
Min.674 C09/19-194 Planning Proposal for 2-22 William Street, Granville

Resolved (Attie/Christou)

That Council:

1. Prepare a planning proposal for 2-22 William Street, Granville, with the following land use and built form controls:
 - a. Floor Space Ratio of 1.7:1
 - b. Height of Building control of 16 metres
 - c. Removal of local heritage item I205 known as 10 William Street (Lot 27 DP 2371) from Schedule 5 of the Parramatta Local Environmental Plan 2011.
2. Endorse that the planning proposal for 2-22 William Street, Granville, be forwarded to the Department of Planning, Industry and Environment for a Gateway Determination.
3. Prepare a Development Control Plan to provide further planning controls for the site, should a Gateway Determination be received.
4. Prepare a Voluntary Planning Agreement to derive public benefit, should a Gateway Determination be received.

A division was called, the result of the division required in accordance with Council's Code of Meeting Practice is as follows:

Councillor(s) For the Motion: Attie, Campbell, Christou, Cummings, Elmore, Garrard, Hamed, Huang, Lake, Saha, Sarkis, Zaiter and Zreika.

Councillor(s) Against the Motion: Nil

C09/19-196 Compliance and Enforcement Policy and Guidelines

This item was withdrawn by the Acting General Manager.

Min.675 C09/19-197 Periodic payment request for DA-2014/111/1 for 14 Civic Avenue, Pendle Hill

Resolved (Elmore/Lake)

That Council decline the request for periodic payment of development contributions for the development application at 14 Civic Avenue, Pendle Hill.

A division was called, the result of the division required in accordance with Council's Code of Meeting Practice is as follows:

Item No: C09/19-194

PLANNING PROPOSAL FOR 2-22 WILLIAM STREET, GRANVILLE

Responsible Division: Environment & Planning
Officer: Director Environment & Planning
File Number: SC183
Community Strategic Plan Goal: *A resilient built environment*

SUMMARY

This planning proposal seeks to amend the planning controls at 2-22 William Street, Granville, as follows:

- amend the Floor Space Ratio control from 1:1 to 1.7:1
- increase the Height of Building control from 14 metres to 16 metres
- remove the local heritage item I205, known as 10 William Street, Granville (Lot 27 DP 2371), from Schedule 5 of the *Parramatta Local Environmental Plan 2011*.

This proposal has been placed on preliminary public exhibition (pre-Gateway), and was reported to the Cumberland Independent Hearing and Assessment Panel in September 2017 and to the Cumberland Local Planning Panel in April 2019. The Panel supported the Council Officer's recommendation. The planning proposal has also been considered by the Cumberland Heritage Committee.

Community feedback was also sought on the local heritage item at this location, as part of consultation for the Cumberland Heritage Study being undertaken to support the new Cumberland Local Environmental Plan.

It is recommended that the planning proposal be forwarded to the Department of Planning, Industry and Environment for a Gateway Determination.

Should a Gateway Determination be received, further work on a site-specific Development Control Plan and Voluntary Planning Agreement will be undertaken, and a further report provided to Council.

RECOMMENDATION

That Council:

- 1. Prepare a planning proposal for 2-22 William Street, Granville, with the following land use and built form controls:**
 - a. Floor Space Ratio of 1.7:1**
 - b. Height of Building control of 16 metres**

- c. **Removal of local heritage item I205 known as 10 William Street (Lot 27 DP 2371) from Schedule 5 of the Parramatta Local Environmental Plan 2011.**
2. **Endorse that the planning proposal for 2-22 William Street, Granville, be forwarded to the Department of Planning, Industry and Environment for a Gateway Determination.**
3. **Prepare a Development Control Plan to provide further planning controls for the site, should a Gateway Determination be received.**
4. **Prepare a Voluntary Planning Agreement to derive public benefit, should a Gateway Determination be received.**

REPORT

Background

On 15 December 2015, a planning 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 Local Environmental Plan 2011* (LEP) to achieve a greater height and density on the site to enable the development of a seven (7) storey residential development.

The original planning proposal (December 2015) sought an increase in Floor Space Ratio (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*.

The original planning proposal was transferred to Cumberland Council following Council amalgamation in May 2016.

In September 2016, a revised planning proposal was lodged with Council. The revised planning 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.

In October 2018, the proponent submitted a further revised planning proposal (Attachment 1), responding to the concerns raised by the Cumberland Independent Hearing and Assessment Panel in September 2017. This further revised proposal sought a maximum FSR of 1.7:1, a maximum height of 20 metres and removal of the heritage item.

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



Figure 1: Planning proposal status

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 (Figure 2).



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).

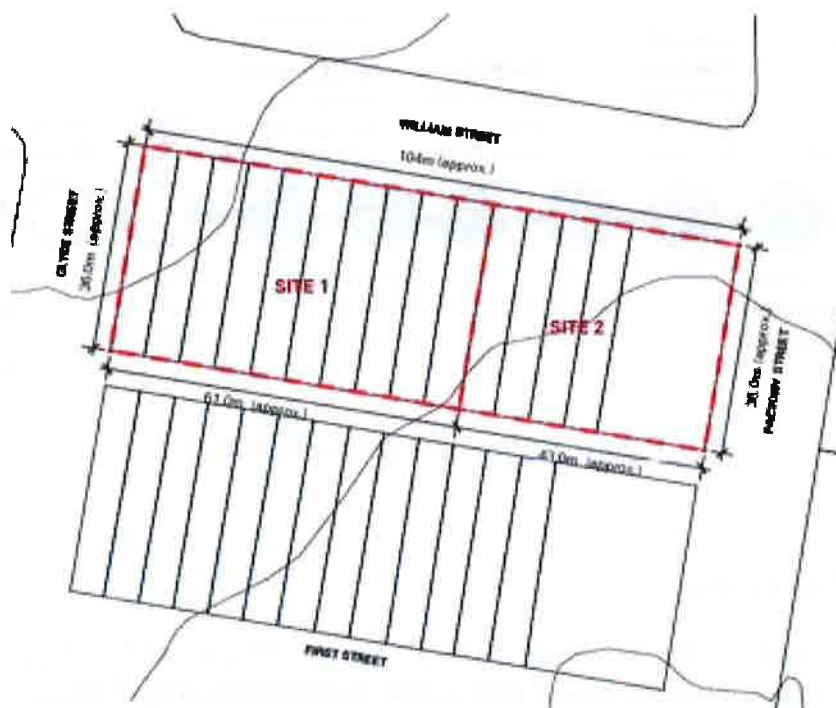


Figure 3: Overall site ownership pattern

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 Station, and about 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. The site is approximately 3km south of Parramatta CBD and 20km west of the Sydney CBD.

Planning Proposal

Current Planning Controls

Parramatta LEP 2011 applies to the site. The site is currently zoned R4 High Density Residential with a maximum Height of Building control of 14m and a Floor Space Ratio control of 1:1. This is shown in Figures 4 to 6.

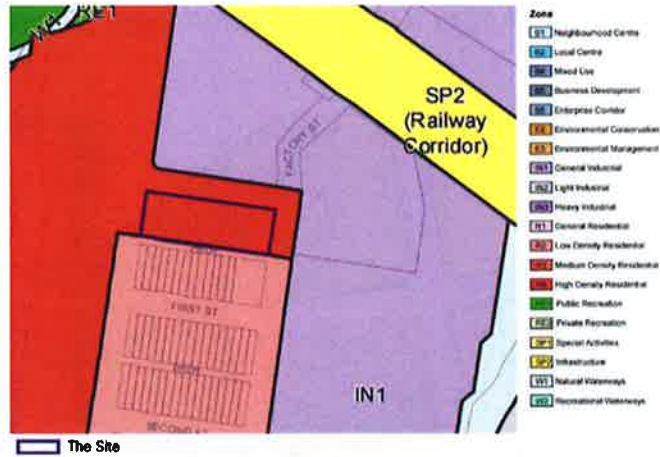


Figure 4: Current Zoning of R4 High Density Residential

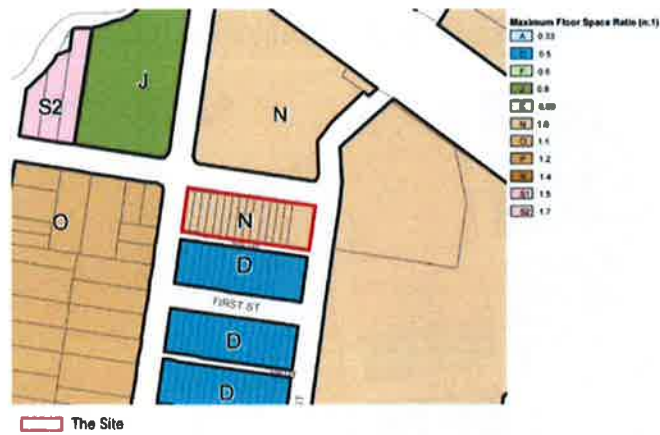


Figure 5: Current FSR (N = 1:1)

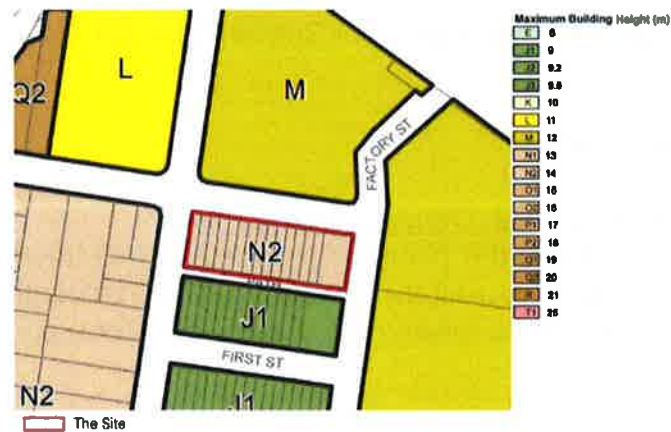


Figure 6: Current Height of Buildings (N2 = 14 metres)

Proposed Planning Controls

The planning proposal seeks to facilitate an increase in the floor space ratio (FSR) for the site from 1:1 to 1.7:1, and the maximum building height for the site from 14m to 20m (five storeys). A height of 16m (O2) is recommended, however. This is shown in Figures 7 to 8.

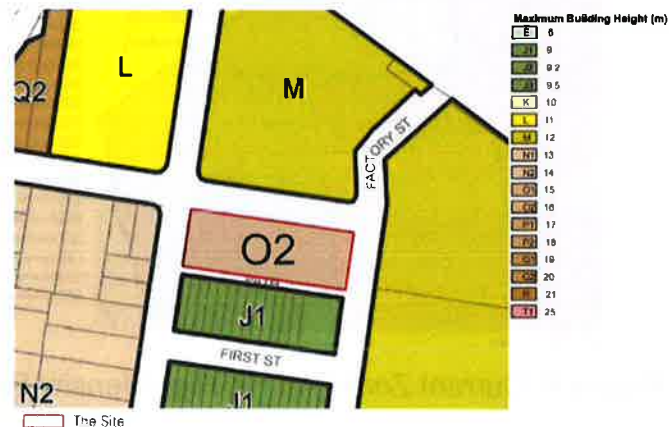


Figure 7: Proposed Height of Buildings (O2 = 16 metres)

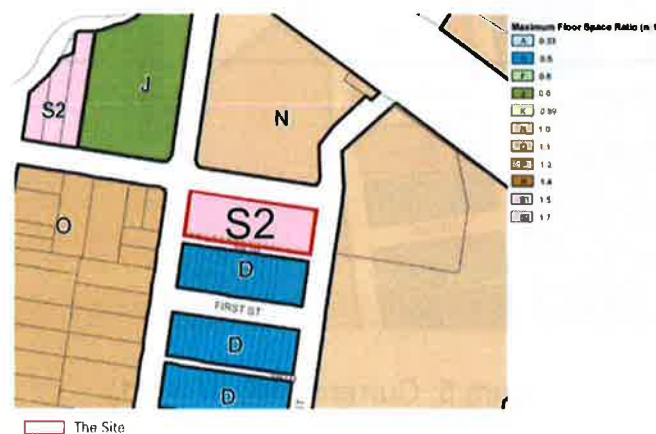


Figure 8: Proposed Floor Space Ratio (S2 = 1.7:1)

Strategic Merit Assessment

Land is currently zoned for High Density Development

There is merit in progressing the planning proposal to a Gateway Determination, 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.

Heritage

There is strategic merit in progressing the planning proposal to a Gateway Determination. 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, where as an example of historic values, it is quite isolated;
- as 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 is 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.

Independent heritage advice on the planning proposal is provided in Attachment 4.

Overshadowing

The proposed height control of 20 metres is not supported due to overshadowing impacts on land directly to the south. However, there is strategic merit in progressing

the planning proposal to the next phase of assessment with a 16 metre Height of Building control as:

- the Floor Space Ratio study that was undertaken to address the Cumberland IHAP (Attachment 5) concluded that an Floor Space Ratio 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 for the properties to the south;
- the study demonstrated that a compliant Apartment Design Guide and site-specific Development Control Plan 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 the further revised planning proposal 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 planning proposal to the Department of Planning, Industry and Environment for a Gateway Determination as it 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 planning proposal provides for additional dwellings in close proximity to a large range of employment and services in Parramatta CBD, and will help meet Cumberland Council's 5-year dwelling target of 9,530.
- *C6. Creating and renewing great places and local centres, and respecting the District's heritage:* The planning proposal facilitates redevelopment of an existing urban site including communal open space areas, presenting opportunities for social interaction.
- *C9. Delivering integrated land use and transport planning and a 30-minute city:* The planning proposal supports this priority by placing housing in a location less than 30 minutes by public transport from Parramatta CBD.

Greater Sydney Region Plan

There is strategic merit in forwarding this planning proposal to the Department of Planning, Industry and Environment for a Gateway Determination as it 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 planning proposal provides additional housing in Granville and will contribute to the supply and diversity of housing in the area.

- *A well-connected city:* The planning proposal supports this objective by placing new housing in a location less than 30 minutes by public transport from jobs and services.

Cumberland Local Planning Panel

The revised planning proposal (September 2016 proposal) was reported to the then Cumberland Independent Hearing and Assessment Panel (IHAP) meeting on 13 September 2017 (Attachment 3). The Cumberland IHAP recommended that the planning proposal be deferred to a future IHAP meeting (now Cumberland Local Planning Panel) and for Council to undertake the following:

- 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.

The further revised planning proposal (October 2018 proposal), together with the additional work undertaken by Council, was reported to the Cumberland Local Planning Panel on 16 April 2019 (Attachment 2). The report recommended that:

- 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;
- a voluntary planning agreement be negotiated between Council and the Proponent to ensure a public benefit is derived from the uplift value that this planning proposal will achieve.
- Council prepare site specific development controls that prohibit rooftop communal open space, specify the maximum number of storeys, and ensures an appropriate transition in built form between the higher density development on the site and neighbouring low density dwellings.
- 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.

The Panel supported the recommendation of Council officers (Attachment 2).

Recommended Planning Controls

A summary of the recommended planning controls for the proposal is provided in Table 1. This is based on a review of the proponent's proposed planning controls by Council officers and advice from the Cumberland Local Planning Panel.

Planning Controls (Parramatta LEP 2011)	Existing Controls	Proponent's Proposed Controls (October 2018)	Council Officers' Recommended Controls	Cumberland Local Planning Panel Advice	Recommended Planning Controls
Zoning	R4 High Density Residential	R4 High Density Residential	R4 High Density Residential	R4 High Density Residential	R4 High Density Residential
Height of Building	14 metres	20 metres	16 metres	16 metres	16 metres
Floor Space Ratio	1:1	1.7:1	1.7:1	1.7:1	1.7:1
Heritage Item	Item I205 identified	Remove	Remove	Remove	Remove

Table 1: Recommended planning controls for the proposal

Next Steps

It is recommended that the planning proposal be forwarded to the Department of Planning, Industry and Environment for a Gateway Determination.

Should a Gateway Determination be received, further work on a Development Control Plan will be undertaken to complement the planning proposal for the site. This will include controls to support an appropriate transition in built form between the higher density development on the site and neighbouring low density dwellings, guidance regarding the maximum number of storeys, and restrictions on rooftop communal open space. A further report will be provided to Council.

Should the planning proposal proceed to a Gateway Determination, negotiations on the public offer will be progressed and captured through a Voluntary Planning Agreement. A further report on the Voluntary Planning Agreement will be provided to Council.

COMMUNITY ENGAGEMENT

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

The further revised planning proposal (October 2018 proposal) was reported to the Cumberland Heritage Committee on 11 June 2019. No concerns were raised by the committee.

Community feedback was also sought on 10 William Street, Granville, which was one of ten (10) heritage items identified in Stage 1 of the Cumberland Heritage Study as no longer meeting the NSW Heritage Office's criteria for heritage significance. A consultation period was held from 8 July 2019 to 4 August 2019. No objections were received by the community to the removal of 10 William Street, Granville, from Schedule 5 of the *Parramatta LEP 2011*.

POLICY IMPLICATIONS

Policy implications for Council are outlined in the main body of the report.

RISK IMPLICATIONS

There are minimal risk implications for Council associated with this report.

FINANCIAL IMPLICATIONS

Financial implications for Council are outlined in the main body of the report.







CONCLUSION

It is recommended that the planning proposal for 2-22 William Street, Granville be forwarded to the Department of Planning, Industry and Environment 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 will facilitate the re-development of an underutilised site in close proximity to the Clyde and Granville Stations;
- the amendment of the current built form controls and removal of the heritage item at 10 William Street will result in a better urban design outcome;
- the recommended height of 16 metres is considered to generate an appropriate scale of development in this location; and
- the planning proposal is generally consistent with the strategic directions set by the Central City District Plan and the Greater Sydney Region Plan.

Should a Gateway Determination be received, further work on a site-specific Development Control Plan and Voluntary Planning Agreement will be undertaken, and a further report provided to Council.

ATTACHMENTS

1. Revised Planning Proposal Request Report and Concept Scheme submitted to Cumberland Council on 16 October 2018 [↓](#) 
2. Cumberland Local Planning Panel Report and Minutes – 16 April 2019 [↓](#) 
3. Cumberland IHAP Report and Recommendations – 13 September 2017 [↓](#) 
4. Heritage Advice Provided by Extent Heritage on behalf of Council on 4 December 2018 [↓](#) 
5. FSR study prepared by Design Inc on behalf of Council on 27 February 2019 [↓](#) 
6. Heritage Impact Statement prepared by Archnex Designs [↓](#) 
7. Peer Heritage Review prepared by Heritage 21/Rappoport P/L [↓](#) 