

Wentworthville Centre Planning and Place Making Strategy Exhibition Submissions and Planning Proposal Request

Responsible Department: Development, Environment & Infrastructure
 Officer: Director, Planning, Environment & Infrastructure
 File Number: HC-23-12-20
 Delivery Program Code: 5.1.1 Oversee the land use planning, design and compliance framework for managing and facilitate appropriate development
 5.2.1 Identify strategies that support the development of local centres and business areas across the City
 7.1.1 Identify and support investment and business in the City
 7.1.2 Ensure land use planning recognises and promotes business and employment centres
 8.2.1 Ensure housing growth is focused around centres and planning controls do not compromise housing affordability
 10.4.1 Maintain and enhance opportunities for community input into planning processes

Proposal Details	
Application lodged	N/A
Proponent	Cumberland Council
Owner	Various
Address	Wentworthville Centre (various properties)
Proposal summary	To adopt the publicly exhibited Wentworthville Planning & Place Making Strategy (as amended). To resolve to prepare a planning proposal for land subject to the Wentworthville Planning and Place Making Strategy
Existing Zoning and Planning Controls	Zoning: B2 Local Centre; RE1 Public Recreation Height: 10m - 23m FSR: 1.5:1 - 2.4:1
Proposed Zoning and Planning Controls	Zoning: B2 Local Centre; RE1 Public Recreation Height: 11m - 58m FSR: 2.2:1 - 6:1
Heritage	Yes- a small number of heritage items are located within Wentworthville Centre.
Disclosure of political donations and gifts	N/A
Previous Considerations	DCS038-13 - Development and Community Services Committee - 3 December 2013 DCS036-14 - Development and Community Services Committee - 4 November 2014

SUMMARY

The Wentworthville Planning and Place Making Strategy, prepared as part of the Wentworthville Revitalisation Planning Project was publicly exhibited between September and October 2015, with Council receiving over 120 submissions.

This report examines the submissions received and also reviews other technical information. A number of recommendations are provided in order to finalise and adopt the Strategy, and prepare a planning proposal for land within the Centre. The report recommends that built form Option Two should form the basis of the planning proposal for the Centre.

By adopting the Strategy, the Wentworthville community will be provided certainty about the future direction of the Centre, in respect to built form, infrastructure and service provision. It will also strengthen Council's approach and decision making in relation to planning proposals received and planned works for the Centre.

The planning proposal for consideration will encompass all land within the Wentworthville Centre as shown in Figure 1, with the exception of 42-44 Dunmore Street and 108 Station Street, which are subject to separate planning proposals, both with gateway determinations.



Figure 1- land subject to planning proposal

REPORT**Background and History**

In 2013, Holroyd City Council was successful in achieving grant funding under the NSW Government's Planning Reform Fund Program to facilitate the urban renewal and economic revitalisation of Wentworthville Centre and to provide the planning framework to deliver redevelopment based on economic, traffic and urban design studies and community input. The project is called the Wentworthville Centre Revitalisation Planning Project. Funding for the project was accepted and a Project Charter was endorsed by Council on 3 December 2013 (DCS038-13). The Deed of Agreement entered into with the Department of Planning & Infrastructure contained a number of milestones connected to funding. It is noted that the next funding milestone will be achieved when a planning proposal is submitted to the Department of Planning & Infrastructure.

As part of the project, a number of deliverables were established which include: Community Participation Report, Economic Feasibility and Impact Study, Urban design Study and Modelling, Traffic and Transport Study, Place Audit, Planning and Place Making Strategy, Planning Proposal, Land use planning amendment (Local Environmental Plan (LEP) and Development Control Plan (DCP), Revised Infrastructure Plan and Operation Plan Actions.

The Project has been undertaken in five stages:

- 1) Community Engagement, Participation and Place Making,
- 2) Completion of Expert Studies,
- 3) Preparation and Exhibition of Planning and Place Making Strategy,
- 4) Draft land use and development controls prepared and exhibited, and
- 5) Final land use and development controls in force.

Stage One Initial community engagement was undertaken in July 2014 in order to define a future direction for Wentworthville Centre. Council resolved to make the resulting Community Participation Report available to the public in November 2014 (DCS036-14).

Stage Two Expert studies were completed in the areas of urban design, economic feasibility, traffic and transport, place making and safety. The key outcomes from those studies formed the basis of a Planning and Place Making Strategy.

Stage Three Planning and Place Making Strategy

A summary of the history of the Wentworthville Centre Revitalisation Planning Project is provided in the table below:

Date	Milestone
December 2013	Acceptance of funding from the Department of Planning- Planning reform fund to undertake the Wentworthville Centre Revitalisation Planning Project.
June/ July 2014	Stage 1 – Initial Community Engagement and Place Making undertaken
November 2014	Community Participation report made available to the public
February - July 2015	Stage 2 - Completion of expert urban design, economics and feasibility and traffic and transport studies
24 June 2015	Councillor briefing- expert studies
September - October 2015	Stage 3 - Wentworthville Planning and Place Making Strategy - Exhibition and Community Consultation.
22 December 2015	Councillor briefing- initial review of submissions
April 2016	Completion additional traffic advice in response to RMS and submission concerns.

Wentworthville Planning and Place Making Strategy

Stage three of the project, the preparation and exhibition of the Strategy, was undertaken between July – October 2015. The Strategy was publicly exhibited between 30 September – 4 October 2015. Following the Strategy's exhibition, a review and assessment of submissions was undertaken and additional advice was sought in respect to traffic matters.

The Strategy provides a vision statement, a number of key priorities for revitalisation, a structure plan and a number of proposed actions in the areas of built form and character, open space and public domain, traffic and parking, connectivity and linkages, retail and employment, centre activity, shopfront revitalisation, public art and culture and safety and security. A copy of the draft Strategy is provided in Attachment 1. Key details regarding of the Strategy such the structure plan and built form options are expanded below:

Structure Plan

A structure plan was created using the community's vision and expert studies, to guide the Centres revitalisation. The key points of each are listed below:

Built form and character

- a mid rise scale (8 storeys) is proposed, as requested by the community. Retaining the height and floor space controls 'as is' was proven to be economically unviable. The mid rise height (and associated floor space) largely tested as viable.
- Some taller buildings located sensitively in strategic locations, to reinforce key entries, the core of the centre and where significant public domain improvements were to occur.
- Lower heights on Dunmore Street (north) to maintain solar access.
- Transition of building heights to surrounding lower density residential areas.

Open Space and Public domain

- Creation of 3 new public spaces- a linear plaza on Dunmore Street, a plaza at the eastern end of Dunmore Street linked to the library and civic hub and an open air pedestrian link between the railway station and Dunmore Street.
- Expansion of existing Friend Park, by approximately 800m².

Traffic and Parking

- Manage traffic through the Centre by introducing a traffic bypass. Expert traffic advice established that 70-80% of traffic entering the centre was traveling through and not stopping, impacting intersections and causing queuing. A bypass, would reduce the impact of queuing when the Centre grows and enables Dunmore Street to be pedestrian friendly.
- Extension and improvement of existing laneways.
- Revising parking rates, as the current rates were determined unfeasible.

Connectivity

- Improving the permeability, circulation and pedestrian amenity by formalising existing links, providing new definitive site through links.

Retail and employment

- Attract a full line supermarket of 4,000m² to the core of the Centre. This was a key recommendation of the economic feasibility report.
- Create opportunities in key locations for additional commercial floor space through a bonus incentive. The location of Wentworthville next to Westmead provides opportunity for medical related business to be based at Wentworthville and the economic feasibility report determined a demand for this floorspace.

Place Making

- Facilitating public art opportunities.
- Expanding trading hours to promote a night time economy.

Built Form Options

Two built form options were developed for the Centre, which met community expectations of: revitalisation in the short to medium term, achieving a predominantly mid-rise scale of development and meeting the economic changes facing the Centre. The exhibition of the Strategy afforded the community with an opportunity to provide feedback on their preferred built form option. Each option is detailed in Table 1:

	Built Form Option 1	Built Form Option 2
Height- predominant	8 storeys	8 storeys
Height- Core of Centre	8 towers of 12-13 storeys	6 towers of 12-13 storeys 3 towers of 17/18 storeys
Height- Dunmore St (north)	6 storey (23m) height zone	6 storey (23m) height zone
Height- transition	4-5 storeys (17-20m)	5 storeys (20m)
FSR- Core of Centre	3:1 - 4:1+	3:1 - 4.5:1+
FSR- Fringe of Centre	2.2:1 - 3:1	2.2:1 - 3:1
FSR Bonus- commercial floor space	0.5:1 - for towers providing 1 st floor commercial	0.5:1 - for towers providing 1 st floor commercial
Built form- General	4 storey street wall	5 storey street wall
Dwelling Yield	1,600 over 20 years 2,150 total	1,800 over 20 years 2,500 total
Job Yield (without FSR bonus)	1,150	1,150
Infrastructure Achievement	potential shortfall of \$3m	Yes

Table 1- Summary of Built Form Option One and Two

Exhibition of Wentworthville Planning and Place Making Strategy

The Wentworthville Planning and Place Making Strategy was exhibited from 30 September to 4 November 2015. Information sessions were held on Wednesday 14 October 2015 and Saturday 17 October 2015 and were attended by over 100 people.

A total of 121 submissions were received. A summary of the details of these submissions are provided in Attachment 2 and 3.

In summary,

- 80% of submissions supported of the Strategy,
- 4% supported the Strategy, however proposed some changes,
- 5% of submissions did not support the Strategy and
- 11% did not state support or opposition to the Strategy.

65 (54%) of the submissions indicated support for Built Form Option Two and 4 (3%) submissions supported Built Form Option One.

General support for Strategy and revitalisation in Wentworthville

A number of the submissions provided general support for the exhibited Strategy, wanting to attract investment in Wentworthville to create a modern and engaging Centre and believed the Strategy will enhance the community.

Many of the submissions indicated that Wentworthville was in need of change, noting the Centre was declining, unappealing, unsafe with vacant shops and required a facelift- new

life and new businesses. Submissions requested Council take action, to create confidence in the community.

Some submissions provided positive feedback on the public information sessions undertaken as part of the Strategy exhibition and commended Councils planners for the preparation of the Strategy and the optimism it has provided the community.

Review of Submissions

The submissions raised a wide variety of matters in respect to the Strategy. A review of the submissions was undertaken and response to submission topics both general and site specific has been provided in Attachment 4. As a result of the review of submissions, a number of amendments to the Strategy are recommended. Key issues raised in the submissions include:

- Building height and density,
- Provision of open space within the Centre, and
- Built form interface between the B2 local Centre and R2 low density residential zones.

A complete analysis and response to all submission issues is provided in Attachment 4.

Internal Review and Technical Analysis

A further internal and technical review of the Strategy was undertaken on a number of matters in relation to Council owned land, incentives provisions and comments from RMS in relation to the proposed traffic bypass.

Land Reclassification

Council has a number of landholdings within the Centre and in order for certain uses or for development outcomes envisioned by the Strategy to occur in the future, they must be classified as 'Operational' under the *Local Government Act 1993*. The classification of land to 'Operational' must occur through an LEP amendment.

Officers are aware of two Council owned sites in Wentworthville Centre currently classified as 'Operational', being the Lane Street Car Park and The Kingsway Public Toilets.

It is proposed that a further three sites within the Centre are reclassified through an LEP amendment to 'Operational' – The Kingsway Car park; The Library, Community Centre and Redgum Centre (excluding Veron Street Park); and the Car park on the corner of Dunmore and Garfield Streets (refer to Figure 2 and Table 2). While immediate redevelopment is not proposed in this report, reclassifying the land consistent with the Strategy enables development to occur in a timely manner, without the need for a further LEP amendment process.

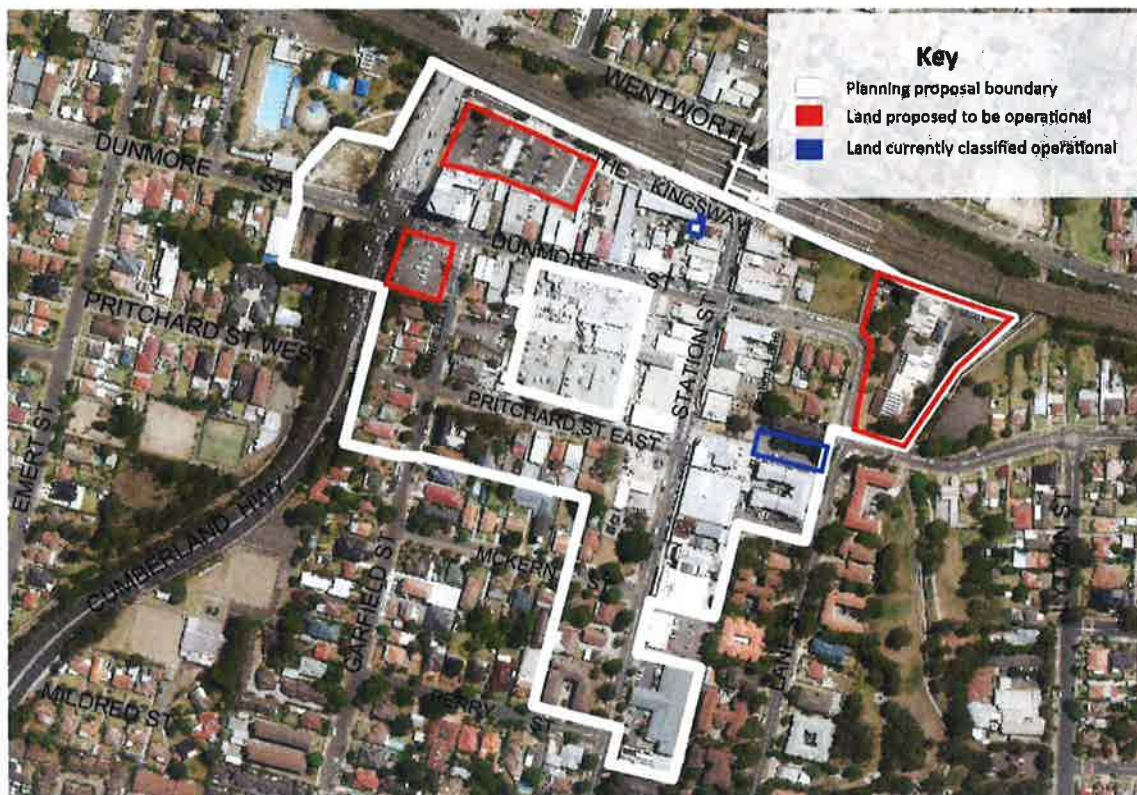


Figure 2 Land currently and proposed as Operational land in Wentworthville

Site	Lot/s	DP
Kingsway Car Park	9	264288
	15,16	9296
	18A, 19A, 20A, 21A, 22A	306494
Library and Community	1	193812
	1,2	223910
	31,32,33,34	963
	F (part)	10514
Garfield St Car Park	2	264288
	2	212851

Table 2- Proposed Operational Land by Lot and Deposited Plan

Building Height & Floor Space Incentives- Explanation

The Planning & Place Making Strategy proposes a number of incentives for bonus building height and floor space and these would be required to be implemented in the planning proposal. The incentives will apply to sites that are identified in the Strategy as being able to achieve building heights of 12 storeys or greater.

A base maximum building height and FSR will be provided for all sites in the Centre. Depending on the site, its location and height, it may be eligible for floor space and or height bonuses as detailed below:

a) Value Capture- Incentives Map

The Strategy indicates that sites that can achieve greater than 8 storeys will be required to share the uplift in value of residential floorspace that is over 8 storeys with the community in order to contribute to the infrastructure requirements of the growing Centre, in addition to S94 contributions. In order to achieve this, it is proposed to take a similar approach to Ryde Local Environmental Plan 2014 and only permit a height and FSR uplift where the consent authority is satisfied that there will be adequate provision for certain community infrastructure. A Value Capture policy will be created in order for land, infrastructure or monetary contributions to be achieved from the subject sites.

The a base height and FSR is to be implemented for a building at 8 storeys. The maximum building height and floor space ratio will be mapped on an incentives map within the LEP and linked to a written clause in the LEP which permits development to comply with the mapped incentives height and FSR where the consent authority is satisfied that there will be adequate provision for certain community infrastructure.

b) Commercial Floorspace Incentives

A floor space bonus will be available where commercial floorspace is to be provided above ground floor commercial uses on sites with permitted heights over 8 storeys. Under Holroyd LEP 2013, commercial land uses are only required to be provided on the ground floor in the B2 local centre zone. The floor space bonus encourages the provision of additional commercial floor space in a core centre location, which will enable the centre to grow its role in providing complimentary employment to Westmead and Parramatta.

The bonus of 0.5:1 will enable the achievement of an additional storey on 12 storey sites for viability reasons; however for 17/18 storey sites, the additional commercial floorspace will not enable the achievement of additional storeys.

A similar control was drafted for the Wentworthville Mall Planning Proposal, which has currently received a gateway determination.

c) Design excellence

It is proposed to amend the Strategy to incorporate a floor space bonus for the achievement of design excellence for sites with permitted heights of 17/18 storeys. A similar control was drafted for the Wentworthville Mall Planning Proposal (which could achieve two tower buildings at 20 storeys) and has received gateway determination. This clause would apply to only two other sites under built form Option Two.

An additional 0.5:1 FSR would be available where a proposed development exhibiting design excellence has been endorsed by a design excellence panel prior to lodgement of a development application.

The achievement of the design excellence bonus, in addition to the commercial floorspace bonus and value capture incentives will allow the maximum building height and floorspace ratio to be realised for an 18 storey building.

Traffic and Proposed Bypass- Technical comments from Transport for NSW

A submission was received from Transport for NSW in respect to the Strategy. A number of technical comments were provided and have been addressed by Council's traffic and transport consultant via an amended report. Comments and how they have been addressed are located in Attachment 5.

Conclusion

In order to complete Stage four of the Wentworthville Revitalisation Planning Project (*Draft land use and development controls prepared and exhibited*), the Wentworthville Planning and Place Making Strategy should be finalised and adopted; and a planning proposal be prepared based on the Strategy.

Based on the review of submissions and detailed justifications in Attachment 3, and technical information, a number of recommendations have been made for:

- Amendments to the Strategy,
- Details for inclusion in a planning proposal, and
- Any other Planning documents to be prepared.

These recommendations involve adopting built form Option 2 and the Strategy with three changes; a planning proposal consistent with the Strategy (as amended); three land reclassifications from 'community' to 'operational'; an updated Section 94 Contributions plan; a revised Development Control Plan with provision for green walls and landscaping on structures and safety by design and a value sharing policy.

Consultation

No further community consultation is recommended in respect to the Planning and Place Making Strategy. Community consultation for the planning proposal will be carried out as determined by the Department of Planning & Environment when it issues a Gateway Determination for the planning proposal. Nonetheless, it is recommended that the Planning Proposal include the following consultation methods:

- That the Planning Proposal is exhibited for 8 weeks (subject to gateway determination conditions) at the Merrylands and Auburn Council administration buildings and at Wentworthville and Merrylands libraries.
- That the Planning Proposal is displayed on the Council website.
- That the Planning Proposal is advertised in the local newspaper during the first, second and fifth weeks of the community consultation.
- That letters are sent to property owners subject to the planning proposal, neighbouring properties opposite and adjacent to the Centre, to residents within the area bounded by the Emert Street (eastern side), Smith Street (northern side), Lane Street (Eastern side), and to those whom made submissions to the exhibition of the Wentworthville Planning and Place Making Strategy.

- In accordance with the provisions of the Environmental Planning & Assessment Act, that a public hearing be undertaken for the reclassification of three parcels of land to operational.

Next Steps

If the CIHAP recommends the adoption of the Wentworthville Planning and Place Making Strategy and the preparation of a planning proposal, the matter will be reported to Council seeking a resolution:

- To amend and adopt the Wentworthville Planning and Place Making Strategy as recommended in this report
- To proceed for the preparation of a planning proposal for Wentworthville Centre and to forward this to the Department of Planning & Infrastructure for Gateway Determination.
- To prepare a revised Development Control Plan and Section 94 Development Contributions Plan for Wentworthville Centre.
- To prepare a value capture policy for Wentworthville Centre.

Once a Gateway determination is received, community consultation as required by the Gateway Determination under Part 56 of the Environmental Planning & Assessment Act 1979 will be undertaken. Further community consultation in addition to the minimum requirements of the gateway determination will be undertaken in accordance with any Council resolution.

A further report to ICHAP and Council will be prepared seeking a resolution for the exhibition of the revised Development Control Plan, Section 94 Development Contributions Plan and the Value Capture Policy.

Report Recommendation:

That the Cumberland Independent Hearing and Assessment Panel (CIHAP):

1. **Receive and note the report and the review of the submissions made as part of the community consultation.**
2. **Recommend that the Wentworthville Planning and Place Making Strategy be amended as follows:**
 - a) **The Strategy's bike path diagram to be amended to indicate existing Lytton Street Park bike path.**
 - b) **To amend building heights and setbacks for B2 local centre zoned land on Pritchard Street East and Station Street adjacent to R2 low density residential under both built form options to:**
 - **Increase the rear setback for properties on Pritchard Street East (southern side) to 8m.**

- Reduce the front setback for properties on Pritchard Street East (southern side) to 6m.
 - Reduce the maximum height of buildings for all B2 zoned land on Pritchard Street East and Station Street, adjacent to the R2 zone to 6 storeys at the street and 4 storeys at the rear.
- c) That the proposed building height and FSR for 79-81 Dunmore Street under built form Option 2 be amended as follows:
- A building height of 12/13 storeys on the Cumberland Highway/Dunmore Street corner of the site lowering to 5 storeys on the western setback in order to provide a built form transition.
 - An FSR of 4:1.
 - That the floorspace bonus for shared value uplift is applicable to 79-81 Dunmore Street.
 - That the commercial floorspace bonus is applicable to 79-81 Dunmore Street.
3. Recommend the preparation of a planning proposal, consistent with the Wentworthville Planning and Place Making Strategy (as amended) for gateway submission and community consultation, excluding 108 Station Street and 42-44 Dunmore Street.
 4. Recommend based on community feedback, feasibility and infrastructure funding, that built form Option Two form the basis of the planning proposal - maintaining a predominant mid rise height across the Centre with strategically placed towers of 12-18 storeys in height.
 5. Recommend that in addition to the FSR bonuses detailed in the Strategy, where design excellence is achieved on sites permitted to a height of 17/18 storeys, an additional FSR of 0.5:1 is available.
 6. Recommend that land forming The Kingsway Carpark, Dunmore Street and Garfield Street Carpark and the Library, Community Centre and Redgum Centre be reclassified from 'community' to 'operational'.
 7. Recommend an updated Section 94 Contributions plan be prepared that is consistent with the Strategy.
 8. Recommend a revised Development Control Plan be prepared that is consistent with the Strategy.
 9. Recommend provisions for green walls and landscaping on structures to be implemented through the revised Development Control Plan for the Centre.
 10. Recommend provisions for safety by design, in accordance with the recommendations of the safety audit to be implemented through the revised Development Control Plan for the Centre.

11. Recommend that a value sharing policy, applicable to sites that have incentives to achieve heights greater than 8 storeys, be prepared in conjunction with the updated Section 94 Contributions Plan.
12. Recommend that this matter is progressed to be considered by Council, seeking a resolution for the adoption of the recommendations contained in this report.

Attachments (to be circulated to CIHAP Members under separate cover):

1. Wentworthville Planning and Place Making Strategy (as exhibited).
2. Wentworthville Planning and Place Making Strategy submitters list.
3. Summary of submissions.
4. Response to submission issues
5. Response to technical comments from Transport for NSW.

103. The use of the site

Landscape maintenance

All landscape works shall be maintained for a minimum period of two (2) years following the issue of a Final Occupation Certificate, in accordance with the approved landscape plan and conditions.

Reason:- to ensure restoration of environmental amenity.

104. External Plant/Air-conditioning noise levels

Any external plant/air-conditioning system must not exceed a noise level of 5dBA above the background noise level when measured at the boundaries of the property.

Reason:- to minimise noise impact of mechanical equipment.

105. Graffiti Management

The owner/manager of the site/business is responsible for the removal of all graffiti from the building/structures/signage and/or fencing within 48 hours of its application.

Reason:- to ensure the removal of graffiti.

For: The Hon. Paul Stein AM, QC (Chairperson), Mr B. Kirk, Mr S. McDonald and Mr M. Byrne.

Against: Nil.

ITEM C008/19 – WENTWORTHVILLE CENTRE PLANNING AND PLACE MAKING STRATEGY EXHIBITION SUBMISSIONS AND PLANNING PROPOSAL REQUEST

Resolved unanimously that the Cumberland Independent Hearing and Assessment Panel (CIHAP):

1. Receive and note the report and the review of the submissions made as part of the community consultation.
2. Recommend that the Wentworthville Planning and Place Making Strategy be amended as follows:
 - a) The Strategy's bike path diagram to be amended to indicate existing Lytton Street Park bike path.
 - b) To amend building heights and setbacks for B2 local centre zoned land on Pritchard Street East and Station Street adjacent to R2 low density residential under both built form options to:

- Increase the rear setback for properties on Pritchard Street East (southern side) to 8m.
 - Reduce the front setback for properties on Pritchard Street East (southern side) to 6m.
 - Reduce the maximum height of buildings for all B2 zoned land on Pritchard Street East and Station Street, adjacent to the R2 zone to 6 storeys at the street and 4 storeys at the rear.
- c) That the proposed building height and FSR for 79-81 Dunmore Street under built form Option Two be amended as follows:
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 - That the commercial floorspace bonus is applicable to 79-81 Dunmore Street.
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 4. Recommend based on community feedback, feasibility and infrastructure funding, that built form Option Two form the basis of the planning proposal - maintaining a predominant mid-rise height across the Centre with strategically placed towers of 12-18 storeys in height.
 5. Recommend that in addition to the FSR bonuses detailed in the Strategy, where design excellence is achieved on sites permitted to a height of 17/18 storeys, an additional FSR of 0.5:1 is available.
 6. Recommend that land forming The Kingsway Carpark, Dunmore Street and Garfield Street Carpark and the Library, Community Centre and Redgum Centre be considered for reclassification from 'community' to 'operational' consistent with the Strategy.
 7. Recommend an updated Section 94 Contributions plan be prepared that is consistent with the Strategy.
 8. Recommend a revised Development Control Plan be prepared that is consistent with the Strategy.
 9. Recommend provisions for green walls and landscaping on structures to be implemented through the revised Development Control Plan for the Centre.
 10. Recommend provisions for safety by design, in accordance with the recommendations of the safety audit to be implemented through the revised Development Control Plan for the Centre.

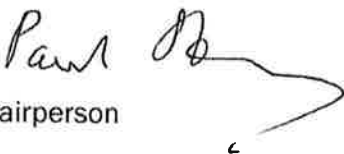
11. Recommend that a value sharing policy, applicable to sites that have incentives to achieve heights greater than 8 storeys, be prepared in conjunction with the updated Section 94 Contributions Plan.
12. Recommend that this matter is progressed to be considered by Council, seeking a resolution for the adoption of the recommendations.
13. Recommend that the Council liaise with City of Parramatta over the Planning Proposal.
14. Recommend that the Council develop a Design Excellence Policy to compliment the Strategy.

For: The Hon. Paul Stein AM, QC (Chairperson), Mr B. Kirk, Mr S. McDonald and Mr M. Byrne.

Against: Nil.

The meeting terminated at 2:41 p.m.

Signed:


Chairperson