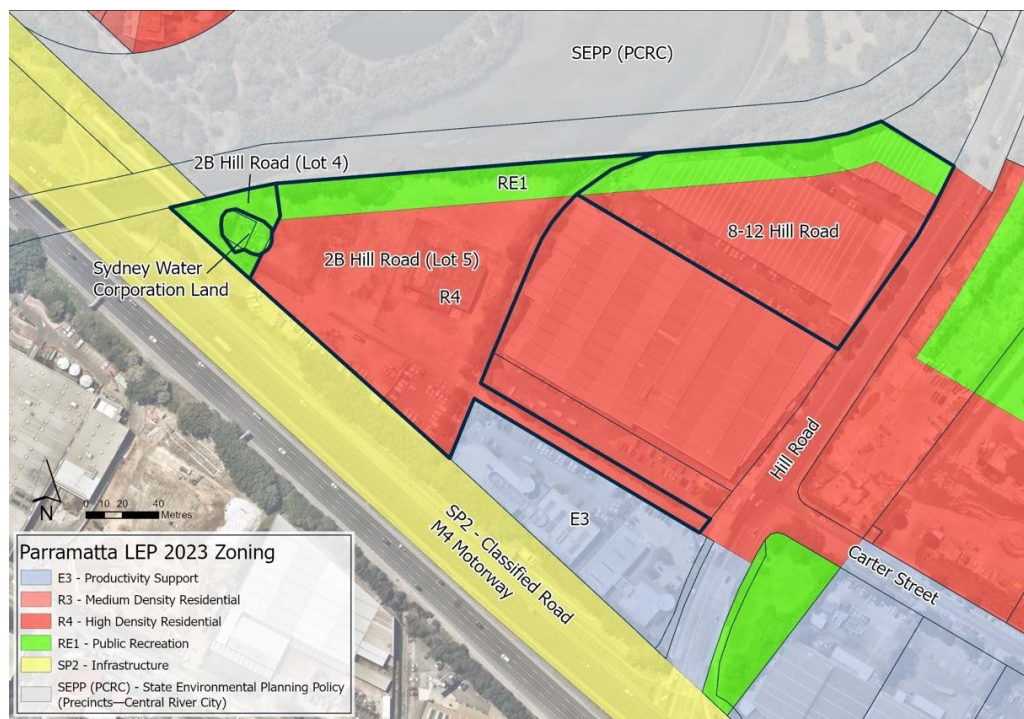


Figure 1 – The Land subject to the Planning Proposal outlined black and showing current zoning

Site Description

The Land encompasses an area of approximately 34,054.8m² (approximately 9,220.8m² comprising land zoned RE1 Public Recreation) and is privately owned by three separate landowners (who have been consulted as part of this Planning Proposal) and is currently utilised for various uses as described in Table 1 below.

Site	2B Hill Rd (Lot 5 DP1081374, Lot 4 DP1081374)	8-12 Hill Rd (Lot 11 DP1119080)	Sydney Water Landholdings (Lot 1 DP1081374, Lot 2 DP1081374, Lot 3 DP1081374, and Lot 1 DP632266)
Land Size	Lot 4 = 1,152.8m ² Lot 5 = 18,444m ² (portion of the land zoned RE1 approximately 3,666m ²)	13,942 m ² (portion of the land zoned RE1 approximately 3,886 m ²)	516m ²
Current Zoning	Lot 4 = RE1 Lot 5 = R4 and RE1	R4 and RE1	RE1
Owner	Riveredge Investments Pty Ltd	O P G Pty Ltd	Sydney Water Corporation

PLANNING PROPOSAL – Hill Road, Lidcombe

January 2025 (v1.1)

Current Use	Vacant (currently up for lease advertised for "storage of equipment" as part of "Hill Rd Yards". The land is subject to a court-approved Development Application (refer to Background section below)	Warehouse and distribution centre (Woolworths) – extends across 4-6 Hill Rd, which does not comprise any land identified for acquisition	Water reticulation system (sewer pumping station)
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Table 1: Site details

Locality

The Land is located within the Carter Street Precinct, to the north-east of the M4 motorway and to the south of Haslams Creek and is adjacent to Sydney Olympic Park to the east (Figure 2).

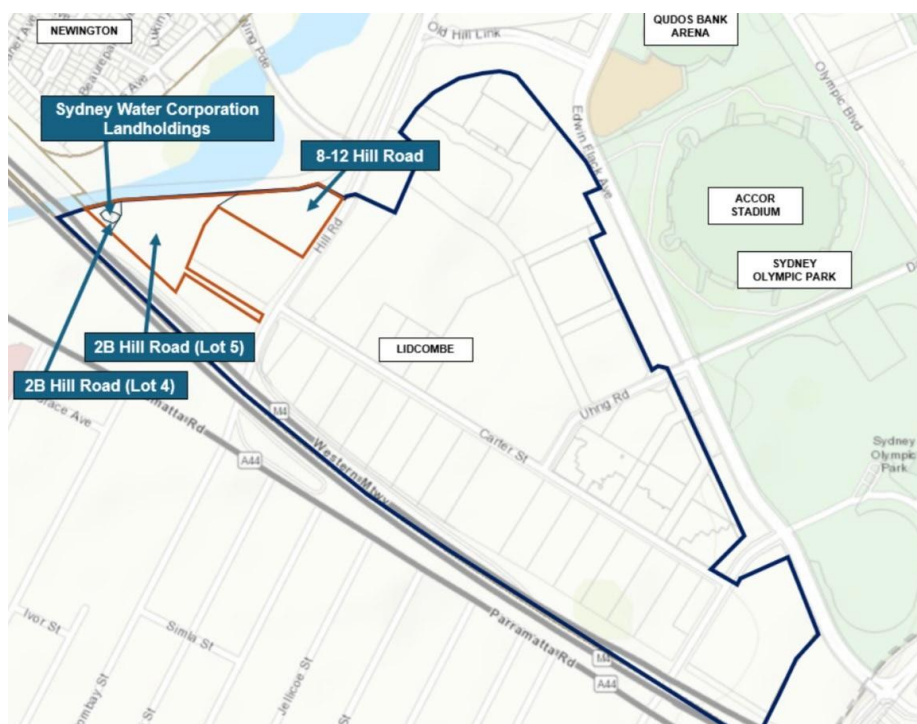


Figure 2 – The Land (outlined red) in context of the Carter St Precinct (outlined blue)

Background

In 2015, when the Land was part of the former Auburn City Council, DPE rezoned the Land from IN2 Light Industrial to part RE1 Public Recreation and part R4 High Density Residential (the current zoning) as part of the wider Carter Street Precinct Rezoning. According to DPE's initial assessment report, the foreshore reserve along the southern side of Haslams Creek was envisaged to provide bicycle and pedestrian connectivity (Figure 3).



Figure 3 – Insert from DPE's rezoning assessment report showing envisaged use of foreshore

In 2020, DPE finalised the Carter Street Precinct Development Framework (Development Framework) that support the principal planning controls now contained within the PLEP 2023. Despite DPE's original assessment report described above that envisaged the foreshore providing pedestrian and bicycle connectivity (Figure 3), the Development Framework requires a pedestrian and cycle bridge over Haslams Creek connecting to a cycle path that runs through the lower part of 2B Hill Rd (dark blue line - Figure 4).

The Development Framework also requires a future vehicular / pedestrian share path (light blue line - Figure 4) to form part of a 'movement network' to connect "major destinations including Haslams Creek, public open spaces" and other parts of the precinct, including Sydney Olympic Park. Although Figure 4 does not illustrate any use for the subject RE1 Public Recreation land, the controls contained within the Development Framework requires this land to provide a 20m wide public reserve along Haslams Creek that is intended to connect into this wider 'movement network'.



PLANNING PROPOSAL – Hill Road, Lidcombe

January 2025 (v1.1)

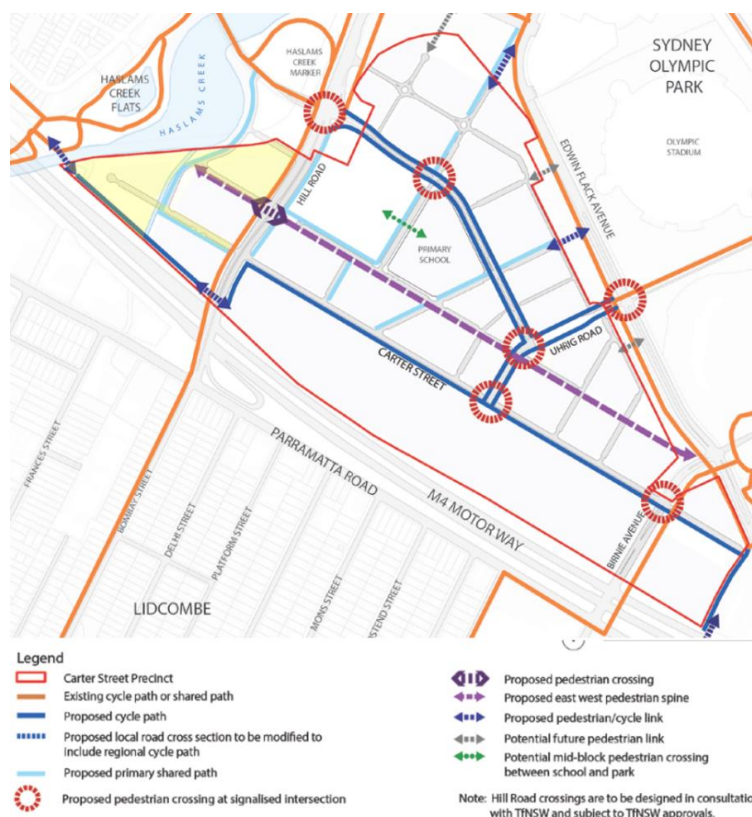


Figure 4 – Insert from Development Framework showing cycle link (dark blue line) and primary share path (light blue line) (subject sites yellow)

Following Council amalgamations in 2016, City of Parramatta Council endorsed a submission on the Development Framework at the 29 October 2018 Council meeting in which Council raised concerns with the narrow, linear park configuration of the open space along Haslams Creek that would offer limited functionality and the potential cost to Council of embellishing additional open space within the precinct.

On 8 October 2020, a Development Application (DA/326/2018) for 3 x residential flat buildings comprising 304 apartments was approved for 2B Hill Road via appeal at the Land and Environment Court (LEC No: 2018/391803).

Site Constraints

Hazardous Pipelines

The Land is traversed by 4 separate hazardous pipelines in a north-west to south-easterly direction, and adjacent to the Land running along Haslams Creek (Figure 5):

- Viva Energy / Caltex pipeline - supplies liquid fuel for defense purposes.
- 2 x Jemena pipelines - supplies gaseous fuel (gas).
- Qenos pipeline - supplies gaseous fuel (gas).



Figure 5 – Extract from Risk Assessment report submitted with DA/326/2018 applying to 2B Hill Rd identifying the pipelines

Land Contamination

On 8 October 2020, a Development Application (DA/326/2018) for 3 x residential flat buildings comprising 304 apartments was approved for 2B Hill Road via appeal at the Land and Environment Court (LEC No: 2018/391803). A Remedial Action Plan (RAP) was approved as part of the DA, with site remediation required to be carried out in accordance with the RAP. With regards to 2B Hill Road, significant industrial land uses have occupied the Land over time, including the RE1 Public Recreation zoned land, which according to the RAP has resulted in high levels of contamination that exceeded acceptable levels for both residential, parkland and public open space.

Although the RAP was focused on the R4 High Density Residential zoned portion of the 2B Hill Rd site, it can be reasonably concluded that the level of contamination would extend to the RE1 Public Recreation zone. The RAP recommends a level of remediation for the site that is appropriate for residential use, including the excavation and disposal of asbestos, and contaminated fill / natural soil covering 800sqm of the 2B Hill Rd site (which has a site area of 18,444sqm) up to 1.7m deep (which is significant). The standard for remediation of any RE1 Public Recreation zoned land however would require an even higher standard of remediation, which would be at significant cost to Council should it be required to acquire and develop the Land.

Value of the Land Per the City of Parramatta (Outside CBD) Development Contributions Plan 2021

With regards to the existing RE1 Public Recreation zoned land, the City of Parramatta (Outside CBD) Development Contributions Plan 2021 - Amendment No.1 (Contributions Plan), prescribes an estimated cost to Council of \$26,301,240 for acquisition of a new public reserve (O12a) (refer to Figure 6). Including a cost for acquisition was required due to migrating from the former S94A Plan applicable in this area to the current s7.11 Plan. The need to provide a

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value for acquisition was also necessary given the liability of Council possibly having to acquire the Land should it not be dedicated at nil cost under a Planning Agreement.

The estimated value for acquisition was based on a confidential valuation report prepared by AEC Group Pty Ltd that informed the Contributions Plan when it was introduced in 2021, the value of the Land being inclusive of remediation costs and based on a dollar value of \$2,700 per sqm at that time.

Item No.	Description	Estimated Cost to Council	Apportioned Cost	Priority	Timing
O12a ⁷³	New public reserve, Lidcombe – land acquisition of approximately 9,940m ² for new public reserve along southern bank of Haslams Creek	\$26,838,000	\$26,301,240	A	0-5 years
O12b ⁷²	Embellishment of public reserve, Lidcombe - embellishment of new public reserve approximately 9,940m ² along foreshore of southern bank of Haslams Creek.	\$4,970,000	\$4,870,600	A	0-5 years

Figure 6 – Insert from the City of Parramatta (Outside CBD) Development Contributions Plan 2021 - Amendment No.1

Given the value for acquisition of the Land prescribed in the Contributions Plan is inclusive of the cost to remediate and make it “fit to purpose” (i.e. public recreation) and the Land was previously zoned industrial, is likely to be heavily contaminated (see Land Contamination section) and is adjacent to hazardous high-pressure pipelines, Council officers consider its current value (i.e. not remediated and not “fit for purpose”) to be significantly less than what the Contributions Plan prescribes.

Should Council be required to acquire the land under the Just Terms Act (i.e. in its current state, which is not considered to hold significant value due to contamination), the cost to Council to potentially be required to remediate this land to make it “fit for purpose” would be significant and ultimately, unnecessary noting the land is not required for public recreation purposes. Any requirement for Council to acquire the Land and to subsequently remediate and develop it for public recreation purposes would be at significant cost to Council noting that public land is required to be remediated at the highest standard in accordance with Council’s Land Dedication Policy. Given the Land is not needed for public recreation purposes, funds needed to acquire, remediate and embellish the Land would be better utilised on other community infrastructure as listed in Council’s Community Infrastructure Strategy, or as needed elsewhere within the Carter Street Precinct and identified in Council’s Outside CBD Contributions Plan. It is considered that the Land can be more reasonably developed for private recreation given it is generally required to be remediated at a lesser standard than for public recreation.



Part 1: Objectives and Intended Outcomes

The primary objective of the Planning Proposal is to remove the relevant reservations from the Land given that it is not required to serve a public recreation purpose and is therefore not required to be acquired by Council, nor is it required to be included as part of any potential future Planning Agreement. Subsequently, a further objective of the Planning Proposal is to rezone the land from RE1 Public Recreation to RE2 Private Recreation.

The intended outcomes of the Proposal are:

- Relevant reservations removed from the Land.
- Facilitate private recreation land uses that can be utilised by future, adjoining residential development for 2B Hill Rd and 8-12 Hill Rd.
- Continue to facilitate the Sydney Water infrastructure land use located on the Sydney Water Landholdings.
- Retention of the 20m buffer from the river to future residential development as required by the Development Framework.



Part 2: Explanation of provisions

The Planning Proposal seeks to amend the *Parramatta Local Environmental Plan 2023* (PLEP 2023) for land at 2B Hill Rd (Lots 4 & 5), 8-12 Hill Rd, and the Sydney Water Landholdings (Lot 1 DP1081374, Lot 2 DP1081374, Lot 3 DP1081374, and Lot 1 DP632266), Lidcombe (the Land) (Figure 1).

The primary purpose of this Planning Proposal is to remove the relevant reservations from the Land by removing the application of the Land Reservations Acquisition Map pursuant to clause 5.1 of the PLEP 2023, given that the Land is not required to serve a public recreation purpose and is therefore not required to be acquired by Council, nor is it required to be included as part of any potential future Planning Agreement. Subsequently, the purpose of this Planning Proposal is to also rezone the Land from RE1 Public Recreation to RE2 Private Recreation to facilitate future private recreation use of the Land as detailed in the table below.

Table 2: Summary of proposed LEP amendment

Site	2B Hill Rd (Lot 5 DP1081374, Lot 4 DP1081374)	8-12 Hill Rd (Lot 11 DP1119080)	Sydney Water Landholdings (Lot 1 DP1081374, Lot 2 DP1081374, Lot 3 DP1081374, and Lot 1 DP632266)
Current Reservations	Application of the Land Reservations Acquisition Map	Application of the Land Reservations Acquisition Map	Application of the Land Reservations Acquisition Map
Proposed Reservations	Nil	Nil	Nil
Current Zoning	Lot 4 = RE1 Lot 5 = R4 and RE1	R4 and RE1	RE1
Proposed Zoning	Lot 4 = RE2 Lot 5 = RE2 and R4	RE2 and R4	RE2
Current FSR	RE1 = No maximum R4 = 1.7:1	RE1 = No maximum R4 = 1.7:1	RE1 = No maximum
Proposed FSR	RE2 = No maximum (no change) R4 = 1.7:1 (no change)	RE2 = No maximum (no change) R4 = 1.7:1 (no change)	RE2 = No maximum (no change)
Current Height	RE1 = No maximum R4 = Various	RE1 = No maximum R4 = Various	RE1 = No maximum
Proposed Height	RE2 = No maximum (no change)	RE2 = No maximum (no change)	RE2 = No maximum (no change)

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	R4 = Various (no change)	R4 = Various (no change)	
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Parramatta Local Environmental Plan 2023

The PLEP 2023 sets out the legislative framework for land use and development in the LGA through the application of land use zones and development controls. This Planning Proposal seeks to remove the relevant reservations and to rezone the Land only; no changes to existing FSR or height controls, or any other controls are proposed nor required.

In summary, the Planning Proposal seeks to:

- remove the relevant reservations from the Land by removing the application of the Land Reservations Acquisition Map pursuant to clause 5.1 of the PLEP 2023 (Figure 7).
- rezone the Land currently zoned RE1 Public Recreation to RE2 Private Recreation (Figure 1).



Figure 7 – The Land outlined in black showing current application of the Land Reservation Acquisition Map (proposed to be removed)

The Land is currently zoned RE1 Public Recreation. Given that this land is not needed to serve a public recreation benefit and the relevant reservations are proposed to be removed, this zone is inconsistent with the desired future character of this area, which is for private recreation use (whilst maintaining the operation of the existing Sydney Water land use).

The proposed RE2 Private Recreation zone is therefore consistent with the desired future character of the Land that will permit a "recreation area" land use to facilitate landscaping and associated structures (e.g. boardwalk) that can be used by future, private residential development whilst retaining a buffer to the river as intended by the DPE. No changes will be required to the existing FSR or height of building provisions, nor changes to the Carter Street Development Framework controls introduced by the DPE.

Carter Street Precinct Development Framework

The Carter Street Development Framework (Development Framework) provides the DCP-level controls that must be considered pursuant to clause 8.1 of the PLEP 2023. The Development Framework requires the Land to facilitate a foreshore reserve that contributes to pedestrian connectivity whilst maintaining a 20m buffer from the creek.

The Planning Proposal will facilitate land uses that can comply with the Development Framework (i.e. private recreation land uses) and therefore, no changes to the Development Framework will be required.

Rationale / Justification

This Planning Proposal make the case for change to remove the relevant reservations from the Land and to rezone the *RE1 Public Recreation* portion of the Land to *RE2 Private Recreation*. A planning rationale and justification for these proposed changes is detailed below.

The RE1 Public Recreation zone, including the application of the Land Reservation Acquisition Map, was introduced by DPE in 2015. According to DPE's assessment reports, the primary function of the RE1 Public Recreation zone was to provide bicycle and pedestrian connectivity. This is evidenced by the minimal width of the zone (20m) that restricts its use, noting that alternative, "active" recreational land uses would otherwise require a more conventional park configuration. Concerns related to the size and functionality of this open space was raised with DPE in 2018 and in 2020 in Council-endorsed submissions (see Background section).

On 14 March 2022, Council resolved to approve a walking and cycling path and construction of a shared pedestrian and cyclist bridge over Haslams Creek within the M4 motorway corridor outside of the Land (for feasibility reasons) (Figure 8). The Land zoned RE1 Public Recreation is therefore not needed to facilitate a public bicycle and pedestrian connection as described in DPE's assessment reports nor as envisaged in the Development Framework. DPE's intention for the Land to provide a public foreshore connection as part of a foreshore reserve is acknowledged, however, in the absence of a pedestrian and cycle path running through the Land, it will not facilitate any feasible public foreshore connection to the wider pedestrian network.

Any foreshore access via a pedestrian connection from the Land to the approved path / bridge to the west would be unfeasible due to the elevated pipeline crossing over Haslams Creek and level differences to the M4 motorway. Future connectivity to the east is also questionable noting that in their submission on the Development Framework, the Sydney Olympic Park Authority (SOPA) raised concerns with a connection through their land (light blue line – Figure 4). Subsequently, any access to the foreshore is expected to mainly benefit future private residential development given its lack of connectivity.

In addition to not facilitating any feasible connectivity, this section of foreshore is not considered to hold any value as a public reserve in and of itself noting proximity to hazardous pipelines and proximity to the M4 motorway and is therefore not considered a "major destination" as described in the Development Framework.



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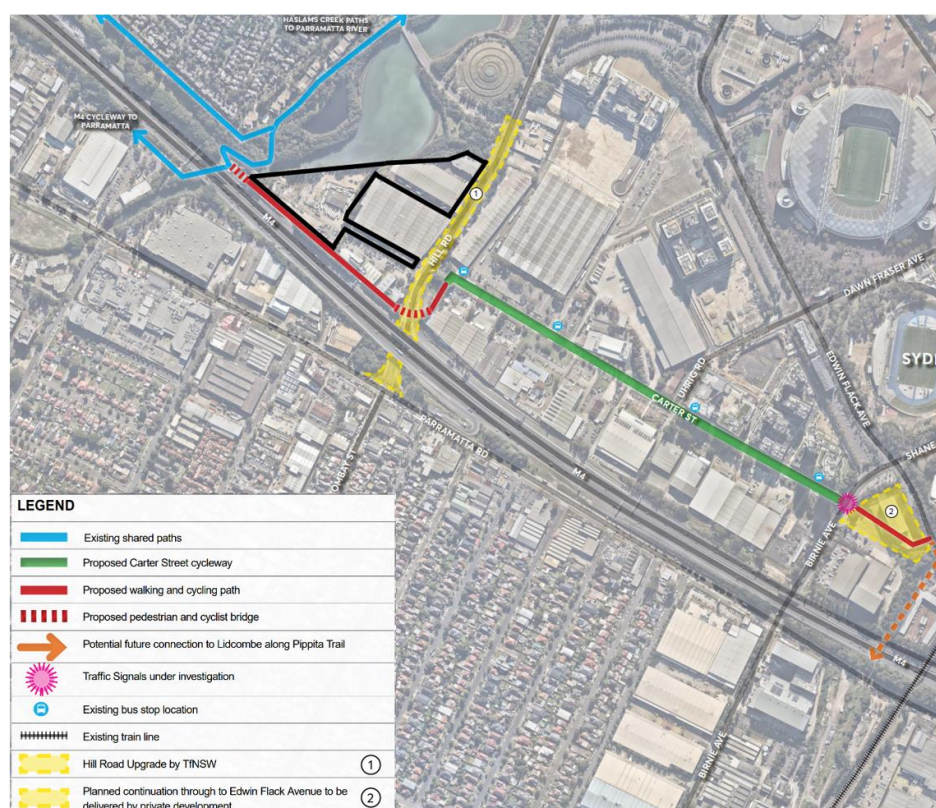


Figure 8 – Walking and cycling paths (red and green) adopted by Council that do not traverse the Land outlined black

As explained above, the Land currently zoned RE1 Public Recreation is not required for public recreation purposes and therefore, the land reservation pursuant to clause 5.1 of the PLEP 2023 is proposed to be removed and the Land subsequently rezoned. It is noted that by removing the land reservations, the Land cannot remain zoned RE1 Public Recreation given that any public recreation land must also be covered by these reservations in case Council is required to acquire the Land pursuant to the Just Terms Act.

Given the land reservations are proposed to be removed, the most logical proposed alternative zoning is RE2 Private Recreation, which does not require application of the land reservations layer and will facilitate private, “passive” recreation, which can be more easily remediated and developed (requiring a lower standard of remediation) in conjunction with the future development of adjoining residential zoned land.

In considering land uses that are permitted with consent in the respective zone it is important to consider other applicable controls that limit what uses can ultimately be accommodated. Clause 8.1 of the PLEP 2023 requires the consent authority to consider the Development Framework when assessing any Development Applications within the Carter Street Precinct. The Development Framework requires the Land to facilitate a foreshore reserve that contributes to pedestrian connectivity whilst maintaining a 20m buffer from the creek. Therefore, a “Recreation Area” land use would be the most likely land use that is permitted with consent in the proposed RE2 Private Recreation zone (also permitted with consent in the existing RE1 Public Recreation zone), which, in conjunction with other planning controls, would be limited to landscaping and

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associated walking tracks, seating and the like that can be used by future adjoining, private residential development.

The proposed RE2 Private Recreation zoning is consistent with the Department of Planning Practice Note PN 11-002 (preparing LEPs) whereby it notes that land zoned RE2 Private Recreation is *generally intended to cover a wide range of recreation areas and facilities on land that is privately owned or managed*. The use of facilities developed on this land may be open to the general public or restricted e.g. to registered members only. The Practice Note recognises that public access may be facilitated if necessary (which could be secured via an easement). The Practice Note advises that the existing RE1 Public Recreation zone is *generally intended for a wide range of public recreational areas and activities including local and regional parks and open space*.

As explained in this report, the existing RE1 Public Recreation zoned land is not needed to serve a public recreation purpose and therefore, the most logical alternative zoning is RE2 Private Recreation which, pursuant to the Practice Note, will be privately owned land that can accommodate a "recreation area" land use that can be developed and used in conjunction with future adjoining, private residential development (i.e. private recreation).

The proposed retention of split zoning on the Land (being RE2 Private Recreation and R4 High Density Residential) is also consistent with the Practice Note that acknowledges: *In some circumstances 'dual' or 'split' zoning on a single lot may be acceptable to acknowledge the different development potential of the land due to topography, different environmental values, certain land constraints or different designated future land uses*.

The proposed RE2 Private Recreation zone recognises the private development potential of the privately owned land that is reflective of the constraints of the site (which is not considered suitable for public recreation uses given proximity to hazardous pipelines and likely high levels of contamination) and that acknowledges the land is no longer designated by Council for future acquisition.

There is no FSR or building height standards currently applicable to the Land zoned RE1 Public Recreation. The current FSR and building height standards applying to the remainder of the Land zoned R4 High Density Residential (Table 1) that was introduced by DPE are not proposed to change.

With regards to the Sydney Water landholdings (Figure 1), which are currently entirely zoned RE1 Public Recreation and that are utilised as a sewer pumping station (defined as a Sewerage Reticulation System), the proposed RE2 Private Recreation zoning is considered appropriate for the following reasons:

- i. The existing land use can continue to operate under Existing Use Rights pursuant to the *Environmental Planning and Assessment Act (EP&A Act)*.
- ii. The existing use can potentially be changed or intensified without consent under any zone (for infrastructure purposes) pursuant to Division 24 of the *State Environmental Planning Policy (Transport and Infrastructure) 2021* (Infrastructure SEPP).
- iii. The proposed zoning will be in accordance with the State Government's Zoning for Infrastructure in LEPs Practice Note PN 10-001, which states that only significant infrastructure should be zoned SP2 Infrastructure (of which this facility is not).



Part 3: Justification

Section A: Need for a Planning Proposal

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

This Planning Proposal is the result of a Council-endorsed position that the Land is no longer designated for future acquisition and that a Planning Proposal be prepared to remove the relevant acquisitions.

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

This Planning Proposal is the best and most appropriate means of achieving the objectives, which is to remove the relevant acquisitions and to rezone the land to facilitate private recreation land uses.

The existing planning provisions requires the Land to be utilised for public recreation purposes, which as established in this Planning Proposal document, is not required to serve any public recreational land use. Further, the existing planning provisions requires Council to acquire the land if Council is required to do so under the Just Terms Act, which would result in a significant financial burden upon Council should the Land then need to be developed for redundant public recreational purposes by Council noting the hazards of the Land (see Site Constraints section).

Accordingly, the proposed rezoning of the Land through an amendment to the PLEP 2023 is considered the most appropriate method to deliver the desired outcomes.

Section B: Relationship to Strategic Planning Framework

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)?

Greater Sydney Region Plan

The *Greater Sydney Region Plan* (Region Plan) outlines how Greater Sydney will manage growth and change in the context of social, economic and environmental matters. It sets the vision and strategy for Greater Sydney, to be implemented at a local level through District Plans.

The Planning Proposal is consistent with the Region Plan as detailed in the Table below.

Direction	Response



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A City supported by infrastructure	The Planning Proposal aligns with this Direction given that: - the RE1 Public Recreation zoned land is not required to serve a public infrastructure purpose as it is not needed to provide a public pedestrian connection as originally intended by DPE. - the RE1 Public Recreation zoned land is not required to serve a public infrastructure purpose as it is not of a suitable size or configuration to serve any other public open space purpose (other than providing a buffer to the river, which will be maintained under the Planning Proposal). - the RE1 Public Recreation zoned land is not required to serve a public infrastructure purpose given there is sufficient open space within the Carter Street Precinct to serve open space needs. - the removal of the relevant reservations will mean that Council will not be required to acquire the land and therefore, community infrastructure funding can instead be channelled into needed infrastructure projects.
A collaborative City	The Planning Proposal aligns with this Direction. Council will work with stakeholders and relevant state agencies as required.
A City for people	The Planning Proposal aligns with this Direction by providing private recreation zoned land that will contribute to the quality of life for future, adjoining residents.

Direction	Response
Housing in the City	The Planning Proposal aligns with this Direction by providing private recreation zoned land that will contribute to the quality of life for future, adjoining residents.



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A City of great places	The Planning Proposal aligns with this Direction as it: - will ensure a 20m buffer to the river is maintained, enhancing the river interface and reducing impacts associated with future built form. - will remove the relevant reservations and therefore, community infrastructure funding can instead be channelled into needed infrastructure projects that will enhance the amenity of the precinct.
A well connected City	The Planning Proposal aligns with this Direction as the proposed RE2 Private Recreation zoning will facilitate land uses that can be used to enhance connectivity between private developments along the foreshore.
Jobs and skills for the City	The Planning Proposal aligns with this Direction as it provides additional land that can be used for private recreation in conjunction with future, adjoining residential development facilitating people to live and work nearby.
A City in its landscape	The Planning Proposal aligns with this Direction as it: - provides for an appropriate use of the Land as private recreation. - will facilitate a 20m buffer to the river, enhancing the river interface and reducing impacts associated with future built form.
Direction	Response
An efficient City	The Planning Proposal aligns with this Direction as it: - will facilitate private recreation land uses that will enhance the amenity of future, adjoining residents and thus, providing for a high quality of life that contributes to overall wellbeing. - will remove the relevant reservations and therefore, community infrastructure funding can instead be channelled into needed infrastructure projects that will enhance the amenity of the precinct.
A resilient City	The Planning Proposal aligns with this Direction as redevelopment of the Land can be designed to adapt to the impacts of urban and natural hazards.

Table 3: Alignment with the Greater Sydney Region Plan



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Central City District Plan

The *Central City District Plan* (District Plan) reinforces the key planning directions and objectives outlined in the Greater Sydney Region Plan.

The District Plan provides broad strategic directions to support the Central City. The District Plan consists of key planning priorities and actions for achieving a liveable, productive and sustainable future for the Central City.

The District Plan places a significant focus on productivity, including the recognition of the importance of *Greater Parramatta and the Olympic Peninsula Area* (GPOP).

The Planning Proposal is consistent with the key planning priorities of the District Plan as it will promote private recreation uses of the Land to enhance the amenity of future, adjoining residential development within the Carter Street Precinct, which is in an accessible location with easy access to the Metropolitan Centre of Parramatta.

The District Plan places an emphasis on strengthening the use of public open space at Sydney Olympic Park, which adjoins the Carter Street Precinct to the east. The existing RE1 Public Recreation zone is not required to serve any broader, public recreation purpose and the Planning Proposal will ensure that the use of this land is therefore appropriate, resulting in an efficient use of existing land for private recreation purposes that will strengthen the importance of the open space that is provided as part of adjoining Sydney Olympic Park. Should the Planning Proposal not be supported and the Land subsequently be developed for public open space, its use will mainly benefit future private residential development noting there is no broader public connection, which will result in an inefficient use of land that will also be of significant financial burden on Council / the community.

The District Plan requires the delivery of high-quality open space, noting the following:

Public open space is a form of green infrastructure that enhances the character of the Central City District's neighbourhoods, supports healthy and active lifestyles, and brings communities together. As the District grows, providing for and developing innovative ways to optimise open space areas for recreation, sport and social activities, as well as establishing physical links that support social networks and create a sense of community, will become increasingly important. Connected walking and cycling trails will maximise their use.

As discussed, the existing RE1 Public Recreation zoned land is not required to serve any public recreation benefit by way of a public pedestrian and cycleway connection. Its linear configuration and existing controls within the Development Framework limits its use to landscaping and associated works (boardwalks and the like). The proposed RE2 Private Recreation zone will continue to facilitate this use of the Land, albeit for private recreation purposes that will be used to enhance wellbeing and connectivity between private development consistent with the District Plan.

The key relevant planning priorities of the *Central City District Plan* relevant to the Planning Proposal are summarised below.

Planning Priority	Comment
Infrastructure and collaboration	



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C1: Planning for a city supported by infrastructure	The Planning proposal will remove the relevant reservations and therefore, community infrastructure funding can instead be channelled into needed infrastructure projects that will enhance the amenity of the precinct.
C2: Working through collaboration	Council will continue ongoing consultation with stakeholders and state agencies as required as part of the process.
Liveability	
C5: Providing housing supply, choice and affordability, with access to jobs, services and public transport	The Planning proposal will facilitate private recreation land uses that will enhance the liveability of future, adjoining residents.
Sustainability	
C15: Protecting and enhancing bushland, biodiversity and scenic and cultural landscapes	The Planning Proposal will facilitate a 20m buffer to the river as is currently required by the Development Framework, protecting and enhancing the landscape values.
C16: Increasing urban tree canopy cover and delivering Green Grid connections	The Planning Proposal will facilitate "recreation area" land uses, which in conjunction with the requirements of the Development Framework will allow landscaping and associated works that has the potential to increase urban tree canopy
Planning Priority	Comment
	cover whilst facilitating private connectivity.



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C17: Delivering high quality open space	The Planning Proposal will facilitate "recreation area" land uses, which in conjunction with the requirements of the Development Framework will allow high quality open space including landscaping and associated works.
C20: Adapting to the impacts of urban and natural hazards and climate change	The Planning Proposal will enable the Land to be used for private recreation uses, allowing the potential for innovative solutions to natural hazards and climate change in associated with future, adjoining residential development.

Table 4: Consideration of key planning priorities of the Central District Plan

Is the planning proposal consistent with a council LSPS that has been endorsed by the Planning Secretary or GCC, or another endorsed local strategy or strategic plan?

The Planning Proposal is also assessed against several Council strategies and plans as discussed in this report including the LSPS, Community Strategic Plan and the Employment Lands Strategy.

Parramatta 2038 Community Strategic Plan

The *Parramatta 2038 Community Strategic Plan* is a 25-year Plan for the City of Parramatta. The Plan contains 6 strategic objectives and formalises several big and transformational ideas for Parramatta and Western Sydney.

Parramatta is the second fastest growing LGA in NSW, growing at 3% per annum. The Plan identifies ways in which the City will manage this growth and maintain its liveability.

The Planning Proposal will support these goals through the provision of public recreation zoned land that will contribute to the liveability and amenity of future private residential development.

City of Parramatta Local Strategic Planning Statement

The LSPS predicts Parramatta will require 87,900 more dwellings by 2036 and be home to 198,000 more people. Carter Street is identified as a Growth Precinct and is forecast to provide 5,860 of those dwellings and 4,100 jobs.

The LSPS provides several Planning Priorities that are of relevance to the Planning Proposal and these are addressed in the table below.

Planning Priority	Comment
Local Planning Priorities	
Planning Priority	Comment



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P1: Expand Parramatta's economic role as the Central City of Greater Sydney	The Land is located nearby to Greater Parramatta and the Planning Proposal will strengthen the area by providing additional private recreation land to be used by future adjoining residential development that is easily accessible to Parramatta.
P2: Grow Parramatta as a Smart City	Smart City initiatives, including technological innovation and improved liveability and sustainability will be incorporated at detailed design at later stages. The proposed private recreation land will provide further opportunities as part of these detailed designs.
P4: Focus housing and employment growth in the GOP and Strategic Centres; as well as stage housing release consistent with the Parramatta Local Housing Strategy	The Planning Proposal will provide additional private recreation land to be used by future adjoining residential development within the GOP and in close proximity to the Sydney Olympic Park strategic centre.
P5: Preserve and enhance the low-scale character and identity of suburban Parramatta outside of the GOP area and Epping Strategic Centre	The Planning Proposal will facilitate a 20m buffer to the river, enhancing the river interface and reducing impacts associated with future built form.
P6: Provide for community infrastructure and recreation opportunities	The Planning Proposal will facilitate private recreation land uses that will enhance the amenity of future, adjoining residents. The Planning Proposal will remove the relevant reservations and therefore, community infrastructure funding can instead be channelled into needed infrastructure projects.
Liveability Planning Priorities	
P7: Provide for a diversity of housing types and sizes to meet community needs into the future	The Planning Proposal will facilitate private recreation land use needs for future, adjoining residents.
Planning Priority	Comment



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P10: Improve active walking and cycling infrastructure and access to public and shared transport	The Planning Proposal aligns with this Priority given that: - the RE1 Public Recreation zoned land is not required to serve a public infrastructure purpose as it is not needed to provide a public pedestrian connection as originally intended by DPE. - the proposed RE2 Private Recreation zone will facilitate future private residential connections.
Sustainability Planning Priorities	
P13: Protect and improve the health and swimmability of the Parramatta River, its waterways and catchment	The Planning Proposal will facilitate a 20m buffer to the river as is currently required by the Development Framework, protecting and enhancing the qualities of the river.
P14: Protect and enhance our trees and green infrastructure to improve liveability and ecological health	The Planning Proposal will facilitate a 20m buffer to the river as is currently required by the Development Framework, protecting and enhancing the landscape values.
P15: Reduce emissions and manage energy, water, and waste efficiently to create better buildings and precincts and solve city planning challenges	Measures to reduce waste and energy usage will be incorporated at detailed design at later stages. The proposed public recreation land will provide a further opportunity for future residential development in this regard.

Table 5: Consistency with LSPS Planning Priorities [Parramatta Employment Lands Strategy 2016](#)

The ELS provides a consolidated set of land use planning actions and recommendations to guide the future of Parramatta's 21 Employment Lands Precincts.

Council adopted the *Parramatta Employment Land Strategy Review and Update* in July 2020. The update is to be read in conjunction with the ELS. In relation to Carter Street, the update identifies Carter Street as a Local Urban Service Hub.

The ELS 2016 identifies 11 Actions that have been developed to guide the future of employment lands. The Planning Proposal is consistent with the relevant Actions and Directions of the ELS as detailed in the table below.

Action	Direction	Comment
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A1 – Protect Strategically Important Employment Lands Precincts	Protect strategically important employment lands precincts that provide industrial activities linked into broader metropolitan and global markets and supply chains and those serving the local population catchment area through the provision of urban services.	The Planning Proposal relates to the provision of private recreation zoned land only and is therefore not inconsistent with this Direction.
A2 – Allow for a net reduction (10-15%) of existing employment lands	Allow for a net reduction of 10- 15% of existing zoned industrial/employment lands over the long term, going from 665 hectares down to 565-598 hectares.	The Planning Proposal relates to the provision of private recreation zoned land only and is therefore not inconsistent with this Direction.

Action	Direction	Comment
A3 – Rezoning to zones that facilitate higher employment densities	When considering rezoning of industrial zoned lands, rezoning to B5 Business Development, B6 Enterprise Corridor or B7 Business Park must first be considered to facilitate higher employment densities and an increased range of services and economic activities, rather than zones that permit residential uses. This includes consideration of office/service based employment to meet the additional 51,640 jobs forecast for the Parramatta LGA by 2041.	The Planning Proposal relates to the provision of private recreation zoned land only and is therefore not inconsistent with this Direction.

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A4 - Facilitate renewal of isolated industrial precincts	Facilitate the rezoning of smaller, isolated industrial precincts that are wholly surrounded by residential development and are no longer viable to alternate, complementary uses.	The Planning Proposal relates to the provision of private recreation zoned land only and is therefore not inconsistent with this Direction.
A5 - Use of light industrial zone to facilitate increased range of employment uses	Facilitate an increased amount of light industrial zoned land, to provide for an increase in the range of high employment uses, including offices.	The Planning Proposal relates to the provision of private recreation zoned land only and is therefore not inconsistent with this Direction.

Action	Direction	Comment
A6 - Prepare Structure Plans for Key Employment Precincts which are undergoing economic change	Prepare Structure Plans for key employment lands precincts, including Camellia/Rosehill, Rydalmere, South Granville/Chester Hill and Melrose Park, which are undergoing economic change, restructuring of key industries and are of significant scale and size to support urban renewal and increased employment densities.	The Planning Proposal relates to the provision of private recreation zoned land only and is therefore not inconsistent with this Direction.
A7 - Prepare Structure Plans for Key Employment Precincts located on key arterials		The Planning Proposal relates to the provision of private recreation zoned land only and is therefore not inconsistent with this Direction.



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A8 - Structure Plan precincts will not result in a decrease to employment density	Prepare Structure Plans for key employment lands precincts which are located on key arterials on Structure Plan precincts will not result in a decrease to the employment density within the precinct as identified in the Precinct recommendations to ensure that the resulting land use outcomes at the very least will not reduce existing employment levels. This will ensure that future development will continue to contribute towards Metropolitan and SubRegional employment targets.	The Planning Proposal relates to the provision of private recreation zoned land only and is therefore not inconsistent with this Direction.
Action	Direction	Comment
A9 - Investigate potential for business park around UWS	Investigate the potential for a business park around the University of Western Sydney at Rydalmere linked to the specialisations of the University.	The Planning Proposal relates to the provision of private recreation zoned land only and is therefore not inconsistent with this Direction.
A10 - Advocate to State Government for infrastructure improvements	Advocate to State Government for infrastructure improvements which will facilitate improved access to Council's employment lands, including for freight and employees.	The Planning Proposal relates to the provision of private recreation zoned land only and is therefore not inconsistent with this Direction.



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A11 - Proposed rezoning must be supported by an Economic Impact Study	Proposed rezoning of industrial land must be supported by an Economic Impact Study, which as a minimum, addresses the following Industrial Lands Strategic Assessment Checklist	The Planning Proposal relates to the provision of private recreation zoned land only and is therefore not inconsistent with this Direction.
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Table 6: Response to the actions within the ELS

Local Housing Strategy

The Council's Local Housing Strategy provides guidance about when and where future housing growth will occur in the LGA. The Local Housing Strategy is consistent with the Greater Sydney Region Plan and the Central District Plan.

The relevant key objectives of the Local Housing Strategy to the Proposal include: *Most of Parramatta's growth is already "locked-in" ('in-place' or 'in-train' within current growth precincts and planning proposals).*

No new or additional high density residential precincts or areas need to be identified for the purpose of housing supply.

As discussed throughout this Planning Proposal, the proposal seeks to remove redundant public recreation zoned land by removing the relevant reservations and rezoning it to private recreation. This will allow funds being collected under Council's Contributions Plan to be redirected to other needed infrastructure projects (including open space), which will remain sufficient to cater for population demand noting that additional residential growth is not required for the purpose of housing supply.

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

SEPP (Biodiversity and Conservation)

The Planning Proposal is land-based and is located just south of the Foreshores and Waterways Area zone of Haslams Creek under the SEPP. The Planning Proposal does not cover this area and will not affect any natural systems. There are provisions within SEPP which outline principles within the wider catchment and waterway area. The Planning Proposal is consistent with these principles.

Within the Land currently zoned RE1 Public Recreation there is a possibility of some fauna habitat. The Planning Proposal will however only facilitate landscaping and associated works consistent with what can currently be achieved under existing zoning (albeit for public use) and will maintain a 20m buffer to the river. Any biodiversity impacts will be assessed at the detailed assessment stage.

Resilience and Hazards SEPP

The SEPP requires the Council to consider whether a site is contaminated and whether the site is suitable for the proposed use (before or after remediation).

Based on a RAP approved as part of a DA on 2B Hill Rd (see Background section), there is a strong possibility of the subject RE1 Public Recreation zoned land being contaminated. Should

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the land remain zoned RE1 Public Recreation, given the higher standards of remediation it is considered that it would be difficult for Council to have to remediate the Land (also noting hazardous pipelines) should Council be required to acquire the Land.

It is considered that the Land can be made suitable for its intended use, being private recreation, under a future application and that would be subject to remediation.

Transport and Infrastructure SEPP

Any future development proposed on the Land will be subject to a future Development Application and detailed planning assessment, which will include an assessment against the controls contained within the Development Framework, including an assessment against Division 12A, Subdivision 2 Development adjacent to pipeline corridors of the State Environmental Planning Policy (Transport and Infrastructure) 2021.

Residential accommodation is prohibited in the proposed RE2 Private Recreation zoning, thereby the Planning Proposal will not result in any possibility of additional sensitive residential development in proximity to the pipelines. The Planning Proposal will enable limited development within the proposed RE2 Private Recreation zone (such as landscaping and associated works) that will be able to comply with relevant planning controls subject to a Development Application assessment.

Is the Planning Proposal consistent with applicable Ministerial Directions (section 9.1 directions)?

Yes. The Planning Proposal is consistent with the Directions issued by the Minister for Planning and Public Spaces under section 9.1 of the EP&A Act. The Directions that are relevant to the Planning Proposal are addressed in the table below.

Relevant Ministerial Direction	Consideration
Direction 1.1: Implementation of Regional Plans	The Greater Sydney Region Plan is addressed in this report and the Planning Proposal is consistent with the plan. The Planning Proposal is consistent with this direction.
Direction 1.2: Development of Aboriginal Land Council Land	The Land is not in the ownership of the Aboriginal Land Council, nor are there any known Aboriginal objects or places of heritage significance within the Land. The Planning Proposal is consistent with this direction.
Direction 1.3: Approval and Referral Requirements	The Planning Proposal does not include consultation, concurrence or referral beyond the existing provisions of the PLEP 2023. The Planning Proposal is consistent with this Direction.
Direction 1.4 Site Specific Provisions	None proposed.



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Direction 1.7: Implementation of Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	The Land is identified within the Carter Street Priority Growth Area. The Planning Proposal is for a rezoning to private recreation to be used by future, adjoining residential development. The future use of the Land will therefore be consistent with the overall intent of the interim Plan and will not undermine the achievement of its objectives, planning principles and priorities. The Planning Proposal is consistent with this direction.
Direction 3.1: Conservation Zones	The Land does not contain any land identified as having any biodiversity values. The Planning Proposal is consistent with this direction.
Direction 3.2: Heritage Conservation	The Land does not contain any heritage items, nor is it located within a heritage conservation area. The Planning Proposal is consistent with this direction.

Relevant Ministerial Direction	Consideration
Direction 4.1: Flooding	The Land is not subject to floodplain risk. Notwithstanding, the Planning Proposal will not facilitate additional residential accommodation. The Planning Proposal is consistent with this direction.
Direction 4.3: Planning for Bushfire Protection	The Land is not identified as being bushfire prone.
Direction 4.4 Remediation of Contaminated Land	Based on a Remedial Action Plan approved as part of a DA on 2B Hill Road (see Background section) and that applied to the R4 High Density Residential portion of the Land, there is a strong possibility of the subject RE1 Public Recreation zoned land being contaminated. Should the Land remain zoned RE1 Public Recreation, given the higher standard of remediation required it is considered that it would be difficult for Council to have to remediate the Land (also noting hazardous pipelines) should Council be required to acquire the Land. The Planning Proposal seeks to rezone the Land for private recreation use. It is considered that the Land can be made suitable for private recreation under a future application. The Planning Proposal is consistent with this direction.



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Direction 4.5: Acid Sulfate Soils	The Land has an acid soil classification of 2. The Planning Proposal will not result in an intensification of use of the Land, accommodating private recreation land uses. The soil type and likely groundwater can be managed with future DAs. The Planning Proposal is consistent with this direction.
Direction 5.1: Integrating Land Use and Transport	The Planning Proposal does not seek to create, alter or remove a zone or provision relating to urban land. The proposed RE2 Private Recreation land zoning will facilitate private recreation land uses to support future adjoining residential development that is in proximity to existing public transportation links. The Planning Proposal is consistent with this direction.
Direction 5.2: Reserving Land for Public Purposes	The Land is no longer designated by Council for future acquisition as explained in this Planning Proposal report and therefore, the Planning Proposal seeks to remove the relevant acquisitions and to rezone the land to RE2 Private Recreation. If the Planning Proposal is not supported and Council is
Relevant Ministerial Direction	Consideration
	required to acquire the Land under the Just Terms Act and subsequently be required to develop the Land for public recreation purposes, the Land will only benefit future private, residential development. The Planning Proposal is consistent with this direction.
Direction 5.5: High pressure dangerous goods pipelines	The Land is adjacent to several hazardous pipelines as explained in this Planning Proposal report. Should Council be required to acquire the Land and develop it for public recreational purposes, noting the requirement for a higher standard of remediation it is possible that remediation works could risk the integrity of these pipelines. The Planning Proposal will facilitate future private recreational land uses instead, which can be accommodated on the Land subject to remediation that requires a lesser standard for private compared to public. The Planning Proposal will not facilitate additional sensitive residential land uses. The Planning Proposal is consistent with this Direction.



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Direction 6.1: Residential Zones	The Planning Proposal is for a rezoning of land to private recreation only that will not facilitate additional residential accommodation but will allow private recreational land uses to support adjoining, future residential development. The Planning Proposal will therefore make efficient use of the Land. The Planning Proposal is consistent with this direction.
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Table 7: Relevant Section 9.1 Directions by the Minister

Section C: Environmental, Social and Economic Impact

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?

There is no known critical habitat or threatened species, populations or ecological communities, or their habitats likely to be adversely affected as a result of the Planning Proposal.

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

The Planning Proposal will have minimal environmental impact and is an appropriate response to the site and its context. [Contamination](#)

Based on a RAP approved as part of a DA on 2B Hill Road (see Background section), there is a strong possibility of the subject RE1 Public Recreation zoned land being contaminated. Should the land remain zoned RE1 Public Recreation, given the higher standards of remediation it is considered that it would be difficult for Council to have to remediate the Land (also noting hazardous pipelines) should Council be required to acquire the Land.

It is considered that the Land can be made suitable for its intended use, being private recreation, under a future application. [Flora and Fauna](#)

There is minimal vegetation located on the Land currently zoned RE1 Public Recreation.

The Planning Proposal is land-based and is located just south of the Foreshores and Waterways Area zone of Haslams Creek. The Planning Proposal does not cover this area and will not affect any natural systems.

Within the Land currently zoned RE1 Public Recreation there is a possibility of some fauna habitat. The Planning Proposal will however only facilitate landscaping and associated works consistent with what can currently be achieved under existing zoning (albeit for public use) and will maintain a 20m buffer to the river in accordance with the Carter Street Precinct Development Framework. Any biodiversity impacts can be assessed at the detailed assessment stage.

Flooding

The Land is not identified as containing flood prone land. Furthermore, the Land is not known to be flood-affected.

The Planning Proposal is for a rezoning of land to private recreation only that will not facilitate additional residential accommodation. [Heritage - Aboriginal](#)



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The Land is not known to have any archaeological potential for items of Aboriginal significance given the Land has been previously developed. The Land is also not known to be a site of Aboriginal significance. As such, no further assessment of Aboriginal heritage has been undertaken.

Heritage - European

The Land does not contain any items of European heritage, nor is it located within a heritage conservation area.

Has the Planning Proposal Adequately Addressed Any Social and Economic Effects?

The Planning Proposal is for a rezoning of land to private recreation only that will serve future adjoining residential development. There are not anticipated to be any social or economic effects as a result of the Planning Proposal.



Section D - Infrastructure (Local, State and Commonwealth)

Is there Adequate Public Infrastructure for the Planning Proposal?

The Planning Proposal is for a rezoning of land to private recreation only that will not facilitate additional residential accommodation.

Future adjoining residential development will make use of existing public infrastructure and services including connections to water, sewerage, electrical and telecommunications infrastructure.

With regards to the Sydney Water landholdings (Figure 1), which are currently entirely zoned RE1 Public Recreation and that are utilised as a sewer pumping station (defined as a Sewerage Reticulation System), the proposed RE2 Private Recreation zoning is considered appropriate for the following reasons:

- i. The existing land use can continue to operate under Existing Use Rights pursuant to the Environmental Planning and Assessment Act (EP&A Act).
- ii. The existing use can potentially be changed or intensified without consent under any zone (for infrastructure purposes) pursuant to Division 24 of the State Environmental Planning Policy (Transport and Infrastructure) (Infrastructure SEPP).
- iii. The proposed zoning will be in accordance with the State Government's Zoning for Infrastructure in LEPs Practice Note (PN 10-001, which states that only significant infrastructure should be zoned SP2 Infrastructure (of which this facility is not).

Section D – State and Commonwealth interests

Is there Adequate Public Infrastructure for the Planning Proposal?

The Planning Proposal is for a rezoning of land to private recreation only that will not facilitate additional residential accommodation.

Future adjoining residential development will make use of existing public infrastructure and services including connections to water, sewerage, electrical and telecommunications infrastructure.

What are the views of State and Commonwealth Public Authorities Consulted in Accordance with the Gateway Determination?

Consultation with State and Commonwealth public authorities will be carried out at the Gateway determination stage.

Part 4: Mapping

Draft LEP maps will be prepared in accordance with the Local Environmental Plan Making Guideline prior to public exhibition.



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Part 5: Community consultation

The Planning Proposal is to be publicly available for community consultation should a Gateway Determination be issued.



Part 6: Project Timeline

Table 9 below outlines the anticipated timeframe for the completion of the Planning Proposal.

MILESTONE	TIMEFRAME
Report to the Local Planning Panel on the assessment of the Planning Proposal	18 February 2025
Report to the Planning, Transport and Environment Committee (Planning Committee)	28 April 2025
Minutes of Planning Committee reported to Council for endorsement	12 May 2025
Submission to the Department of Planning and Environment for review of Gateway determination	May 2025
Gateway determination issued	July 2025
Commencement and completion dates for public exhibition period	September/October 2025
Consideration of submissions	October/November 2025
Consideration of Planning Proposal post-exhibition and associated report to Planning Committee	December 2025
Minutes of Planning Committee reported to Council for endorsement	February 2026
Submission to the Department of Planning and Environment to finalise the LEP amendment	February / March 2025
Notification of instrument	April / May 2026

Table 8: Anticipated timeframe to Planning Proposal process



6.2 SUBJECT: Council-led Planning Proposal - Rezoning of land in Hill Street, Lidcombe

REFERENCE:

APPLICANT/S: City of Parramatta Council

OWNERS: Riveredge Investments Pty Ltd; O P G Pty Ltd; Sydney Water Corporation

REPORT OF: Team Leader City Planning and Design

PANEL'S ADVICE:

The Parramatta Local Planning Panel (LPP) advises Council:

That Council should defer seeking a Gateway Determination for the subject Planning Proposal from the Department of Planning Housing and Infrastructure to allow the landowner of 2B Hill Road Lidcombe to submit a Planning Proposal within 3 months. The Planning Proposal needs to address Council's requirement to remove the land reservation, noting that Council no longer requires the land and propose an appropriate alternative zoning for the land.

The Planning Proposal must also address remediation of the land, appropriate public access, riparian landscaping, any increased development potential for the adjoining land and a coordinated approach with neighbouring landholders.

COMMENT:

The Panel supports the staff position to remove the acquisition requirement from the land if the land is no longer needed for a public purpose. However, the Panel considered that an appropriate land-owner initiated Planning Proposal may better enable remediation of the land and future public access to the foreshore than the proposed RE2 Private Recreation zoning.

Voting 4-0 (unanimous)

The meeting closed at 4:40pm.



Chairperson