

ITEM LPP041/22 - PLANNING PROPOSAL REQUEST FOR 245-247 GREAT WESTERN HIGHWAY, SOUTH WENTWORTHVILLE (THE WATTLES)

PANEL DECISION:

The Planning Panel agrees that the planning proposal meets the strategic and site specific merit test, having regard to the relevant strategic planning strategies, site opportunities and constraints.

The Panel is mindful of the site's unique location, including traffic and access issues, the heritage significance of The Wattles and the site's recent planning history.

The Panel supports the proposed amendment to Schedule 1 of Cumberland Local Environmental Plan 2021 to include 'café or restaurant', and 'hotel or motel accommodation' as additional permitted uses on the site, with the hotel/motel component capped at 76 rooms.

The Panel generally agrees with the Council Officer's report, has considered the additional information provided by the proponent and is of the view that:

- i. Further urban design analysis is required to determine height and floor space ratios for the site to ensure the appropriate separation of a future hotel/motel from the heritage item, protect and improve view lines to the heritage item and align with the future planned character of the area. Subject to detailed urban design analysis, differential heights may be appropriate across the site. The Panel considers further urban design analysis could explore if heights greater than the heights recommended by the officers are appropriate for parts of the site.
- ii. The urban design analysis should consider view lines to The Wattles, overshadowing impacts and recommendations made by Council's external heritage consultant.
- iii. Site access and circulation arrangements need to be further considered and addressed to ensure the requirements of Transport for NSW can be satisfied.
- iv. Site access arrangements should be reviewed to consider moving the site ingress to the western edge of the site, providing appropriate circulation around the site and safe access for deliveries and waste removal.

For: Elizabeth Kinkade (Chairperson), Wayne Carter, Dennis Loether and Irene Simms.

Against: Nil

The meeting terminated at 3:11pm.

Signed:



Elizabeth Kinkade, Chairperson

Item No: LPP041/22

**PLANNING PROPOSAL REQUEST FOR 245-247 GREAT WESTERN HIGHWAY,
SOUTH WENTWORTHVILLE (THE WATTLES)**

Responsible Division: Environment & Planning
Officer: Senior Strategic Planner
File Number: PP2022/0003

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| Lodged | 18 February 2022, revised April 2022 | |
| Proponent | NRB Property Group Pty Ltd | |
| Landowner | NRB Property Group Pty Ltd | |
| Site address | 245-247 Great Western Highway, South Wentworthville | |
| Site area | Approximately 4,775m ² | |
| Site description and existing Use | Irregular shaped allotment with primary frontage to the Great Western Highway and Parramatta-Liverpool T-way. The site is bounded by the Great Western Highway to the North, the M4 access on-ramp to the East and the M4 Motorway to the South and West. Existing development on the site includes a local heritage house. The rest of the site is vacant and undeveloped. | |
| Existing planning controls | Land zone | R2 Low Density Residential |
| | Height of buildings | 9m |
| | Floor space ratio | N/A |
| | Additional Permitted Uses | N/A |
| Requested planning controls | Land zone | R2 Low Density Residential |
| | Height of buildings | 25m |
| | Floor space ratio | 1:1 |
| | Additional Permitted Uses | Food and drink premises, and hotel or motel accommodation. |
| Recommended planning controls | Land zone | R2 Low Density Residential |
| | Height of buildings | 18m |
| | Floor space ratio | 1:1 |
| | Additional Permitted Uses | Café or restaurant, and hotel or motel accommodation, with the hotel/motel capped at 76 rooms. |
| Heritage | The site contains a local heritage item listed in the Cumberland LEP 2021 (The Wattles, a Victorian/Georgian Residence, I244). Surrounding heritage items include an item listed on the State Heritage Register (Essington, I 00204) and a local heritage item listed in Cumberland LEP 2021 (Milestone Group, Parramatta to Greystanes, I125). | |

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| Disclosure of political donations and gifts | N/A |
| Previous considerations | N/A |

SUMMARY:

This report provides an overview of a Planning Proposal Request submitted to Council on 18 February 2022 for 245-247 Great Western Highway, South Wentworthville (The site).

The Planning Proposal Request seeks to facilitate redevelopment of the site for the purpose of a 5-6 storey hotel/motel with between 76-80 bedrooms, rooftop dining/bar, pool, gymnasium, conference room, and health and well-being centre on the western side of the site, and the adaptive reuse of The Wattles heritage house for a café/restaurant on the eastern side of the site. It is proposed to also reinstate the heritage gardens around The Wattles as part of the proposal.

It is noted that the site is subject to an active development consent for the construction of a hotel/motel and alterations to the Wattles to be used in conjunction with the hotel (DA2010/93/1). Existing use rights cannot be relied on for the proposed additional uses as the site has never been lawfully used as hotel/motel.

Council officers provided preliminary feedback to the Proponent on their initial Planning Proposal Request, outlining various concerns and requesting additional information to allow for proper assessment of the proposal. In response to this early feedback, the Proponent lodged a revised Planning Proposal Request in late April 2022. The status of the Planning Proposal Request is shown in Figure 1.

This report recommends that Panel supports an amended proposal to be reported to Council with a recommendation to proceed to Gateway. It is noted that the Proponent has offered to enter into a revised Voluntary Planning Agreement should the proposal proceed through Gateway.

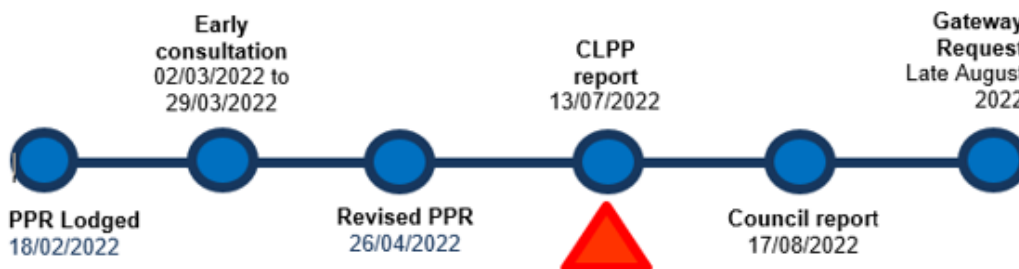


Figure 1: Status of the Planning Proposal

REPORT:**The site and its context**

The site is a large (4,775m²) irregular shaped allotment bounded on all sides by major roads, including the Great Western Highway and Liverpool-Parramatta T-way on the northern boundary, the M4 Smart Motorway to the south, and the M4 on-ramp to the south-east (Figure 2). The south-eastern part of the site is occupied by a local heritage residence known as 'The Wattles'. The rest of the site is vacant and unoccupied. The surrounding context is dominated by older-style low density residential developments, generally one storey. Further along the Great Western Highway, to the east and west, there are some recently constructed low-rise medium and high-density developments (3-4 storeys maximum).

The site is located approximately 2km from Parramatta CBD (to the east), 1.5km from Wentworthville Principal Local Centre (north-west), 1.2km from the Westmead Health and Education Precinct (north-east) and the broader Greater Parramatta and Olympic Peninsula (GPOP) area. The Coleman T-way bus stop provides a regular bus service between Parramatta and Liverpool. Cumberland 2030: Our Local Strategic Planning Statement (LSPS) identifies the site as being part of an area to be investigated for medium to high-density residential development (Figure 3).



Figure 2: The site in its local context

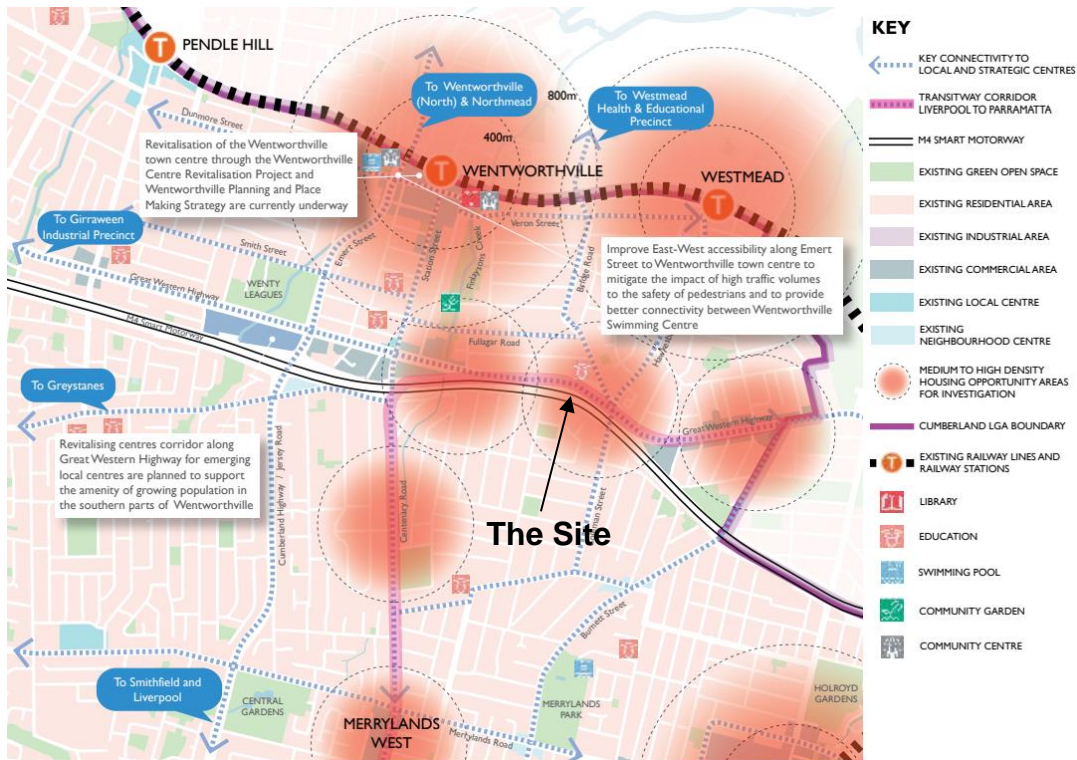


Figure 3: The site in its regional context
Existing planning controls

Land zone

The site is zoned R2 Low Density Residential and surrounded on all sides by major road and transit corridors zoned SP2 Infrastructure. The dominant surrounding zone is R2 Low Density Residential with some R3 Medium Density Residential to the east, and a mix of business/commercial and high-density residential uses to the west (Figure 4).



Figure 4: Existing land zone

Height of buildings

The site's maximum height of buildings control is currently 9 metres, consistent with surrounding residential lands. Approximately 400 metres to the west, on the opposite side of the Great Western Highway, height controls of 15m to 18m are applied to lands zoned for high density residential. Further west, heights of 17m to 32m are applied to business/commercial lands. See Figure 5.



Figure 5: Existing height of buildings

Floor space ratio

There is currently no floor space ratio (FSR) applied to the site. Approximately 150 metres to the east, on the corner of Hawkesbury Road and Great Western Highway, an FSR of 0.7:1 is applied to land zoned for medium density housing. Approximately 400 metres to the west, on the opposite side of Great Western Highway, land zoned for high density residential has an FSR of 1.2:1 and 1.5:1. See Figure 6.



Figure 6: Existing FSR

Heritage

The site contains a local heritage item listed in the Cumberland LEP 2021 (The Wattles, a Victorian/Georgian Residence, I244). Surrounding heritage items include an item listed on the State Heritage Register (Essington, I00204) and a local heritage item listed in the Cumberland LEP 2021 (Milestone Group, Parramatta to Greystanes, I125). See Figure 7. These items are further discussed in the ‘Heritage’ section of this report.



Figure 7: Existing heritage on and around the site

Development Approvals History

The site is subject to an active consent for demolition of existing sheds and garages, construction of a two-storey motel/motel with 48 rooms, rooftop dining/bar, basement car parking and alterations to ‘The Wattles’ for use in conjunction with the motel and associated site works. The DA was approved by the former Holroyd City Council on 28 October 2010 (DA2010/93/1). On 26 October 2015, a building inspection was carried out by Council which confirmed the demolition of existing sheds and garages, which activated the consent. Elevations of the approved hotel/motel show that the approved building height is 10.2 metres (Figure 8).

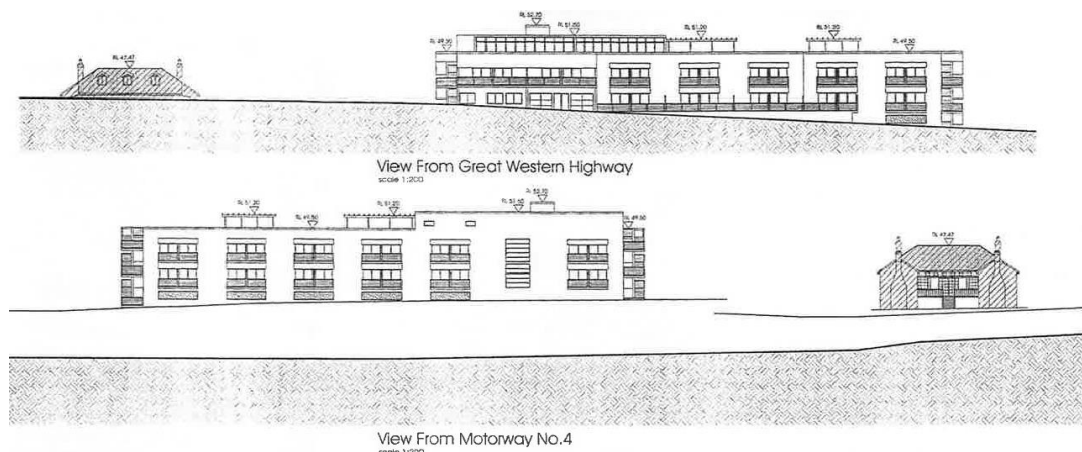


Figure 8: Elevations of the approved hotel/motel

Planning Proposal Request

The Planning Proposal Request seeks to facilitate redevelopment of the site for the purpose of a larger (5-6 storey) hotel/motel with 76-80 rooms, rooftop dining/bar, pool, gymnasium, conference room, health and well-being centre, and basement car parking on the western side of the site, and the adaptive reuse of The Wattles heritage house for a café/restaurant on the eastern side of the site. Indicative concept plans are shown in Figures 9 and 10.

To achieve the objectives and intended outcomes, the proposal seeks to amend the Cumberland LEP 2021 as follows:

- Amend the site's height of buildings control from 9 metres to 25 metres
- Apply an FSR of 1:1 to the site, noting that there is currently no FSR
- Amend Schedule 1 to include 'food and drink premises' and 'hotel and motel accommodation' as additional permitted uses on the site.

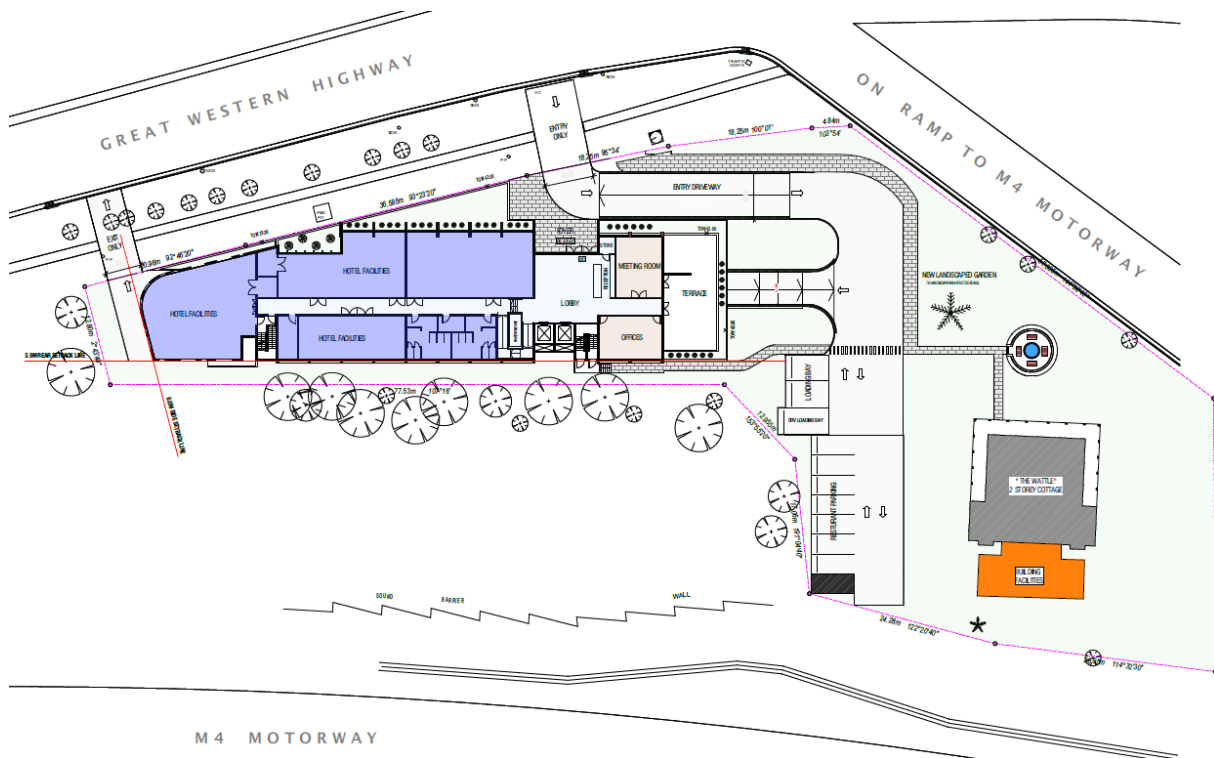


Figure 9: Concept design layout plan



Figure 10: Concept view showing the proposed hotel and existing heritage house

Voluntary Planning Agreement

Through the application of the Cumberland Planning Agreements Policy and Guideline, Council seeks to ensure a fair and reasonable apportionment of the costs and benefits of development and deliver planning outcomes that contribute to a net public benefit for the wider community.

The Proponent has offered to enter into a Voluntary Planning Agreement to deliver a range of public benefits including:

- Public domain upgrade and footpath connection on the southern side of the Great Western Highway frontage
- Environmental Heritage Item Conservation and Enhancement Works, including the restoration of The Wattles heritage house and gardens
- Any further contributions to meet policy requirements.

Early consultation

The Proponent's initial Planning Proposal Request was placed on early consultation from 2 March 2022 to 29 March 2022 in accordance with policy requirements. The proposal and supporting material were published on the Have Your Say section of Council's website and direct mailout to surrounding landowners and occupants. The proposal was also referred to relevant Council staff, former members of Council's heritage committee, Heritage NSW and Transport for NSW.

Council received three community submissions and two agency submissions. The concerns raised in community and public authority submissions can be addressed through amendments to the proposed height and density controls and the preparation of a site-specific DCP to guide future development of the site. Certain matters can also be further addressed at the DA stage, as outlined in the Key Issues section of this report.

Community submissions

Three community submissions were made by local residents, including one submission in support of the proposal and two submissions from former members of Council's heritage committee members which, while generally supportive of the restoration and adaptive re-use of The Wattles, raised concerns about the proposal.

Key concerns raised in community submissions included: traffic, access, and parking; lack of access to open space; poor amenity due to the location on a busy road; potential precedent for allowing hotels in low density residential areas; and potential impacts on the heritage house. The matters are summarised and responded to in the attached Summary of Community Submission and further addressed in the 'key issues' section of this report.

TfNSW submission

On 4 April 2022, Transport for NSW (TfNSW) made a submission which did not object to the proposal but raised concerns. The submission recommends certain changes to the proposed scheme and the supporting traffic study to address potential vehicular access and safety issues and reduce traffic volumes and the number of car parking spaces required. TfNSW provided an amended submission on 22 June 2022 that provided further design guidance and more flexible options for mitigating potential impacts. The matters raised in TfNSW submissions are further discussed in the 'key issues' section of this report.

Heritage NSW submission

On 26 May 2022, NSW Heritage made a submission which states that there are 'no direct impacts identified on items listed on the State Heritage Register.' The submission notes that, given that The Wattles is a local heritage item, Council is responsible for assessment of impacts in relation to that item and Heritage NSW do not require any further referral/consultation on this planning proposal.

Key Issues

Built form

Given the site's location and context, Council officers consider the proposed height and density controls to be greater than what is required for the future potential of the site. The concept plans show that the proposed hotel/motel development would dominate the northern frontage (especially as the site is located on a high point of the Great Western Highway) and would have a major impact on The Wattles heritage house and its setting.

There may be some scope to increase the site's height and density controls, especially as the site is within walking distance from the T-way and is identified by Cumberland 2030: Our Local Strategic Planning Statement (LSPS) as being part of an area for potential future medium and/or high-density housing.

This report recommends that the proposed height control of 25 metres (5 to 6 storeys) be reduced to a maximum of 18 metres and supports the proposed FSR of 1:1. This would facilitate construction a hotel/motel of up to 4 storeys plus rooftop terrace, with three floors dedicated to hotel rooms (25 x 40m² bedrooms per floor equals 1,000m² per floor, which equates to 3,040m² over three floors or 0.63:1 of total GFA).

The recommended controls would encourage redevelopment of the site in a form that is consistent with the recently constructed low-rise residential developments to the east and west of the site (townhouse/terrace housing and small-scale residential apartment buildings). This report also recommends preparation of a site-specific DCP to support the LEP controls and guide the future development of the site.

Council officers considered the consequence of applying the recommended height and density controls to the entire site, including the eastern part of the site that is occupied by The Wattles. This is considered acceptable as any future development application involving the eastern side of the site would be assessed on merit and would be required to demonstrate that any proposed works would not impact on the heritage item or its setting. Limiting the proposed height and density controls to only the western part of the site is not considered appropriate as it may unreasonably constrain design options. An alternate means of ensuring the ongoing conservation of The Wattles may be to specify in Clause 4.3 (Height of buildings) and 4.4 (Floor space ratio) of the Cumberland LEP 2021 that the proposed height and density controls only apply to development for the purpose of hotel or motel accommodation on the site.

Vehicular access and safety

The proposed vehicular access arrangements have the potential to create road safety issues for westbound motorists and buses traveling along the Great Western Highway and T-way corridor. Council officers requested that the Proponent amends the planning proposal and prepares suitable site-specific DCP controls to address the matters raised in TfNSW's submission dated 22 June 2022, including:

- Provision of a deceleration/storage lane, consistent with Austroads guidelines, on the site's northern boundary and relocate the entry/exit driveway as close as possible to the western property boundary
- If the above recommendation is not feasible or achievable, consider redesigning the internal driveway to provide space for vehicles to be stored onsite rather than queuing on the Great Western Highway and/or T-way
- Provide mitigation and/or management measures to ensure appropriate on-site manoeuvring, adequate vehicle turnaround facilities, and wayfinding signage to ensure vehicle travel paths are clear
- Provide more clarity over the 'worst case' traffic and parking impacts, specifically by clarifying whether or not the proposed hotel/motel facilities will be for exclusive use by guests of the hotel/motel or open to the public, and lack of clarity over the number of rooms proposed.

The Proponent's traffic consultant provided a response to TfNSW's submission which states that:

- The entry driveway location meets the relevant sightline requirements, is consistent with other intersections and sites in the vicinity and is considered appropriate
- Details of on-site manoeuvring and wayfinding signage can be provided at DA stage
- The recommended deceleration lane on approach to the proposed entry driveway is not considered necessary as:
 - it can be demonstrated that the entry driveway exceeds ASD requirements under all relevant assessment criteria
 - previous approved development on the site not requiring one
 - access via the kerbside dedicated bus lane that carries low bus volumes
 - the proposal is likely to generate only low traffic volumes
 - there are examples of other comparable traffic generating developments and public roads along the Great Western Highway in the vicinity not requiring use of slip lanes (including the M4 on-ramp intersection)
- The proposed hotel/motel facilities such as the conference room, gymnasium and roof terrace are intended as ancillary to the main hotel/motel use.

It is noted that any future DA for the site would be required to demonstrate consistency with the provisions of the State Environmental Planning Policy (Transport and Infrastructure) 2021. In terms of vehicular access and safety, Clause 2.118 of the SEPP stipulates that a consent authority must not issue development consent unless:

- (a) *where practicable and safe, vehicular access to the land is provided by a road other than the classified road, and*
- (b) *the safety, efficiency and ongoing operation of the classified road will not be adversely affected by the development as a result of—*
 - (i) *the design of the vehicular access to the land, or*
 - (ii) *the emission of smoke or dust from the development, or*
 - (iii) *the nature, volume or frequency of vehicles using the classified road to gain access to the land...*

TfNSW requested local provisions be introduced into Part 6 of the Cumberland LEP 2021 to limit the use of hotel/motel facilities by guests only, and to require 'suitable concurrence' prior to issue of development consent. Council officers are of the view that these provisions are unnecessary as any future DA for the site will be:

- Required to demonstrate that the hotel/motel facilities are ancillary to the hotel/motel, otherwise the facilities would fall under the definition of 'indoor recreation facilities' and this land use is prohibited in the R2 zone.
- Clause 2.121 of the Transport and Infrastructure SEPP requires concurrence of TfNSW prior to issue of development consent for any development proposed on a State classified road and requiring more than 50 car parking spaces.

Traffic, transport and parking

Consistent with the advice of TfNSW, this report recommends that the number of hotel/motel rooms to is capped at 76 rooms to address potential traffic and parking issues. The Proponent's Transport Assessment Report indicates that, if the proposal was capped at this level, it would result in approximately 40 vehicle trips during peak times (30 trips for the hotel and motel and 10 trips for the proposed heritage cottage).

The Proponent's Transport Assessment acknowledges that, based on Cumberland DCP 2021, a minimum of 106 parking spaces must be provided for the proposed hotel/motel development; however, only 79 parking spaces plus 6 motorcycle spaces are proposed. The traffic report suggests that it is reasonable to reduce the number of parking spaces required as a large proportion of the customers of the proposed café and restaurant will be from the proposed hotel.

To ensure that traffic, transport, and parking are adequately considered and addressed for the proposal, detailed provisions are proposed for inclusion in a site-specific Development Control Plan.

Noise, vibrations and emissions

A noise intrusion assessment was conducted to determine the impacts of existing road traffic noise on the proposed development. Noise from the Great Western Highway was assessed, due to its proximity to the north façade of the proposed development. The assessment found that a Category 3 construction would be required for both the north and south façade – that is, special construction with increased attenuation to achieve internal noise levels, as recommended in the SEPP.

An operational noise assessment was conducted to determine the potential noise emissions of the proposed development that would likely impact the surrounding sensitive receivers. It was deemed that the mechanical plant on the roof terrace could be a potential source of noise emissions requiring mitigation, with other potential noise emissions to be likely dominated by existing road traffic noise on the Great Western Highway and M4 Motorway. At this stage, further assessment is required, concerning the operational noise emissions of the proposed development, with such consideration to be given during the future DA stage of the proposal.

The study has shown that, from an acoustic perspective, the site would be suitable for the intended uses. Specific constructions and mitigation measures would require further investigation during the future DA stage of the proposal. It is noted that Clause 2.118(C) of the Transport and Infrastructure SEPP requires that:

- (c) *the development is of a type that is not sensitive to traffic noise or vehicle emissions, or is appropriately located and designed, or includes measures, to ameliorate potential traffic noise or vehicle emissions within the site of the development arising from the adjacent classified road.*

Council officers are of the view that the proposed commercial uses are less sensitive than the types of residential land uses that are currently permitted on the site under the R2 zoning, and that adequate measures can be incorporated into the design to mitigate the impact of traffic noise and emissions and assessed at DA stage.

Suitability of the proposed additional permitted uses

Hotel or motel accommodation means a building or place (whether or not licensed premises under the Liquor Act 2007) that provides temporary or short-term accommodation on a commercial basis and that—

- (a) comprises rooms or self-contained suites, and*
 - (b) may provide meals to guests or the general public and facilities for the parking of guests' vehicles,*
- but does not include backpackers' accommodation, a boarding house, bed and breakfast accommodation or farm stay accommodation.*

Note—

Hotel or motel accommodation is a type of tourist and visitor accommodation—see the definition of that term in this Dictionary.

Hotel or motel accommodation is considered to be a suitable use for the western part of the site, subject to careful design, as outlined in this report. Despite being part of an area to be investigated for medium to high-density residential development, this particular site is not considered suitable for intensified residential development due to its 'island' location between several road transport corridors and the associated acoustic, pollution and amenity impacts.

Short-term accommodation (hotel) is considered a more desirable outcome as it can leverage the high exposure nature of the site and is not as susceptible to the previously listed constraints. The proposed commercial uses may also facilitate the restoration and ongoing conservation of The Wattles heritage house and gardens.

Food and drink premises means premises that are used for the preparation and retail sale of food or drink (or both) for immediate consumption on or off the premises, and includes any of the following—

- (a) a restaurant or cafe,*
- (b) take away food and drink premises,*
- (c) a pub,*
- (d) a small bar.*

Council officers consider the child term 'restaurant or café' to be more suitable than the proposed 'food and drink premises' for this site noting that the child term better reflects the intended use of a café/restaurant on the eastern side of the site. Allowing a pub on the site may have further traffic and parking implications.

Heritage

The planning proposal is supported by a Heritage Impact Statement prepared by Sue Rosen Associates which concludes that, with appropriate refinement, the hotel/motel

concept could be rendered to a solution that activates the site, while respecting and maintaining the heritage significance of The Wattles. The advice notes that:

- The concept is preferable to other options considered for the site, which include subdivision and construction of multiple dwellings, which would likely have unacceptable adverse impact on the significance of The Wattles and its setting
- The proposed commercial uses have the potential to generate income to fund the ongoing conservation and maintenance of The Wattles and its setting.
- The proposal will allow the Wattles to be accessed and appreciated by a wider audience, and activates what could continue to be a 'forgotten' site
- Compared to the approved multi-storey hotel (DA2010/93/1), the concept hotel/motel has been moved an additional 6 metres away to the west of The Wattles, retaining an appropriate curtilage
- Views of the original building from the Great Western Highway will be maintained, if not improved; with potential for an exterior up-lighting installation and appropriately sympathetic signage to lift the presence of the historic site
- To enable its adaptive reuse as a café/restaurant, there is opportunity to include a sympathetic low-scale addition to the rear of The Wattles to install amenities, commercial kitchen and associated services. This would mitigate impact on significant fabric, detailing and layout of the residence
- The proposed additional height allowance increases the ability of the concept hotel/motel to be a viable business, providing short-term accommodation in easy distance of the Parramatta CBD
- There is potential in the design to further mitigate the visual impact of the structure on The Wattles and surrounding streetscape at the detailed DA design stage. This could occur through the refining of form, material, colours and finishes, and landscaping.

Council officers had the Proponent's Heritage Impact Statement peer reviewed by an independent heritage advisor, Extent Heritage, which confirms that the proposal is acceptable in terms of heritage outcomes, subject to careful design, consistent with best practice guidelines, and the preparation of suitable DCP controls. The advice identifies a range of heritage enhancement opportunities and mitigation measures for potential impacts, as summarised below:

- The Statement of Heritage impact should include an assessment of historical archaeological impacts, as there is potential for historical archaeological materials and relics to be present on the site. It is recommended that this additional information is provided by the Proponent as part of the planning proposal process
- The proposed planning controls will have a major impact on the heritage values of the site, including overshadowing and obstruction of key views, as well as obscuring the understanding and interpretation of the site as a colonial period Victorian/Georgian homestead. New development must consider appropriate heights, setbacks, and siting to ensure these core heritage values are maintained

- Potential impacts on surrounding heritage items must be carefully considered. It is noted that further consideration of this will be considered as part of any DA for the site
- Opening up the landscaping and reinstating the heritage gardens and landscaping around the Wattles are supported
- Due to its scale and location, the proposed hotel has the potential to have a major impact on the setting of The Wattles; however, this impact may be mitigated through careful design, including appropriate colours, setbacks, and materials
- Prior to the demolition of alteration of any structures within the study area, archival photographic recording is recommended as per Heritage Council guidelines
- A heritage interpretation strategy is recommended as part of the DA process
- Adaptive reuse of The Wattles as a café/restaurant is supported, subject to certain conservation measures that ensure any changes to the building are complimentary and sympathetic to the historical context
- The proposed buildings should be carefully designed to respect the built environment and heritage items in the vicinity, taking into consideration the bulk, height, scale and siting, massing, setback, key view lines and materiality of the new development. The design should be guided by the relevant controls in Cumberland DCP 2021 and NSW Heritage Office guidelines.

As outlined in the 'built form' section of this report, the bulk and scale of the hotel would need to be significantly scaled back to reduce impacts on The Wattles and its setting. Further, to ensure that heritage is adequately addressed for the proposal, detailed provisions are proposed for inclusion in a site-specific DCP.

Schedule of Heritage Conservation Works

The planning proposal is supported by a Schedule of Conservation Works prepared by Dr Roy Lumby of Hericon consulting and assessed by Sue Rosen Associates has identified the existing heritage item that need to be restored based on a visual assessment carried out on site. The assessment has been limited to the outer fabric and interior with restrictions to accessing roof or under floor areas of the existing heritage cottage. It is recommended that this be updated to address the internal fabric and assessed at the DA stage.

Clause 5.10 Heritage Conservation

The proposed site is also affected by clause 5.10 Heritage Conservation provisions under Cumberland LEP 2021 which a proponent requires to obtain development consent for any building work proposed from the consent authority and prepare necessary documentation as required such as a heritage management document or conservation management plan after considering the extent and heritage significance of the property. There are also conservation incentives. These provisions are subject to further assessment at the DA stage should the planning proposal proceed.

Contamination and acid sulphate soils

The planning proposal is supported by a preliminary contamination assessment that concludes that the proposal is unlikely to have any significant impacts as a result but indicates the site may need to be remediated should the planning proposal progress and a DA is lodged since the site had been used for residential and commercial uses in the past and shows potential contamination sources, such as asbestos, potential underground storage tank within the site.

The consultant also considered the mapping, geology, and elevation of the site and concluded that it is unlikely that acid sulphate soils are present on site. Council's acid sulphate soils maps do not indicate any affectation on site. Should the proposal progress to a DA stage, further detailed investigations and acid sulphate soils management plan may need to be prepared if required.

Amended Planning Proposal

Following consideration of the submission received and key issues identified above, an amended planning proposal is recommended for the site. It is proposed to:

- Amend the site's height of buildings control from 9 metres to 18 metres
- Apply an FSR of 1:1 to the site
- Amend Schedule 1 to include 'café or restaurant' and 'hotel or motel accommodation' as additional permitted uses on the site, with the hotel/motel component capped at 76 rooms.

The amended planning proposal seeks to provide a balanced approach for the site in supporting development, maintaining the heritage significance of The Wattles building, and ensuring that the transport network can accommodate additional development in the area.

Site-specific Development Control Plan

Should the proposal proceed to Gateway, it is recommended that a site-specific DCP be developed to address matters as outlined below, including:

- Land use – location of uses on site
- Building siting – setbacks and separation
- Building envelope – storeys, upper-level setbacks, ground floor height
- Solar access and overshadowing
- Open space and landscaped areas
- Movement and access – pedestrian and vehicle entry/exit points and paths
- Managing transport demand – onsite car parking provision, location and safety
- Heritage – conservation provisions and key view lines to the heritage item
- Stormwater – detention and outlet

Strategic Merit Assessment

Need for the proposal

The proposed additional uses are prohibited in the site's R2 Low Density Residential zone. While it has been demonstrated that there is an active development consent for the construction of a hotel/motel and alterations to the Wattles to be used in conjunction with the hotel (DA2010/93/1), existing use rights cannot be relied on for the proposed additional uses as the subject site has never been lawfully used as hotel/motel. In addition, the proposed height and FSR are significantly higher than existing controls and cannot therefore be pursued under clause 4.6 of Cumberland LEP 2021 (Exceptions to development standards). A site-specific planning proposal is considered the most appropriate means of achieving the intended outcomes.

Consistency with Greater Sydney Region Plan

The proposal is broadly consistent with the Greater Sydney Region Plan, including:

- Objectives 3 and 4. Infrastructure aligns with forecast growth and infrastructure use is maximised: The proposal and its proposed uses will allow for more intense activity and use of land within walking distance to a strategic bus corridor and is also located adjacent to M4 Motorway and Great Western highway.
- Objective 6. Services and Infrastructure meet the community's changing needs: This proposal endeavours to provide a hotel and motel development on site which gives effect to this objective and conservation of an existing heritage item via adaptive re-use to be opened to the public, visitors, and tourists as a restaurant.
- Objectives 8 and 12. Greater Sydney's communities are culturally rich with diverse neighbourhoods and brings people together: This proposal endeavours a multi-level hotel development and restaurant on site providing tourist and visitor accommodation and a place to celebrate cultural and social events, gatherings and open up the Wattles Cottage by a dining experience for those diverse communities, by restoring and retaining the historical, cultural and aesthetic significance of the cottage.
- Objective 10. Greater housing supply: the proposal provides short term or temporary transit accommodation solution as an additional permitted use for the R2 zoned site given its constraints and unsuitability for standard residential and is strategically positioned within close proximity of other strategic housing and job growth areas such as Westmead South precinct, Westmead Health and Education Precinct and local centres where addition to supply of significant jobs and housing is anticipated and earmarked in the near future.
- Objective 13. Environmental heritage is identified: The proposal will enable the conservation and enhancement of an existing local heritage item the Wattles on site and the enhancement of another local item located outside the site's boundary.
- Objectives 15 and 19. A Metropolis of Three Cities: integrated land use and transport creates walkable and 30-minute cities and Greater Parramatta is stronger and better connected: The proposal will provide temporary or short term

accommodation facilities as a transit hotel/location to incoming public, visitors and tourists, workers on a strategic transport corridor with public transport bus services to closer to Parramatta CBD, Westmead Health and Education Precinct, and other centres within Cumberland. This could provide a greater level of opportunity for future residents to access jobs and other services.

- Objective 22. Investment and business activity in centres: the intended proposal seeks to generate approximately 40 additional jobs approximately 76 motel/hotel units within the completed development which supports the broader Parramatta CBD and Westmead Health Innovation district.
- Objectives 28 and 30. Scenic and cultural landscapes are protected, and urban tree canopy cover is increased. The proposal enables 40m or more separation distance to maintain the visual garden setting around the existing heritage cottage, encourages landscaping around the heritage item and contributes to increasing the tree canopy within and outside the site.

Consistency with the Central City District Plan

There is strategic merit in forwarding this proposal for a Gateway Determination, as the amended proposal is generally consistent with the following Planning Priorities of the Central City District Plan:

- Planning Priority C1. Planning for a city supported by infrastructure: this planning proposal will supply social related infrastructure and contribute towards transport infrastructure improvements.
- Planning Priority C3. Providing services and infrastructure to meet people's changing needs: This planning proposal will provide a hotel or motel development and encourage the adaptive re-use and enhancement of an existing heritage item which is the Wattles Cottage to the public, visitors and tourists and the nearby residential neighbourhoods.
- Planning Priority C4. Fostering healthy, creative, culturally rich, and socially connected communities: the planning proposal will provide a hotel/motel development with other hotel facilities such as well-being, gymnasium which provides facilities for visitors and tourists and The Wattles cottage heritage as a restaurant next to residential neighbourhoods at the Westmead South precinct. It contributes to the development of a place that facilitates a community culture and connection for social gatherings and events and provides temporary transit location for temporary accommodation closer to services and jobs.
- Planning Priority C5. Providing housing supply, choice, and affordability, with access to jobs, services and public transport: The proposal enables short term transit accommodation provisions located closer to a strategic bus transport corridor and state roads with access to jobs, services, public transport, and nearby larger centres including within 30 minutes of the Greater Parramatta City Centre.
- Planning Priority C6. Creating and renewing great places and local centres and respecting the district's heritage: The planning proposal contributes to the restoration and enhancement of the Wattles heritage cottage as a great place

along with a multi-level hotel or motel development. It is designed to respect the existing heritage item on site with an over 40m separation distance with setbacks from the proposed hotel development and further preserve and enhance its heritage significance, restoration of the cottage and surrounding landscaped gardens without being demolished.

- Planning Priorities C7 and C8. Growing a stronger and more competitive Parramatta and delivering a more connected GPOP economic corridor: The proposed non-residential uses introduced for the site will provide economic vitality and revitalisation to an isolated underutilised site to further broaden short term transit accommodation options within greater Parramatta and Cumberland City region to attract more visitors, tourists and community to the area through the enhancement and restoration of the Wattles heritage cottage, its landscape gardens and the proposed hotel/motel development with other well-being facilities which can be enjoyed by visitors and patrons.
- Planning Priority C10. Growing investment, business opportunities and jobs in strategic centres: This planning proposal will provide access to jobs and services in Westmead and Wentworthville which is identified as Cumberland's local centres and South Wentworthville area which is considered a future investigation area for housing growth.

Consistency with Cumberland 2030: Our Local Strategic Planning Statement

The proposal is in an area identified in Cumberland City's Centres Framework outside a local centre in South Wentworthville within proximity of Wentworthville, Westmead centres and Parramatta CBD. The site is also located in a key strategic corridor in Cumberland and within a future housing investigation area, and is broadly consistent with Cumberland 2030: Our Local Strategic Planning Statement, including:

- Planning Priority 5. Delivering housing diversity to suit changing needs: This proposal will deliver short term or temporary transit accommodation and restaurant use within a prime location that is located closer to jobs, facilities and services within South Wentworthville, Westmead, Parramatta CBD, and Wentworthville where housing diversity is being delivered to suit changing needs. The proposal maintains the site's existing R2 low density residential zoning given the site's unsuitable nature and location for proposed housing but introduces two non-residential additional permitted uses to make the site more economically viable for redevelopment and restore existing Wattles Heritage Cottage through conservation.
- Planning Priority 8. Celebrate our natural built and cultural diversity: This proposal will provide a place for social interaction through the proposed hotel or motel development and restoration and further enhancement of the Wattles Cottage (existing local heritage item and other items located outside) within the site for broader community, visitors, and tourists.
- Planning Priority 10. Support a strong and diverse local economy across town centres and employment hubs: This planning proposal will encourage new diverse activities that support the local economy and broader community for an

underutilised site that has been vacant for years without being developed or being recognised given its existing local heritage significance.

- Planning Priority 11. Promote access to local jobs, education opportunities and care services: This planning proposal will result in the creation of new jobs and deliver a high-quality multi-level hotel or motel development with other hotel facilities and restore, conserve, and enhance the existing Wattles Cottage which is one of Cumberland's oldest heritage items opened to the broader community, visitors and tourists.
- Planning Priority 13. Protect and enhance natural and green spaces and sporting facilities: The planning proposal will enable landscaping around the heritage item and provision of more trees to beautify the site and enhance the heritage significant wattles cottage and the hotel/motel and its broader surrounds including Great Western Highway.

CONCLUSION:

Council officers support an amended proposal progressing to the next phase of assessment, subject to certain changes to the scheme as outlined in this report. The Planning Proposal Request is found to be broadly consistent with the strategic planning framework and policy context and is likely to deliver a wide range of benefits to the local community, including the restoration and adaptive reuse of a 'forgotten' local heritage house and gardens, employment opportunities, and services and facilities.

CONSULTATION:

The planning proposal request was placed on early consultation as outlined in this report. Further statutory consultation will occur if the proposal proceeds to Gateway.

FINANCIAL IMPLICATIONS:

Financial implications are outlined in the report.

POLICY IMPLICATIONS:

The report recommends that an amended planning proposal for the site be reported to Council for consideration. Should Council resolve to forward the proposal to the Department of Planning and Environment for a Gateway Determination, there will be policy implications associated with the subsequent stages of the planning proposal process. These will be outlined in subsequent Council reports.

COMMUNICATION / PUBLICATIONS:

The outcome of this matter will be notified on Council's website. Submitters will also be notified in writing of the outcome.

REPORT RECOMMENDATION:

That Cumberland Local Planning Panel (CLPP) recommend that Council supports, for the purpose of a Gateway Determination, an amended planning proposal for 245-247 Great Western Highway, South Wentworthville, with the following planning controls on the site:

- Amend the site's height of buildings control from 9 metres to 18 metres
- Apply an FSR of 1:1 to the site
- Amend Schedule 1 to include 'café or restaurant', and 'hotel or motel accommodation' as additional permitted uses on the site, with the hotel/motel component capped at 76 rooms.

ATTACHMENTS

1. Planning Proposal Request [↓](#)
2. Planning Proposal Concept Plans [↓](#)
3. Architectural Plans for Approved DA [↓](#)
4. Traffic Impact Assessment [↓](#)
5. Heritage Impact Statement [↓](#)
6. Schedule of Conservation Works [↓](#)
7. Peer Review of Heritage Impact Statement [↓](#)
8. Noise Assessment Report [↓](#)
9. Preliminary Contamination Assessment [↓](#)
10. Acid Sulphate Soils Assessment [↓](#)
11. Transport for NSW submission (April) [↓](#)
12. Transport for NSW Submission [↓](#)
13. Proponent's Response to Transport for NSW Submission [↓](#)
14. Heritage NSW Submission [↓](#)
15. Summary of Community Submissions [↓](#)