

Item No: ELPP022/19

PLANNING PROPOSAL REQUEST FOR 2-22 WILLIAM STREET, GRANVILLE

Responsible Division: Environment & Planning
Officer: Manager Strategic Planning
File Number: SC183

Lodged	Revised Planning Proposal submitted on 16 October 2018.		
Proponent	Sid Arida C/O PTI Architects Pty Ltd		
Owner	Sid Arida		
Description of Land	2-22 William Street, Granville (Lots 18 to 21 in DP 2371 and SP 31488)		
Site Area	Approximately 3,700m ²		
Site Description and Existing Use	The Site comprises 15 allotments containing seven (7) buildings with primary frontage on William Street, comprising of detached residential dwellings, a two storey residential flat building and a commercial warehouse.		
Proposal Summary	Seeks to amend the <i>Parramatta Local Environmental Plan 2011 (Parramatta LEP 2011)</i> by: <ul style="list-style-type: none"> <input type="checkbox"/> increasing the maximum building height from 14m to 20m (five storeys), <input type="checkbox"/> increasing the floor space ratio (FSR) from 1:1 to 1.7:1, <input type="checkbox"/> removing the local heritage item no. I205 known as 10 William Street (Lot 27 DP 2371) from Schedule 5 of the <i>Parramatta LEP 2011</i>. 		
Existing and Proposed Planning Controls	Planning Controls (<i>Parramatta LEP 2011</i>)	Existing controls	Proposed controls
	Height of Building	14m	20m (five-storeys)
	Floor Space Ratio	1:1	1.7:1
Heritage	Seeks to remove the local heritage item no. I205 from the <i>Parramatta LEP 2011</i> as outlined above.		
Disclosure of political donations and gifts	Nil		
Previous Consideration	This planning proposal was previously considered by the Cumberland IHAP on 13 September 2017.		

SUMMARY:

This report provides an overview of a revised planning proposal submitted to Council on 16 October 2018 that addresses recommendations made by the Cumberland

IHAP at its 13 September 2017 meeting. The revised planning proposal seeks to amend the height and FSR controls for the subject site, and remove the existing heritage item at 10 William Street. This report outlines the findings of the additional expert heritage peer review and FSR modelling advice undertaken on behalf of Council in response to the 2017 recommendations of the Cumberland IHAP. The report recommends proceeding with an FSR control of 1.7:1, a lower maximum building height of 16m, and removal of the heritage item as outlined in the independent heritage advice.

The status of the planning proposal is outlined in Figure 1.

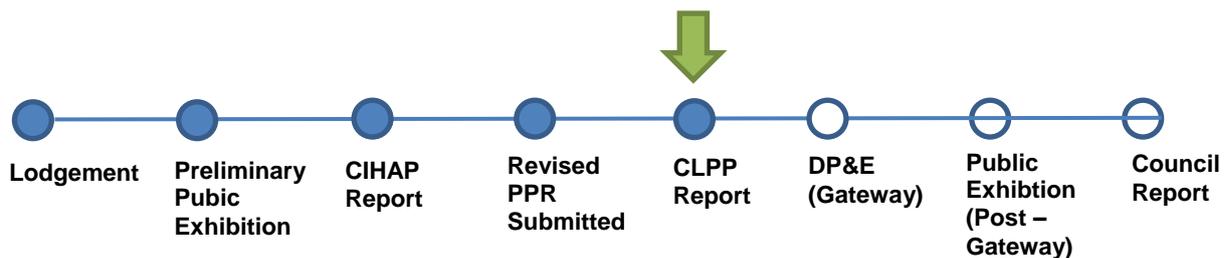


Figure 1: Planning Proposal Status

REPORT:

Background

On 15 December 2015, a Planning Proposal Request (the Proposal) was lodged with Parramatta Council for 2-22 William Street, Granville by Sid Arida C/- PTI Architects. This Proposal originally sought to amend the development standards in the *Parramatta LEP 2011* to achieve a greater height and density on the site to enable the development of a seven (7) storey residential development.

The original proposal (December 2015) sought an increase in FSR from 1:1 to 2.3:1 and an increase in maximum building height from 14m to 23m (approximately seven storeys). The original proposal also included the removal of Heritage Item I205 (No. 10 William Street) from Schedule 5 of the *Parramatta LEP 2011*.

This planning proposal was transferred to Cumberland Council following the May 2016 Council amalgamations and a revised concept scheme was lodged with Cumberland Council in September 2016. The revised proposal sought a lower maximum FSR of 1.7:1 and a maximum height of 19.2 metres (five storeys), in an attempt to address the overshadowing of adjoining properties to the south of the site. It also sought the removal of the heritage item at 10 William Street.

Preliminary public exhibition of the revised September 2016 concept scheme was undertaken by Cumberland Council between 10 April 2017 and 12 May 2017, in accordance with Council's notification policy.

An assessment of the submissions received and the proposal was undertaken, and this was reported to the Cumberland IHAP meeting on 13 September 2017 (Attachment 1).

The Cumberland IHAP recommended that the proposal be deferred to a future IHAP meeting (now Cumberland Local Planning Panel) meeting and for Council to undertake the following (Attachment 2):

- obtain an additional independent heritage opinion on the proposed demolition of the heritage item;
- undertake a study of whether the FSR is appropriate while satisfying the outcomes required in the ADG, particularly transition to the R2 zoned land immediately to the south; and
- consideration be given to any community benefit in the proposed increased FSR and height.

These recommendations are discussed further throughout this report.

In October 2018, the proponent submitted a revised planning proposal request (Attachment 3) on 16 October 2018 responding to the concerns raised by the Cumberland IHAP. This revised proposal sought a maximum FSR of 1.7:1 and a maximum height of 20 metres, and like the previous proposal, it also sought the removal of the heritage item.

The site and its context

The Site is located on the southern side of William Street, and is bound by William Street, Clyde Street, Factory Street and a rear access laneway.



□ The Site

Figure 2: The Site and surrounds

The area of the Site is approximately 3,700m². It comprises fifteen allotments containing seven detached dwellings with frontage to William Street and a two storey strata subdivided residential flat building. The Site also contains a commercial building used for warehousing at the western end of the block, and includes the heritage item at 10 William Street.

The applicant owns the site at 10-22 William Street (Site 1) and has instigated the LEP amendment. The remaining portion of the Site is known as 2-8 William Street (Site 2) and comprises seven allotments held under private ownership and strata title (Figure 3).



Figure 3: Overall site ownership plan

Local Context

The Site is bound to the north by the Granville RSL Club and existing industrial buildings (towards Clyde Railway Station). These buildings are accessed from and have frontage to, Memorial Drive with no vehicular access or active frontages to William Street, facing the Site.

To the east of the Site is an industrial precinct zoned *IN1 General Industrial*. The lots to the south of the Site fronting First Street (and backing onto the rear lane) are established detached residential dwellings within an *R2 Low Density Residential* zone with a maximum FSR of 0.5:1 and a 9m height limit. Allotments to the west of Clyde Street are residential flat buildings varying from two to four storeys.

The Site is located approximately 150m from Clyde Railway Station and about 500-600 metres from Granville Station and the Granville shopping area located along Mary Street and South Street.

Regional Context

The site is located in the suburb of Granville within the Local Government Area of Cumberland Council approximately 3km south of Parramatta CBD and 20km west of the Sydney CBD.

Planning Controls

Existing Planning Controls (Parramatta LEP 2011)

The existing planning controls for the site are outlined below.

Land Use Zoning

The site is currently zoned R4 High Density Residential

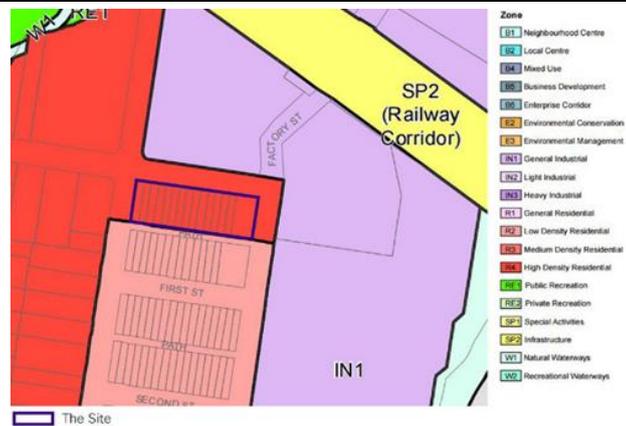


Figure 4: Existing Land Use Zoning

Floor Space Ratio Control

A FSR control of (N) 1.0:1 applies to the site

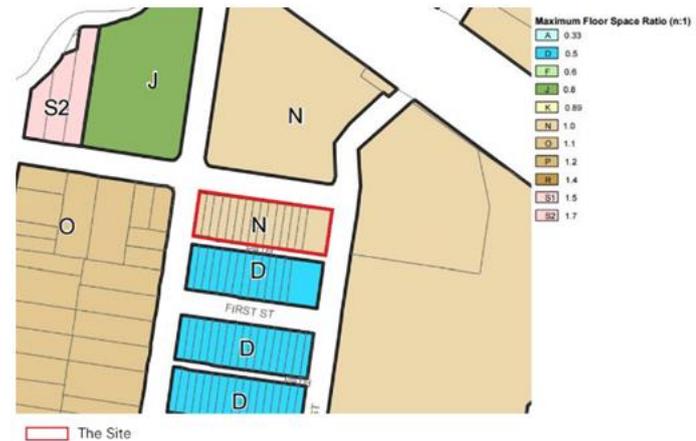


Figure 5: Existing Floor Space Ratio

Height of Building Control

A Height of Building control of (N2): 14 metres applies to the site.

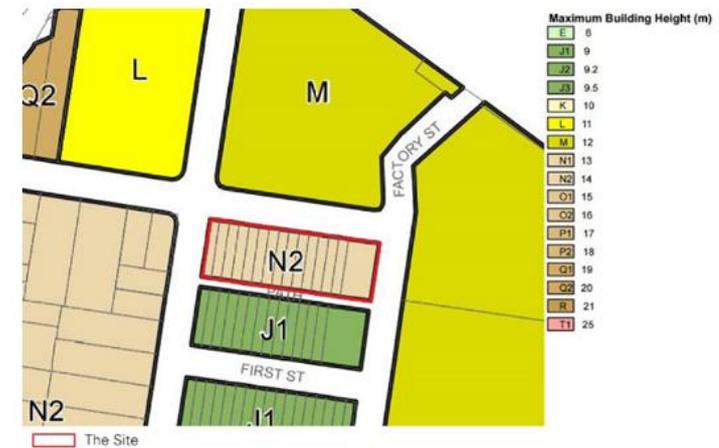


Figure 6: Existing Height of Building

Proposed Planning Controls (Parramatta LEP 2011)

The proposed planning controls for the site are outlined below.

<p><u>Land Use Zoning</u></p>	<p>The Proposal does not propose a change to the land use zoning control that applies to the site.</p>
<p><u>Floor Space Ratio</u> The proposal seeks an FSR control of (S2): 1.7:1.</p>	 <p style="text-align: center;">Figure 7: Proposed FSR control</p>
<p><u>Height of Building Control</u> The proposal seeks a height of Building control of (Q2) 20 metres, however a height of 16m (O2) is recommended.</p>	 <p style="text-align: center;">Figure 8: Proposed height of building control</p>

Strategic Merit

Land is currently zoned for High Density

There is merit in progressing the Proposal to the next phase of assessment as the area is already zoned to permit the development of residential flat buildings. The planning proposal is seeking to amend the current built form controls and to remove the heritage item.

Cumberland IHAP recommendations

There is merit in progressing the Proposal to the next phase of assessment as the proposal has been revised to address the recommendations of the CIHAP.

Community Benefit

The CIHAP required consideration be given to any community (public) benefit in the proposed increase in height and FSR. The uplift in residential floor space as a result of an increase in FSR and height for Site 1 is approximately 1530m². Under Council's Planning Agreements Policy, Council seeks to capture 50% of the value uplift. It is recommended that Council commence discussion with the proponent on community (public) benefit arising from the proposal.

Heritage

There is strategic merit in progressing the proposal to the next phase of assessment, as the consultants engaged to provide independent heritage advice for Council concluded that the proposed demolition of 10 William Street, Granville, could occur:

- as the cottage is the only remaining item of the group of three (both 6 and 8 William Street have been compromised with the demolition of the original cottages and replacement with new dwellings on both sides), and it is an ordinary example of a weatherboard cottage. Retention and conservation works including adaptive reuse or restoration would increase its aesthetic value as an item, but would not significantly add to its contribution to the wider streetscape, whereas as an example of historic values, it is quite isolated;
- two other groups of weatherboard cottages at 115-119 and 170-178 William Street are in intact condition, and each group is cohesive in its contribution to the streetscape, providing better examples of interpretation of the residential context of the area. Therefore, the retention of the cottage at 10 William Street, which is the only remaining house of the original group of three cottages, does not represent an intact group of cottages as in the case of the other two groups, nor provide enough evidence for interpretation of the former group;
- if archival recording of the cottage at 10 William Street is undertaken prior to any demolition approved and allowed as per the NSW OEH Guideline How to prepare archival records of Heritage Items;

- if an interpretation strategy be prepared by a qualified heritage consultant for the group of three cottages at 6, 8 and 10 William Street, which reflects the historical, social and cultural significance of the group, and this strategy be integrated into any proposed development. The strategy should also refer to the other weatherboard cottage groups along William Street. The interpretation strategy should be prepared in accordance with *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance 2013*, and the NSW OEH documents namely *Interpreting Heritage Places and Items Guidelines 2005*, and the *Heritage Interpretation Policy 2005*. The interpretation strategy should be prepared and submitted at the same time as the Development Application for the proposed development at 2-22 William Street is submitted to Cumberland Council; and
- if all demolition works undertaken consider salvage of any original elements of the building. The list of items and materials to be salvaged should be developed by a qualified heritage consultant. Any material which is identified for salvaging should be photographed, tagged and catalogued by a heritage consultant and stored until reused in a secure, weather-proof location. The location of the storage should be ascertained by the proponent in consultation with Cumberland Council. It is also recommended that the interpretation strategy integrate the reuse of any salvage material.

The independent heritage advice on the proposal is provided in Attachment 5.

In addition to the specialist heritage peer review advice provided to Council, opportunities to incorporate a mechanism to capture the requirements outlined above will be explored as part of the new comprehensive Cumberland LEP.

Overshadowing

The proposed height control of 20 metres is not supported due to overshadowing impacts on land directly to the south. However, there is merit in progressing the proposal to the next phase of assessment with a 16 metre Height of Building control as:

- the FSR study that was undertaken to address the Cumberland IHAP (Attachment 6) concluded that an FSR of 1.7:1 and a height of 16.2m will deliver good amenity outcomes for the residents of the buildings and its neighbours, particularly the properties to the south;
- the study demonstrated that a compliant ADG and DCP option would ensure that there is no additional overshadowing impact to Nos. 11 and 13 First Street after 1pm, which is an improvement on the impacts generated by planning proposal request at a proposed height of 20m; and
- 16 metres is comparable with many other areas zoned R4 across Cumberland, and is considered to provide an appropriate scale of development in this location.

Central City District Plan

There is strategic merit in forwarding this proposal to DP&E for a Gateway Determination as the proposal can be considered to be consistent with the following Planning Priorities of the Central City District Plan:

- *C5. Providing housing supply, choice and affordability, with access to jobs and services:* the proposal provides for additional dwellings in close proximity to a large range of employment and services in Parramatta CBD
- *C6. Creating and renewing great places and local centres, and respecting the District's heritage:* the proposal facilitates redevelopment of an existing urban site including communal open space areas, presenting opportunities for renewal and social interaction; and
- *C9. Delivering integrated land use and transport planning and a 30-minute city:* the proposal supports this priority by placing housing in a location less than 30 minutes by public transport (bus) from Parramatta CBD.

Greater Sydney Region Plan

There is strategic merit in forwarding this proposal to DP&E for a Gateway Determination as the proposal can be considered to be consistent with the following Planning Directions of the Greater Sydney Region Plan:

- *A City for People and Housing the City:* the proposal provides additional housing capacity in Granville and will contribute to supply and diversity and of housing in the area; and
- *A well-connected city:* the proposal supports this objective by placing new housing in a location less than 30 minutes by public transport from jobs and services; and

Summary of Planning Proposal Controls

A summary of the evolution of the proposed planning proposal controls to this point is provided below.

	Existing Controls (Parramatta LEP)	Planning Proposal (Cumberland September 2016)	Revised Planning Proposal (October 2018)	Recommended Controls
FSR	1:1	1:7:1	1:7:1	1:7:1
Height	14m	19.2m	20m	16m
Heritage	10 William Street listed as Heritage item I205 in	Remove 10 William Street from Schedule 5 of the	Remove 10 William Street from Schedule 5 of the	Remove 10 William Street from Schedule 5 of the

	Schedule 5 of the <i>Parramatta LEP</i>	<i>Parramatta LEP</i>	<i>Parramatta LEP</i>	<i>Parramatta LEP</i>
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CONCLUSION:

It is recommended that the proposal be reported to Council seeking a resolution that the proposal be forwarded to DP&E for a Gateway Determination. This recommendation is being made as:

- the area is currently zoned to permit the development of residential flat buildings. The planning proposal is purely seeking a better urban design outcome by amending the current built form controls and removing the heritage item; and
- the recommended height of 16 metres is considered to generate an appropriate scale of development in this location.

The proposal is also generally consistent with the strategic directions set by the Central City District Plan and the Greater Sydney Region Plan.

CONSULTATION:

There are no further consultation processes for Council associated with this report.

FINANCIAL IMPLICATIONS:

There are no further financial implications for Council associated with this report.

POLICY IMPLICATIONS:

This report recommends that this matter be reported to Council for further consideration.

Should Council resolve to forward this planning proposal to the DP&E for a Gateway Determination, there will be a number of policy implications associated with the subsequent stages of the planning proposal process. These will be outlined in subsequent Council reports.

COMMUNICATION / PUBLICATIONS:

The final outcome of this matter will be notified in the newspaper. The objectors will also be notified in writing of the outcome.

REPORT RECOMMENDATION:

That:

1. Council proceed with the preparation of a Planning Proposal for 2-22

William Street, Granville (Lots 18 – 31 DP 2371 and SP 31488), with the following development standards:

- a floor space ratio of 1.7:1; and
 - a maximum building height of 16m;
2. That the proponent undertake the following, prior to any demolition approval if allowed:
- prepare an archival recording of the heritage item at 10 William Street as per the NSW OEH Guideline *How to prepare archival records of heritage items*;
 - organise for an interpretation strategy to be prepared by a qualified heritage consultant for the group of three cottages at 6, 8 and 10 William Street, and for this strategy to be integrated into any proposed development in accordance with *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance 2013*, and the NSW OEH documents namely *Interpreting Heritage Places and Items Guidelines 2005*, and the *Heritage Interpretation Policy 2005*. The interpretation strategy should also integrate the reuse of any salvaged material; and
 - organise for a qualified heritage consultant to prepare a list of items and materials to be salvaged. Any material identified for salvaging should be photographed, tagged and catalogued by a heritage consultant and stored until reused in a secure, weather-proof location. The location of the storage should be ascertained by the proponent in consultation with Cumberland Council.

ATTACHMENTS

1. Cumberland IHAP Report – 13 September 2017 [↓](#) 
2. Cumberland IHAP Recommendations - 13 September 2017 [↓](#) 
3. Revised planning proposal request report by Ethos Urban submitted to Cumberland Council on 16 October 2018 [↓](#) 
4. Revised planning proposal request concept scheme prepared by PTI Architects submitted to Cumberland Council on 16 October 2018 [↓](#) 
5. Heritage Advice provided by Extent Heritage on behalf of Council on 4 December 2018 [↓](#) 
6. FSR study prepared by Design Inc on behalf of Council on 27 February 2019 [↓](#) 
7. Heritage Impact Statement prepared by Archnex Designs [↓](#) 
8. Peer Heritage Review prepared by Heritage 21/Rappoport [↓](#) 