INNOVATIVE

ITEM NUMBER	14.1
SUBJECT	Draft Melrose Park Southern Structure Plan
REFERENCE	RZ/9/2016 - D06794666
REPORT OF	Senior Project Officer
APPLICANT:	HOLDMARK PROPERTY GROUP & GOODMAN LIMITED
LANDOWNER:	MULTIPLE

PURPOSE:

The purpose of this report is to assess a draft Structure Plan submitted by the Applicant (Holdmark and Goodman) that applies to land within the southern precinct of Melrose Park, and to seek an amended version to be placed on public exhibition.

RECOMMENDATION

(a) **That** the draft Structure Plan for Melrose Park South be amended to reflect the revised scheme prepared by Council officers as detailed in **Attachment 1** to this report.

(b) **That** Council publicly exhibit the amended draft Structure Plan for a period of 28 days in accordance with the consultation process outlined in this report.

(c) **That** a report be provided to Council on the outcomes of the public exhibition of the draft Structure Plan.

(d) **Further, that** a report detailing the structure plan implementation process, potential costs and funding mechanisms associated with the preparation of a Precinct Wide Planning Proposal for the Southern Precinct be put to Council following the public exhibition of the draft Structure Plan.

BACKGROUND

1. Council's Employment Lands Strategy (July 2016) identifies the Melrose Park precinct as suitable for redevelopment for non-industrial uses and requires a Structure Plan be prepared for the precinct to help guide future development. Further detail on this is provided in the detailed report at **Attachment 1**.
2. In early 2016, Payce, the major landowner in the northern precinct lodged a planning proposal and structure plan for land bound by Victoria Road, Wharf Road, Hope Street and Hughes Avenue which was progressed during the first half of 2016.
3. In August 2016, as a result of the significant consolidation of land north of Hope Street (over 85% owned by Payce), it was proposed to separate the structure plans into two parts, one applying to the northern precinct and the other applying to the southern part of the precinct. This approach was endorsed by Council at its meeting of 22 August 2016.
4. In mid-2016, Payce commissioned the preparation of a Transport Management and Accessibility Plan (TMAP) to assist in the planning for redevelopment of

this precinct by testing the traffic and transport capacity of the entire Melrose Park precinct once redeveloped. A TMAP reference group was set up to monitor and provide input into the TMAP process and included the following stakeholders: Council, State agencies (RMS, TfNSW and DPE) and applicants from the northern (Payce) and southern (Holdmark and Goodman) precincts. The TMAP tested a floor space ratio (FSR) range between 1.6:1 and 1.85:1 to help determine the capacity of the precinct from a traffic and transport perspective. The TMAP was completed in late 2017.

5. In late 2016, the two major landowners within the southern precinct, Holdmark and Goodman, collaborated to prepare a draft Structure Plan for the southern precinct on behalf of other smaller landowners within the precinct.

6. Over the course of 2017 and 2018, multiple versions of the draft Plan were prepared and considered by Council officers with feedback provided on each occasion.

7. In April 2018, a final draft version of the draft Structure Plan for the southern precinct was submitted and is the subject to this report (refer to **Attachment 2**). Full details of the applicant's draft Plan and the Council officer assessment are provided in the detailed assessment at **Attachment 1**.

SITE CONTEXT

8. The site subject to the draft Southern Structure Plan is bound by Hope Street, Wharf Road, Parramatta River and Atkins Road and is identified in **Figure 1** below. The site is approximately 19ha is size and consists of 22 land parcels under multiple ownership.

Figure 1. Land subject to the draft Structure Plan for the southern precinct of Melrose Park

9. The majority of the precinct is zoned IN1 General Industrial in Parramatta LEP 2011, with current land uses including a variety of general industrial operations,

open space along the river foreshore and Melrose Park Public School. The school is not subject to change under the draft Structure Plan. The precinct is surrounded by predominantly low density residential development to the east and west. Directly north of Hope Street is the Northern Precinct which is currently the subject of a Planning Proposal that will allow significant residential development and a new town centre and is expected to proceed to public exhibition within the second half of 2019.

10. The precinct contains a riparian corridor along the foreshore consisting of ecologically significant vegetation, an item of local heritage significance at 64 Hughes Avenue (I64 under PLEP 2011), contamination risks, limited public transport services, high voltage power line easement, proposed Parramatta Light Rail Stage 2 and a highly fragmented land ownership pattern.

THE ROLE OF THE STRUCTURE PLAN

11. A structure plan is intended to act as a guiding document for future redevelopment of an area. It provides high-level strategic principles and identifies indicative locations for new infrastructure such as open space, roads and retail commercial areas. It also provides indicative locations of proposed density, however it is important to emphasise that this is subject to further urban design analysis and testing to determine whether the proposed density is suitable for a particular location. A structure plan does not directly amend any planning controls currently applicable to a site.

APPLICANT'S DRAFT SOUTHERN STRUCTURE PLAN

12. The draft Plan does not directly rezone properties or amend applicable planning controls but is instead intended to act as a guide to inform future redevelopment of the precinct. The draft Plan is informed by a number of guiding principles that aim to improve amenity, increase connectivity within the precinct and the surrounding area, introduce residential development and achieve sustainable development outcomes.

13. The draft Plan proposes to enable a minimum of 15% of developable land for open space in addition to a playing field and provide bicycle and pedestrian links to encourage active transport. New roads are proposed to integrate with the existing street network with matching widths in most locations.

14. The draft Plan identifies a predominantly high density residential environment with building heights ranging from 3-4 storeys at street level, a continuous 7-8 storey scale along the waterfront up to a maximum 18 storeys in some locations.

15. The draft Plan indicates an average floor space ratio (FSR) of 1.8:1 across private land. Different constraints on each lot result in adjusted FSRs for individual parcels ranging from 1.4:1 to 2:1.

16. Approximately 343,097m^2 of residential floor space is proposed to be provided in addition to 3,000m^2 of non-residential floor space for retail/commercial/community uses.

17. Under the applicant's draft Plan, this could result in approximately 4,028 units and over 9,200 new residents.

OVERVIEW

18. Key elements of the Applicant's draft Structure Plan include:

- The creation of a connected and legible precinct with the majority of roads proposed to be 20m wide to be consistent with existing roads, accommodate on-street parking, provide for active transport and to create an appropriate scale of development.
- The provision of active and passive open space areas including a playing field that are connected with existing open space.
- The provision on non-residential floor space for retail/commercial use and community facilities.

19. These elements are principally supported, however Council officers have identified opportunities to improve the Applicant's draft Plan. These improvements relate to:

    - Density, transition and built form
    - Open space and ecological impacts
    - Social infrastructure provision
    - Connectivity

    Full details are provided in **Attachment 1** to this report.

20. There are three sites identified in the Applicant's draft Plan that are not considered suitable for development for reasons relating to visual and physical connectivity to the foreshore and the perception of density within the precinct. These include:

    - The 12 storey building at the northern end of the new north-south road parallel to Atkins Road. This building needs to be repositioned to align with buildings on the western side of the street.
    - The 8 storey building at the western end of Andrew Street. This site needs to be reconfigured to ensure the view from Andrew Street is not obstructed by development.
    - The 4 storey building within the foreshore area on the corner of Waratah Street and Mary Street. This is addressed later in the Open Space section of the report.

21. A number of proposed amendments are recommended to be made to the draft Plan by Council officers prior to exhibition. Key changes include:

    - A reduction in overall floor space ratio (FSR) from 1.8:1 to 1.7:1, which will result in a lower dwelling yield reducing additional demand on existing and future infrastructure and reducing the scale of the future buildings.
    - Relocation of the proposed playing field to a more central location at 6 Hope Street. As this site is wholly owned by Goodman it therefore enables the lost GFA from the playing field area to be redistributed on the remainder of this property so no net loss in GFA is experienced by the landowner.
    - The area around the heritage listed Bulla Cream Dairy site referred to as an 'Investigation Area' until further details are known in relation to the proposed Parramatta Light Rail Stage 2 alignment.
    - Removal of the 4 storey building located within the foreshore area near the corner of Mary Street and Waratah Street adjacent to the riparian corridor. The GFA from this site can be redistributed onto the other Holdmark-owned land so no net loss in GFA is experienced.

- Other street realignments and height redistributions as detailed the Council officer preferred scheme identified in **Figure 2** below. This includes the widening of Mary Street on the southern boundary of the primary school from 16m to 20 and removal of the proposed share way between the foreshore building and foreshore open space.

Figure 2. Council officers' preferred scheme

22. Consideration has also been given toward the implementation of the structure plan and complexities relating to the best approach to manage the subsequent planning proposal phase and process once the structure plan has been finalised. In particular, Council officers consider that the implementation of the draft Structure Plan be carried out via a Precinct Wide Planning Proposal rather than through multiple site specific planning proposals. The fragmented land ownership pattern, the need to coordinate development outcomes and infrastructure provision is considered to be best addressed via a Precinct Wide Planning Proposal, DCP and contributions plan.

23. Given the funding implications of the above approach, a further report will be put to Council on the implementation of the Southern Precinct Structure Plan.

24. The submitted Structure Plan provides an indicative alignment of the proposed Parramatta Light Rail Stage 2 through the precinct. However, as any specific alignment through the precinct is not known and is still under investigation by Transport for NSW, it is recommended that the area bound by Atkins Road, Hope Street and Hughes Avenue (i.e. the north west portion of the Southern Precinct) be dealt with as an 'Investigation Area' in the Structure Plan until further information is available regarding the light rail alignment through this area.

CONSULTATION & TIMING

25. A consultation period of 28 days is proposed to be undertaken with the community, including residents within both the Parramatta and Ryde LGAs in addition to Ryde City Council and State Agencies (DPE, TfNSW and RMS). Submissions will be invited from community members and relevant stakeholders during the exhibition period, with the outcomes of the public exhibition to be reported to Council prior to finalising the Plan.

26. Upon finalisation of the structure plan and the precinct becomes subject to a planning proposal, consultation will be undertaken in accordance with the requirements of the *Environmental Planning and Assessment Act 1979* and any Gateway determination issued.

FINANCIAL IMPLICATION FOR COUNCIL

27. The financial implications for Council associated with this report include costs related to the exhibition process, which will include, advertising and landowner notification by a mail out. These costs are funded from the City Strategy Unit budget.

28. However, further costs are likely to be incurred (either by Council, or by the land owners who will be benefitting from the future rezoning or both) as part of the implementation of the Draft Structure Plan through the preparation of a Precinct Wide Planning Proposal.

29. A further report detailing the potential costs and funding mechanisms associated with the preparation of a Precinct Wide Planning Proposal will be put to Council following finalisation of the draft Structure Plan.

CONCLUSION

30. Following assessment and review of the applicant's draft Structure Plan for the Southern Precinct, it is recommended that the Plan be amended to reflect the revised scheme prepared by Council officers and that it be placed on public exhibition for a period of 28 days.

Amberley Moore
Senior Project Officer Land Use Planning

Michael Rogers
Land Use Planning Manager

Jennifer Concato
Executive Director City Strategy and Development

ATTACHMENTS:

1⇩	Detailed Assessment of the Draft Melrose Park Southern Structure Plan	27 Pages
2⇩	Applicant's Draft Melrose Park Southern Structure Plan	59 Pages

REFERENCE MATERIAL

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

BACKGROUND

1. Council adopted the Employment Lands Strategy (ELS) at its meeting of 11 July 2016, identifying Melrose Park as having redevelopment potential for non-industrial uses and that a Structure Plan be prepared (refer to **Figure 1**). As a result, redevelopment interest from landowners within the precinct increased significantly, particularly within the northern part of the precinct.

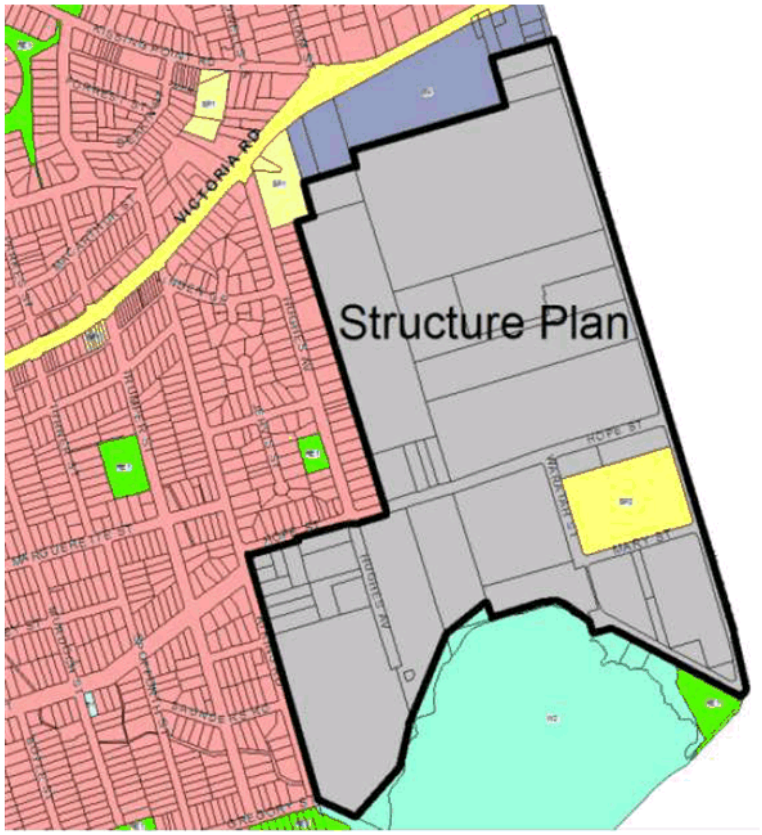

Figure 1. Melrose Park Structure Plan identified in the ELS

2. As part of the finalisation of the ELS and as a result of increased redevelopment interest in the precinct generally, a coordinated approach from Council was required to guide future redevelopment within the precinct. As a result, a Structure Plan Principles document was prepared and Council resolved to endorse this document for the purpose of further consultation with relevant landowners also at its meeting of 11 July 2016.

3. Subsequently, Payce, the major landowner in the northern precinct lodged a planning proposal and draft structure plan for land bound by Victoria Road, Wharf Road, Hope Street and Hughes Avenue which was progressed during the first half of 2016. As a result of the significant consolidation of land north of

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

Hope Street (over 85% owned by Payce), it was proposed to undertake the preparation of the structure plan process in two parts, one applying to the northern precinct and the other applying to the southern part of the precinct (refer to **Figure 2**).

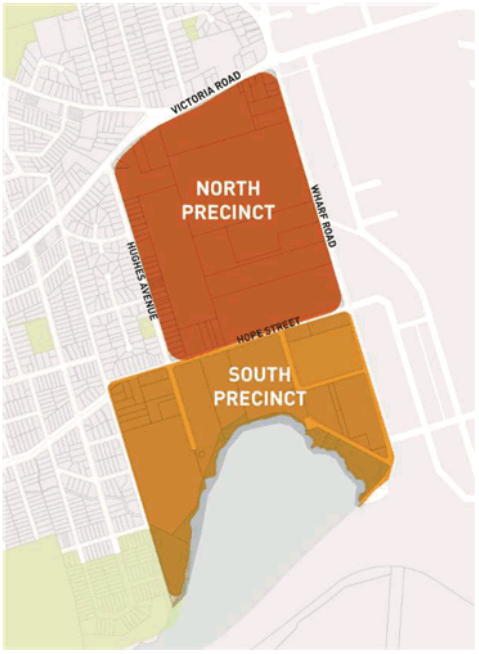

Figure 2. North and South Precincts

4. During this time, Council officers formally commenced discussions with Holdmark in May 2016 regarding the redevelopment potential within the southern precinct of Melrose Park, at which time a planning proposal was lodged for their sites at 30-32 Waratah Street and 112 Wharf Road.
5. In June 2016, landowners within the southern precinct were advised of the need to prepare a structure plan.
6. In late 2016, the two major landowners within the southern precinct, Holdmark and Goodman, collaborated to prepare draft Southern Structure Plan for the precinct on behalf of other smaller landowners within the southern precinct.
7. In February 2017, a landowner engagement session was undertaken to provide the opportunity for other landowners within the southern precinct to be involved in the preparation of the draft structure plan.
8. In June 2017, a preliminary draft Plan was submitted which was distributed to all southern precinct landowners for agreement. As a result of further consultation with landowners and Council staff, a further revised version was submitted in October 2017.
9. In November 2017, a draft Southern Structure Plan was formally lodged with Council for assessment. As a result of this assessment, a further draft Plan was submitted in December 2018.

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

10. A final draft Plan was provided to Council in April 2019 and is the subject to this report (refer to Attachment 2).

LOCAL STRATEGIC PLANNING CONTEXT

Employment Lands Strategy

11. Council adopted the Employment Lands Strategy (ELS) on 11 July 2016. The ELS provides the recommendations for the future direction of all "employment lands" within the Parramatta local government area. For the purposes of the ELS, Employment Lands include the following land use zones:

    - IN1 – General Industrial
    - IN2 – Light Industrial
    - IN3 – Heavy Industrial
    - B5 – Business Development
    - B6 – Enterprise Corridor.

12. Employment lands are separated into Precincts, each with its own recommendation. The Melrose Park Precinct is identified as Precinct 11 within the ELS and is currently zoned IN1 – General Industrial under Parramatta LEP 2011. The precinct recently accommodated a significant concentration of large-scale pharmaceutical companies; however, the area was identified as undergoing change as a result of the restructuring of the pharmaceutical manufacturing industry which has affected the viability of the uses within the precinct

13. Due to the size of the precinct, the changing nature of the pharmaceutical industry and locational constraints that impact on the viability of this precinct as an industrial area, the ELS recommends a structure plan be prepared for the management of this precinct that considers future employment uses in addition to opportunities for urban renewal.

The Role of the Structure Plan

14. A structure plan is intended to act as a guiding document for future redevelopment of an area. It provides high-level strategic principles and identifies indicative locations for new infrastructure such as open space, roads and retail commercial areas. It also provides indicative locations of proposed density, however it is important to emphasise that this is subject to further urban design analysis and testing to determine whether the proposed density is suitable for a particular location. A structure plan does not directly amend any planning controls currently applicable to a site.

Structure Plan Principles Document

15. The intention of the ELS initially required the preparation of one structure plan for the entire Melrose Park precinct (either Council led or developer led) to ensure the planning of the precinct occurred in a holistic and coordinated manner.

16. However, it became increasing apparent that it was not practicable to prepare one structure plan for the entire precinct and it was proposed to instead prepare two structure plans, one for the northern precinct and one for the southern precinct. The reasons for this were as follows:

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

- The high proportion of land ownership by Payce in the northern precinct was considered an advantage as it allows the majority of the northern precinct to be redeveloped in a congruent manner.
- The industrial sites not owned by Payce in the northern precinct still retained the capacity to redevelop separately in an orderly manner and consideration has also been given to the transition issues for the existing residential sites fronting Hughes Avenue to the west of the precinct and those properties on the eastern side of Wharf Road.
- Hope Street provides a logical boundary and separator between the northern and southern parts. Each part has unique site constraints and the individual structure plans can be tailored to address these issues. These issues include topography, environmental considerations, traffic and access requirements, the location and purpose of any retail or town centres, and provision of open space and employment opportunities.

17. As a result of the above, Council resolved at its meeting of 22 August 2016 to split the Melrose Park Precinct into two separate precincts in order to enable the delivery of a more manageable strategic planning process.

18. To support this recommendation of preparing two structure plans, Council officers had prepared a high level Melrose Park Structure Plan Principles document to assist with the assessment of any structure plan or proposal that applicants submit. This document was adopted by Council on 11 July 2016. Refer to **Figure 3** below.

19. The Structure Plan Principles diagram sets out 4 key principles:

    1) **Location of Centres** – Identifies the development of two commercial centres within the precinct. The primary centre located within the northern part of the precinct and is intended to provide higher order employment uses such as commercial and retail, including a full line supermarket. The secondary centre is proposed to be located within the southern part of the precinct (south of Hope Street) and is intended to have a stronger community function given its proximity to the existing primary school and provide a more localised retail and employment function servicing the needs of the local community.
    2) **Employment** – Reinforces Action A8 of the ELS which stipulates that all structure plan precincts at the very least will not reduce the existing employment levels identified within the Strategy. Both the northern and southern precincts are expected to contribute to providing employment generating uses in their respective areas.
    3) **Connectivity** – Identifies key vehicular, pedestrian and cycling connections which are required to ensure movement within the precinct is functional and convenient in supporting increased residential densities.
    4) **Foreshore Treatment** – A 30m to 40m river foreshore buffer zone is required to protect and reinforce the ecologically significant Ermington Bay wetland.

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

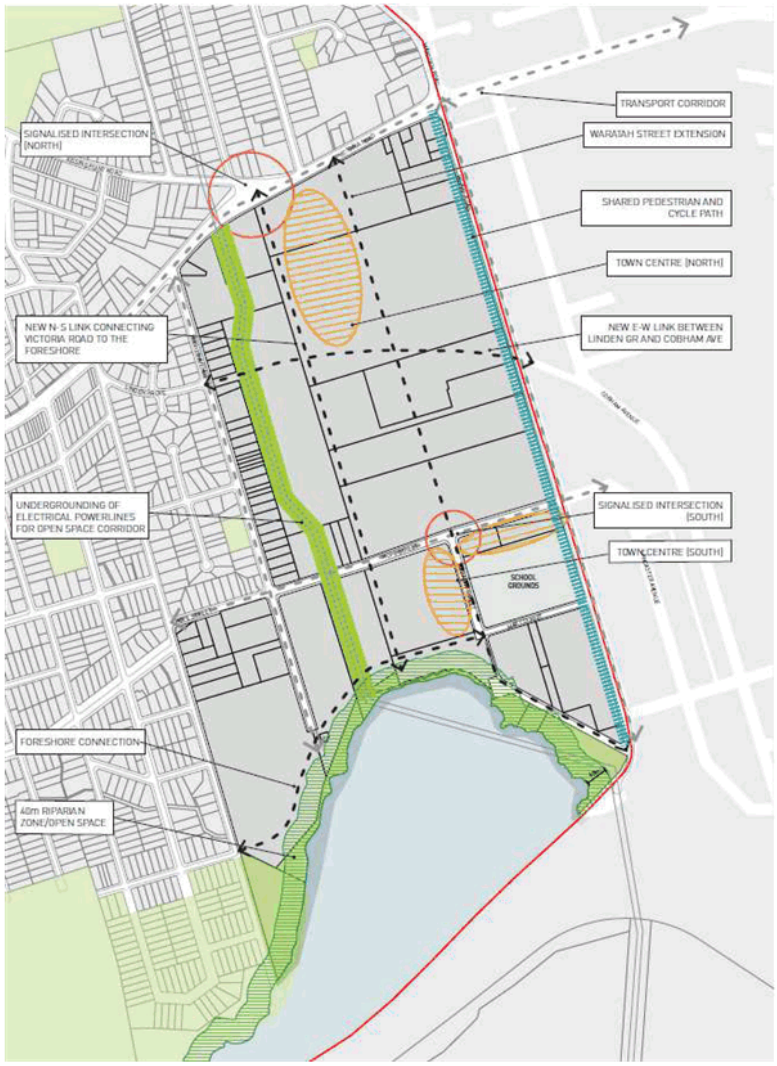

Figure 3. Melrose Park Structure Plan Principles Document

Development Interest in Melrose Park

20. Redevelopment interest in Melrose Park began to increase with the exhibition of the draft ELS in 2015/2016. The northern precinct experienced a higher level of interest with the lodgment of a draft structure plan and planning proposal by Payce in early 2016 for land at 38-40, 42 and 42A Wharf Road, followed by two additional planning proposals for land at 8 Wharf Road and 15-19 Hughes Avenue and 655 Victoria Road, all seeking a rezoning of their respective sites for predominantly residential uses. The Northern Structure Plan was endorsed by Council at its meeting of 12 December 2016. Subsequent to this, the planning proposals have been progressing, with all three proposals eventually combined to form the Melrose Park North Planning Proposal. This proposal

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

was given Gateway determination in September 2017 (with a number of conditions) and is now in the final stages of preparation prior to being reported to Council for endorsement to allow a formal community consultation process to occur.

21. There was also interest from landowners in the southern precinct to a lesser extent to redevelop their properties in 2016; however, due to the high number of landowners (in excess of 20), progression was slower than the northern precinct. Nonetheless, two planning proposals were lodged with Council in mid-2016 for sites at 1 Mary Street, 30-32 Waratah Street and 112 Wharf Road (Holdmark) and 6 Hope Street (Goodman). These proposals have not progressed due to the requirement to finalise a structure plan for the precinct prior to any rezoning of land occurring. Refer to **Figure 4** for a map of properties subject to lodged planning proposals in the southern precinct.

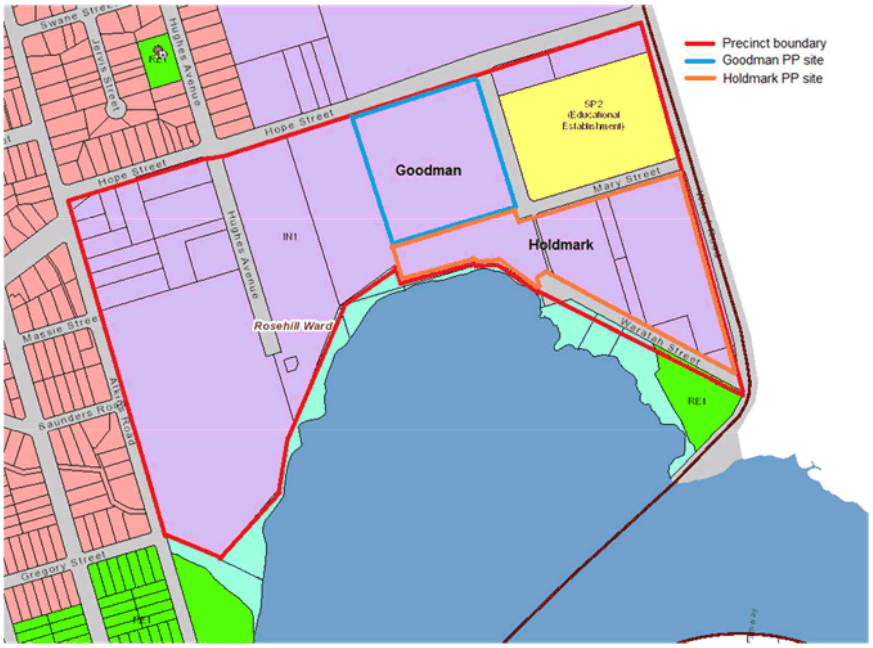

Figure 4. Properties subject to planning proposals in the southern precinct

22. There has been some interest from remaining landowners in the southern precinct to redevelop, however there are also a number who have not expressed an interest. With the exception of the properties owned by Holdmark and Goodman, it is anticipated that redevelopment of the remaining sites will be slower.

TRANSPORT MANAGEMENT AND ACCESSIBILITY PLAN (TMAP)

23. Early in the planning process for the urban renewal of the Melrose Park precinct it was identified that traffic and transport is a key consideration due to the extensive changes in land uses and density that are proposed to occur. In mid-2016, Payce commissioned the preparation of a Transport Management and Accessibility Plan (TMAP) to assist in the planning for redevelopment of

this precinct by testing the traffic and transport capacity of the entire Melrose Park precinct once redeveloped. A TMAP reference group was set up to monitor and provide input into the TMAP process and included the following stakeholders: Council, State agencies (RMS, TfNSW and DPE) and applicants from the northern (Payce) and southern (Holdmark and Goodman) precincts. The TMAP tested a floor space ratio (FSR) range between 1.6:1 and 1.85:1 to help determine the capacity of the precinct from a traffic and transport perspective. The TMAP was completed in late 2017.

24. The TMAP is one component that will be used to determine the appropriate density within the Melrose Park precinct. The extent of development in the precinct will also need to be informed by more detailed urban design testing. The TMAP was prepared for the entire precinct and led by Payce, and is a supporting technical study for any planning proposals in the precinct and will need to be considered by all landowners when formulating redevelopment proposals for their respective sites. The draft Southern Structure Plan has been informed by the outcomes of the TMAP, including the proposed density and street network. However, the TMAP document must be endorsed by the Department of Planning and Environment prior to any planning proposal in the precinct proceeding to a formal consultation stage. As was the case with the northern structure plan endorsed by Council in December 2016, the progression of the southern structure plan is not dependent upon the finalisation of the TMAP. Details of the TMAP are expected to be released as part of the reporting and exhibition phases of the Melrose Park North Planning Proposal in the coming weeks.

THE SITE

25. The site subject to the draft Southern Structure Plan is bound by Hope Street to the north, Wharf Road to the east, Parramatta River to the south and Atkins Road to the west. It is located approximately 6km east of the Parramatta CBD and adjoins the Ryde Local Government Area (LGA). **Figure 5** below identifies the land subject to the draft Plan.

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

Figure 5. Area subject to the draft Southern Structure Plan outlined in yellow

26. The area subject to the draft Plan is approximately 19ha in size and consists of 22 land parcels and 20 separate ownerships in addition to multiple strata-owned properties.

27. The area was formerly agricultural land that has been progressively subdivided over the years, with the existing industrial precinct being developed in the mid-twentieth century. In recent years, the precinct has been in decline due to relatively poor access and a change in the nature of the pharmaceutical manufacturing industry which was been the primary industrial operation. Large, purpose built buildings have limited ability to be repurposed and as a result employment growth in the precinct has been stagnant.

Current Land Use

28. The land within the draft Southern Structure Plan currently contains the following land zoning and are represented in **Figure 6**:

- IN1 General Industrial
- SP2 Infrastructure (Education facility)
- RE1 Public Recreation
- W2 Recreational Waterways

29. The land zoned IN1 General Industrial contains a variety of industrial premises such as pharmaceutical manufacturers, freight distribution, food manufacturing and ancillary administration uses and has been operating as an industrial

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

precinct since the 1950s. With the change in nature of the pharmaceutical manufacturing industry, many of the manor tenants in this precinct have relocated.

30. The precinct also contains Melrose Park Public School along the Wharf Road/Waratah Street boundaries which was established in 1945.

31. The topography of the site is relatively level with a north-south slope from Hope Street towards the river.

32. The site is surrounded by low density residential areas in both the Parramatta and Ryde LGAs to the east and west, with Parramatta River on the southern boundary and industrial land subject to the Northern Structure Plan to the north.

33. There is one residential property within the precinct, located at 64 Hughes Avenue. This property is a brick bungalow and is listed as a local heritage item referred to as I64 "Bulla Cream Dairy" within Schedule 5 of the Parramatta LEP 2011. Further details on the heritage significance of this property are provided later in this report.

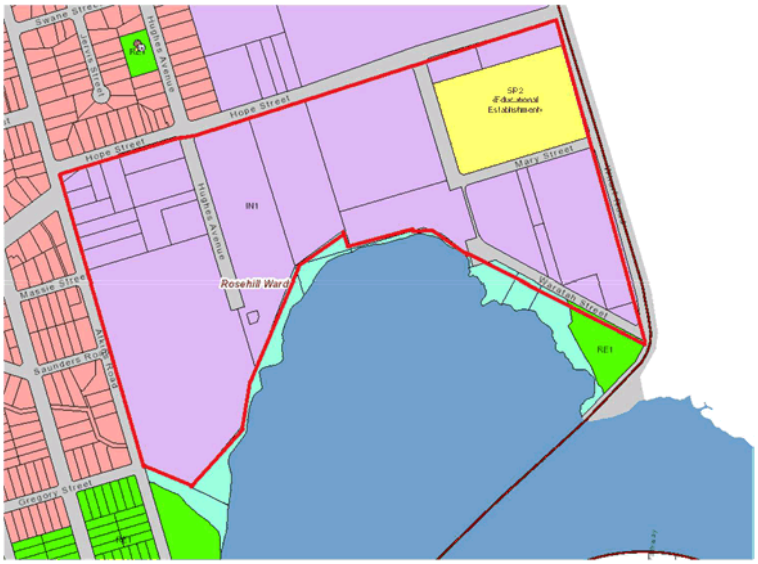

Figure 6. Applicable land use zones

Land Ownership

34. In contrast to the northern precinct, which is predominantly under single ownership, land ownership in the southern precinct is highly fragmented and comprises 18 properties and over 20 landowners including strata owned properties.

35. The major landowners, being Holdmark and Goodman together own approximately 63% of land within the precinct. The recent purchase of additional land by Holdmark makes them the largest landowner within the precinct with approximately 49% land ownership. The remaining landowners comprise of George Weston Foods and Direct Freight Express and a number of smaller operations. The Department of Education is also a large landowner,

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

however this land, in which Melrose Park Public School is situated, although within the structure plan area, is not subject to the proposed structure plan provisions. Refer to **Figure 7** for a map of land ownership within the southern precinct.

36. The key landowners of Holdmark and Goodman are leading the structure plan process on behalf of all landowners within the precinct and have provided opportunities for the remaining landowners to be involved throughout the process. This has been in the format of a stakeholder engagement session, meetings and opportunities to provide written feedback on the preliminary plan before it was submitted to Council for assessment.

Figure 7. Southern precinct land ownership

Access

37. Victoria Road provides the primary access into the precinct, with Wharf Road and Hughes Avenue the major north-south connections and Hope Street the only east-west connection through the precinct. These roads service residential and commercial traffic and have carrying capacity for large trucks.

Services

38. The precinct is developed and therefore has existing water, sewer, telecommunications and gas trunk services. These services will need to be augmented to service any future higher intensity development. The precinct is also affected by two easements associated with significant infrastructure items. High voltage power lines are present in the precinct which run along the western boundary of the northern precinct before crossing over Hope Street and entering the southern precinct at 4 Hope Street. They then continue in a south-easterly direction landing at the end of Wharf Road before crossing over Parramatta River into Wentworth Point. A high pressure oil pipeline is also present in the precinct, running in an east-west along the southern edge of

Hope Street and south into Waratah Street. There are also significant water pipelines running along Hope Street which is critical infrastructure for water provision to Sydney residents.

Heritage

39. The southern precinct contains three (3) items of local heritage significance which are contained within Schedule 5 of the Parramatta LEP 2011. They include:

Item Name	Wetlands	Bulla Cream Dairy	Ermington Wharf
Address	Parramatta River	64 Hughes Avenue, Ermington	Wharf Road (end of)
Item No.	I1	I64	I82

Table 1. Heritage items within the southern precinct

40. The Applicant prepared a Heritage Assessment and Heritage Impact Statement for the site which recommended that the Wetlands and Ermington Wharf be retained and respected, and that an appropriate buffer zone between the wetlands and future redevelopment be applied.

41. The item at 64 Hughes Avenue is a single storey brick bungalow that was constructed in 1925 and is on the corner of Hope Street. The Applicant's review recommends the item be retained. Initially thought to be associated with the operations of the Bulla Cream Dairy that occupies part of the site, a subsequent heritage review undertaken by Council of this item revealed that it has no historical connection to Bulla but is instead the residence of the original Swane's Nursery that began operating at this location prior to 1920. In addition to the residence, the surrounding landscaped area also contains tree plantings which are considered to have heritage significance. The site also contains buildings that are associated with the more recent operations of the Bulla Cream Dairy. These buildings are not considered to have heritage significance or contribute to the significance of the residence.

Contamination

42. Due to the industrial uses within and adjacent to the site, a preliminary investigation was undertaken of the site and revealed there is a risk of contamination from current and historical operations including storage, handling, processing / use and transportation of petroleum products, chemical and hazardous substances. As a result, it is expected that there is a moderate-high risk of contamination from the use of chemical products and it is anticipated that some level of site remediation and / or environmental management will be required in order to satisfy the requirements of SEPP 55 – Remediation of Land.

43. It is recommended that further investigations be undertaken to determine the full extent of any contamination and enable the development of a remediation / management approach (where necessary) to enable redevelopment of the site for non-industrial uses as part of any future planning proposal.

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

Vegetation

44. The Melrose Park South precinct is heavily developed with no major public open space areas. A number of the industrial sites contain tree plantings with large eucalyptus the predominant species and the river foreshore is characterised by dense mangrove vegetation. There is a small space at the southern end of Wharf Road which contains a grassed area, however this mostly dominated by hard surfaced car parking associated with the adjoining boat ramp and is largely otherwise unusable for recreational activities.

Ecology

45. A riparian corridor containing ecologically significant mangrove vegetation along the Parramatta River foreshore isolated on the southern boundary of the precinct. This sensitive foreshore area is subject to an ecological buffer zone and development options are limited to ensure minimal impact.

Flooding and Drainage

46. Land subject to the draft Southern Structure Plan area is not identified as being affected by the 1 in 100 year probable maximum flood (PMF) extent, however it is likely to be subject to overland storm water flooding. This matter will be addressed in more detail when refining the planning controls for the precinct as part of the progression of respective planning proposals and the precinct-wide Development Control Plan (DCP).

47. Several drainage lines and associated easements are present across the precinct and are generally located along pre-existing low points and drainage paths to Parramatta River. Further investigation into water management throughout the precinct and how this will need to integrate into future development will also be required when further refinement of the planning provision for the precinct is undertaken.

Public Transport

48. The State government has announced a proposed Parramatta Light Rail Stage 2 route through Melrose Park. The alignment, as announced, is identified to be located along Hope Street before turning south and crossing over Parramatta River into Wentworth Point. The alignment is yet to be finalised and the draft Plan has been developed to provide flexibility to accommodate changes to the route if required, therefore identifying the indicative location only.

ASSESSMENT OF APPLICANT'S DRAFT SOUTHERN STRUCTURE PLAN

49. This section considers the applicant's draft Southern Structure Plan illustrated in **Figure 8** below and provides responses to the issues raised by Council officers. The applicant's draft Plan considers the layout of the Northern Structure Plan (adopted December 2016) and the proponent's suggested location of the Parramatta Light Rail Stage 2 through the precinct. TfNSW is currently investigating the route along Hope Street and Waratah Street through the precinct. The draft Plan will be subject to further revision when TfNSW has further progressed the light rail investigations and as the planning of this precinct is further refined.

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

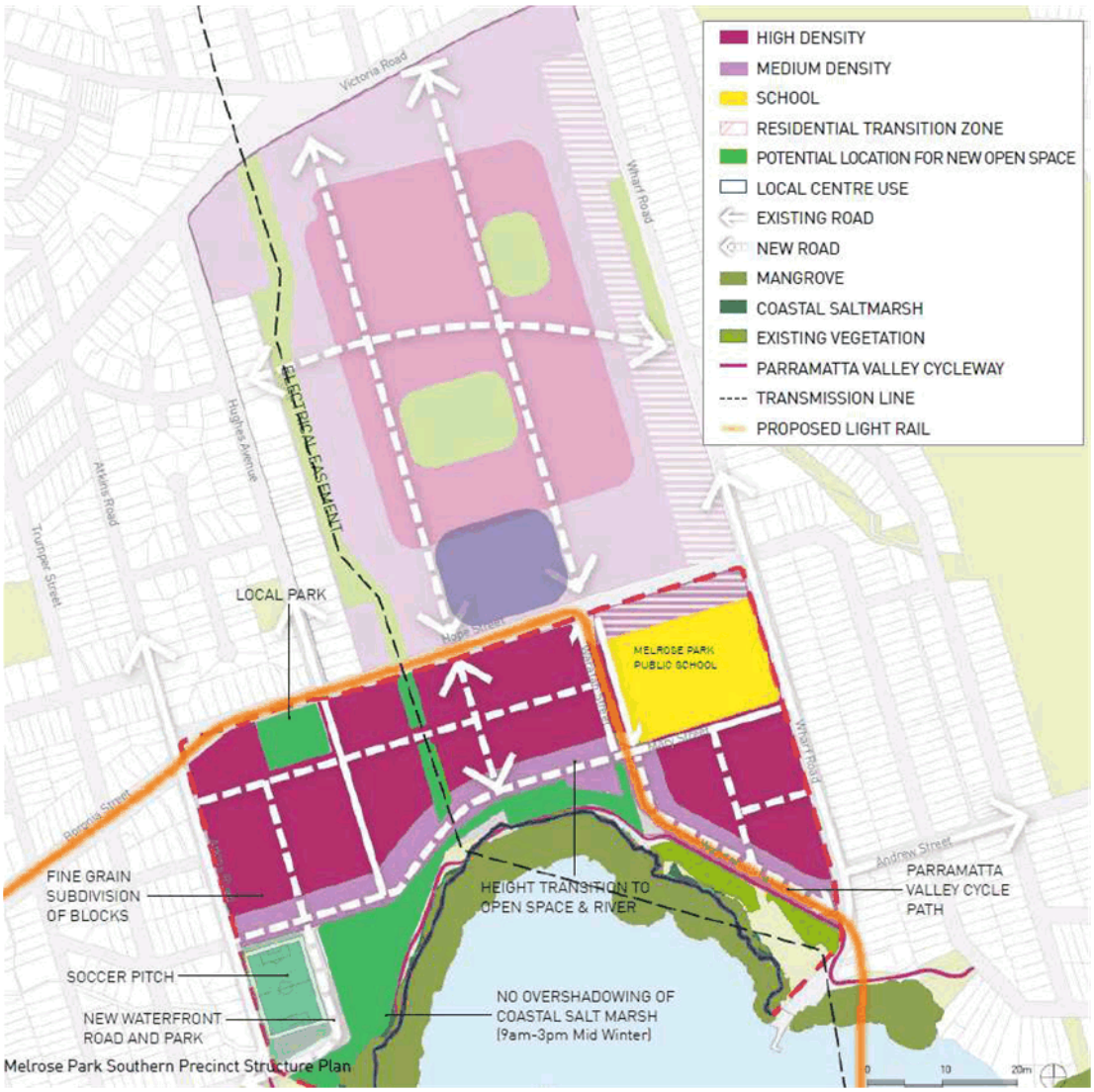

Figure 8. Applicant's Draft Southern Structure Plan

50. The draft Southern Structure Plan has been informed by the following urban design Guiding Principles based on ongoing feedback from Council officers, which provide a framework for future development within the precinct. The draft Plan is built upon Council's earlier Structure Plan Principles document but has resulted in some changes relating to the location and size of the retail/commercial area.

    - **New Waterfront Community** – Aims to redefine Melrose Park and improve the amenity of the urban environment, provide housing options that

13

maximise the waterfront location and create an integrated network of new and existing open space areas.

- **A Connected Precinct** – Aims to create a permeable and legible public domain, improve existing streets with new planting and footpaths to soften the transition from industrial to low density residential areas in the east and west, and introduce new streets that respond to and integrate into the northern precinct pattern.
- **An Appropriate Scaled Precinct** – Introduces a range of building heights and provide streetscapes at a human scale.
- **A Sustainable Precinct** – Ensure that sustainability goals are met or exceeded and manage building form to reduce overshadowing on open spaces and ecologically significant vegetation.

Density, Transition and Built Form

51. The draft Plan identifies a predominantly high density residential environment up to 18 storeys in some locations, with a transition to lower scale residential flat buildings indicated towards the waterfront.

52. The indicative built form is based upon the following:

- A range of building heights to create variety in the urban form
- A 'human' scale of generally 3-4 storeys at street level
- A continuous 7-8 storey general scale along the waterfront
- A maximum building height of 18 storeys
- Flexible building envelopes and appropriate setbacks
- Amenity for future residents with consideration to solar access, access to open space and public domain; and
- A permeable road network that retains or establishes views through the precinct and to the river foreshore.

53. The built form provided demonstrates a scenario that could be achieved in the precinct; however, due to the fragmented ownership and varying levels of redevelopment interest, the final draft Plan will be subject change depending on the stages of redevelopment and specifics of any future development proposals.

54. The draft Plan indicates an average floor space ratio (FSR) of 1.8:1 across private land within the precinct. Different constraints of each lot result on adjusted FSRs for each parcel and range from 1.4:1 to 2:1. Refer to **Figure 9** for a breakdown of allocated FSRs for each lot.

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

Figure 9. Applicant's FSR allocations for each lot

55. The overall gross floor area (GFA) is indicated at 345,368m^2 which consists of 342,368m^2 of residential floor space and 3,000m^2 non-residential floor space. The approximate dwelling yield that could result from this GFA is 4,027 dwellings. Note that this residential GFA is inconsistent with the figure stated in the above **Figure 9**, also included in the Applicant's draft Plan.

Council Officer Response

56. The Applicant's draft Southern Structure Plan has been assessed by Council's Urban Design team who raised concerns relating the proposed overall density within the precinct. Although the role of a structure plan is not to rezone a site or identify a final FSR or built form within the precinct, it does need to demonstrate that an appropriate scale of development can be achieved within the precinct as future planning proposals will be guided by the indicative built form identified within the Plan.

57. Throughout the development of the draft Plan, Council officers have raised concern over the proposed density within the precinct. Combined with the proposed density in the northern precinct and careful consideration is required to ensure that an appropriate density is apportioned to the southern precinct.

58. There are multiple factors that impact on the ability of a precinct to accommodate density such as location, topography, ownership patterns and environmental considerations. Key factors that affect Melrose Park South are the efficiency of the street blocks, the building heights, the component of open space and the foreshore setback. These are highlighted below.

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

59. The dimension of the proposed street blocks in the southern precinct do not create efficient blocks for development. Efficient street blocks have dimensions that relate closely to the footprint, height and separation distances of the proposed buildings and where the street blocks are unable to provide these dimensions, the capacity of the street block is reduced. The factors affecting the efficiency of the street blocks in the southern precinct include:

    Street layout – dictated by existing streets within and external to the precinct and those proposed in the northern precinct

    Street width – Due to the proposed density, new streets are required to be a minimum of 20m wide to ensure alignment as well as separation distances, solar access and on-street parking can be achieved.

    High voltage power line easement – the location of this easement running north-south along the western boundary of 4 Hope Street impacts on the dimensions of some street blocks and the locations of proposed streets.

    Proposed Parramatta Light Rail Stage 2 – A wide street easement is proposed to enable the interface between buildings and the public domain to be accommodated.

    Separation distances and solar access – Apartment Design Guide separation distances and solar access requirements must be accommodated. Taller buildings require greater separation distances and street setbacks which impact on the minimum block dimensions and this is exacerbated by the south facing slope of the site.

60. The maximum proposed building heights is 18 storeys with 8 storeys proposed along the foreshore. Although these heights reflect the waterfront location context and orientation of the precinct, they do impact on the capacity of the precinct to achieve the proposed density. Refer to **Figure 10** below.

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

Figure 10. Applicant's indicative building heights

61. The site design must have a legible structure and be organised to establish a character that responds to the topography and open space requirements to minimise the perceived density from within the precinct and surrounding area.

62. There are three sites that are not considered suitable for the development nominated in the draft Plan due to obstruction of view corridors and the ability to achieve contiguous open space, which are important in establishing a visual and physical connection with the river foreshore and reduce the perception of density within the precinct. These three sites are circled in purple in **Figure 10** and include:

    - The 12 storey building at the northern end of the new north-south road parallel to Atkins Road. This building needs to be repositioned to align with buildings on the western side of the street.
    - The 8 storey building at the western end of Andrew Street. This site needs to be reconfigured to ensure the view from Andrew Street is not obstructed by development.
    - The 4 storey building within the foreshore area on the corner of Waratah Street and Mary Street. This is addressed later in the Open Space section of the report.

63. The southern precinct of Melrose Park is relatively isolated and with the exception of the proposed light rail, is not serviced by any major public

transport and is dependent on the local bus service along Victoria Road and Hope Street to connect with larger centres. The proposed population based on the average household size for high density living at 2.3 persons per dwelling will be approximately 9,264 persons, which equates to approximately 486 persons per hectare and 211 dwellings per hectare. This is considered to be very high and will place additional demand on existing and future infrastructure in an already high constrained area. As a result, it is considered that the proposed FSR of 1.8:1 is too high for this precinct and it is recommended that the maximum FSR be 1.7:1 for the southern precinct.

64. This lower FSR will result in a reduction in dwelling numbers and population. Refer to the below **Table 2** for a comparison between the two FSRs and the proposed density in the northern precinct:

	Southern Precinct		Northern Precinct
	FSR @1.7:1	**FSR @1.8:1**	**FSR @1.85:1**
Dwelling yield (approx.)	3,770	4,028	5,007
Population	8,671	9,246	11,516
Residential GFA	320,510m^2	342,368m^2	425,500m^2

Table 2. FSR comparison

Open Space

65. The draft Plan proposes to enable a minimum of 15% (28,500m^2) of developable land (for use as open space, in addition to a playing field), to be provided within the precinct that cater for the active and passive recreation needs of future residents and that will integrate with the existing open space areas. New open space is proposed along the foreshore area adjacent to the riparian corridor and in the northern part of the site in the vicinity of Hope Street.

Council Officer Response

66. The provision of adequate open space is a key consideration for development in the precinct. In this regard, Council officers have concerns relating to potential overshadowing of the ecologically sensitive mangroves and the location of the proposed building within the foreshore area. Commentary is also made on the proposed road around the playing field in the western part of the precinct and the quantum of open space provided in the precinct. Detailed comments are included below.

67. Council's draft Social Infrastructure Strategy requires that a minimum of 20% of a site is provided as public open space for high density development. However, at the time of providing initial advice to the Applicant regarding open space requirements in the precinct, the draft Strategy had not been developed. As a result, advice provided stated that a minimum of 15% of developable land was to be provided as public open space within the southern precinct (excluding existing open space and the playing field). It is noted that the applicant's draft Plan provides percentage calculations for the proposed new areas of open space to demonstrate that the 15% requirement has been achieved, however

land size areas have not been provided which makes it difficult to determine whether the identified new open space areas combined meet the minimum 15% open space requirement. This information will need to be provided by the applicant.

68. Given the PLR Stage 2 alignment is yet to be finalised, should any proposed open space be required to accommodate the light rail, a commensurate amount will need to be provided elsewhere in the precinct. This will be addressed in more detail once the alignment in finalised.

69. Council officers will also not support the use of key areas of public open space for the use of storm water management infrastructure, such as detention basins, that will affect the usability of the space and alternative locations or techniques must be sourced. Further detail will also need to be provided from the applicant regarding the proposed uses within the high voltage power line easement to determine its usability and functionality as public open space and how the interface with any adjoining development will be addressed.

Foreshore Building and Riparian Corridor Overshadowing

70. The proposed four storey building located within the foreshore open space area near the corner of Mary Street and Waratah Street is of particular concern from an urban design and ecological perspective. It is recommended that this building be removed and the floor space be redistributed onto the remaining Holdmark-owned land to ensure no net loss of GFA as a result.

71. The foreshore area is also subject to a riparian buffer zone of 40m that reflects best practice under the Office of Water guidelines to avoid impacts to adjoining high conservation value areas identified as Coastal Wetlands under SEPP (Coastal Management) 2018) and 'Wetlands Protection Area' under SREP (Sydney Harbour catchment (2005). Previous advice from Council officers indicted that this buffer is slightly flexible and could be reduced to 30m in some locations providing it was then proportionally increased in other locations. Significant concerns are raised with the location of this building within the foreshore open space as it compromises the intent and function of the open space buffer zone, which is exacerbated by the proposed 20m wide foreshore road, reducing the width of the buffer zone significantly to approximately 10m.

72. Building development within this zone is also inconsistent with the Office of Water guidelines for Riparian Corridors which states that no buildings or roads are permitted within the 30m Vegetated Riparian Zone, and NSW Wetlands Policy which states that:

> *"Maintaining adequate vegetated buffers around wetlands play an important role in maintaining wetland health…This buffer helps to maintain and protect ecological processes and functions of the wetlands. Buffer reduce changes to subsurface and surface water flows; sedimentation or erosion; increases in noise and temperature; toxins, bacteria and viruses; physical intrusions and disturbances; and the introduction of weeds and pest species."*

73. In addition, despite the indicated shared zone between the proposed building and the foreshore area, a building in this location will likely reduce the perception that the adjoining foreshore is public land. The foreshore open space needs to be clearly separated by a public road to maximise accessibility /

permeability whilst minimising the potential for conflict between private residential and public recreation land uses. Providing this separation also reduces the potential for the open space to be perceived as privatised space.

74. Concern is raised regarding the potential overshadowing of the ecologically significant Ermington Bay as a result of the proposed building heights adjacent to the foreshore area. Although building heights along the river are proposed to be stepped down, there are still concerns the shadows generated from these buildings will impact on the adjacent riparian corridor. Future development will need to ensure appropriate solar access to the riparian corridor and the adjoining wetland is provided, particularly as saltmarsh communities are extremely sensitive to changes in microclimate. Shading of these areas is likely to have negative impact, potentially resulting in dieback and/or changes on species composition. Therefore, future development will need to ensure that solar access is provided to these areas between 9am and 3pm.

75. Although the proposed overshadowing controls are largely considered to be acceptable for the majority of the precinct with the exception of the foreshore area, no overshadowing analysis of the proposed built form has been provided and therefore it is difficult to determine the full extent of any overshadowing and the impacts this may have on open space and vegetation. Providing this level of analysis is beyond the scope of the structure plan, but this principle should inform part of any future development proposal in this area.

Playing Field

76. In relation to the proposed sporting field in the western part of the precinct along Atkins Road, Council officers are supportive of the provision of this facility and acknowledge that the identified location of the playing field in the applicant's draft Plan could be provided. However, Council officers consider that locating it in a more accessible position is more suitable, and recommends that it be relocated adjacent to the new primary north-south road between Waratah Street and Hope Street and the foreshore area. The playing field is intended for informal active recreation uses by local residents and not for formal organised sports and therefore vehicular access is not considered critical. The recommended new location of the playing field is wholly within 6 Hope Street, owned by Goodman and therefore enables the lost GFA from the playing field area to be redistributed on the remainder of this property so no net loss in GFA is experienced by this landowner.

Social Infrastructure

77. The draft Plan proposes to incorporate facilities to encourage active uses, such as a community centre near the existing Melrose Park Public School and two small retail centres in the east and west parts of the precinct that cater for local convenience needs. The applicant's draft Plan identified the need for 188 child care places, 272m^2 additional library floor space and 780m^2 of floor space for a community centre. Note that the provision of infrastructure is beyond the scope of a structure plan and this will be addressed as part of any future planning proposal and will be delivered via a future contributions plan and / or VPA.

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

Council Officer Response

Child Care and Out of School Hours (OOSH)

78. Child care services are essential to support the liveablity and positive child development in this future community. Council officers have identified that the existing child care facilities within the Melrose Park catchment area are currently at capacity and that the anticipated population growth in the precinct will increase the demand on these services. This is also noted within the Applicant's draft Plan.

79. The draft Plan identifies the estimated community facilities required to service the needs of the projected population. This includes 188 child care places and 780m^2 of additional community centre/hub floor space

80. Council officers' assessment of the projected need of these facilities identifies that there is currently an undersupply within the area and identifies that the anticipated population would generate the need for four child care centres of 85 places. However, the provision of 4 centres within one precinct may not be practicable and therefore the draft Plan should make provision for at least 2 long day care centres of 85 places each on site.

81. Consideration should also be give to developing one of the on-site centres as a multipurpose facility that includes a long day care centre, OOSH service and potential meeting space that could be utilised for the purpose of child/family programs.

82. Council officers consider OOSH services to be essential in meeting the needs of the community and recognises that without additional facilities being provided, there will be a gap of over 10,000 OOSH places by 2036 within the LGA, with 242 places required within the southern precinct alone. There is the potential for an OOSH services to be provided as part of any upgrades undertaken to the existing primary school to incorporate/expand this service, subject to further discussion with the relevant State agency.

83. It is recommended that further analysis be undertaken when the density within the precinct has been established to determine a more accurate level of child care needs for this precinct.

Library and Community Centre

84. The draft Plan indicates that the projected population will generate the need for an additional 272m^2 of floor space for a library, which is consistent with Council officers' estimation. The draft Plan proposes that a contribution be made towards the provision of this facility off-site. Council's draft Social Infrastructure Strategy (2017) identifies that the Ermington Library requires an increase in size in order to accommodate the expected population growth in the surrounding area and seeks to realise a new district-level library at Ermington of between 1,500m^2 – 3,000m^2 that could be co-located in a community hub.

85. However, the provision of some floor space for a neighbourhood level community space is still required on-site to directly service the residents of the precinct. The draft Plan does not propose to provide this floor space and it is recommended that the draft Plan be revised to accommodate the provision of approximately 700m^2 for this purpose.

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

Housing Mix

86. Given the location of the neighbouring primary school site and other amenities such as the river, foreshore, retail and park, future development in this area will need to accommodate a range of household types including families with children.

87. Although residents of higher density residential dwellings in the Parramatta area tend to be younger than the LGA average, there is still a relatively high proportion of families with children living in the broader area. Additionally, only a limited number of older people are choosing to down size into smaller apartments.

88. The precinct should seek to improve housing choice for all household types by providing an adequate number of three-bedroom units (minimum of 10% of total dwelling yield). This will be reinforced when refining the planning controls following the structure planning process.

Affordable Rental Housing

89. The draft Plan reports the inclusion of affordable rental housing, however does not indicate the number of affordable rental dwellings that could be provided within the precinct. It is noted that this matter can be addressed as part of any future planning proposal, however it should be noted that the provision of affordable housing will need to be consistent with Council's Affordable Rental Housing Policy (2019) which nominates that 10% of land value uplift in all areas outside the Parramatta CBD will be shared with Council for the purposes of providing affordable rental housing. This 10% land value will form part of the overall 50% value capture sought by Council under the Planning Agreements Policy.

Connectivity

90. The draft Plan proposes to introduce a number of new roads that integrate into the existing street pattern in the south and proposed street network in the northern precinct and will improve connectivity within and around the precinct. The draft Plan also intends to provide bicycle and pedestrian links throughout the precinct to encourage active transport.

91. An integrated bicycle network is proposed which provides a dedicated north-south link along the western side of Wharf Road, one-way paired bike paths on both sides of Hope Street, a north-south link on both sides of Waratah Street connecting with the northern precinct, a continuation of the proposed recreational link following the high voltage power line alignment and an east-west link connecting to the existing Parramatta Valley Cycleway along the river.

92. The indicative road network seeks to integrate with the existing road network of Atkins Road, Hughes Avenue, Waratah Street and Mary Street, linking the north-south primary road grid that extends through the northern precinct.

93. Existing roads within the southern precinct have been designed to accommodate industrial vehicles and are 20m wide. New roads are proposed to match this width with the potential for some narrower roads to be considered in some locations, subject to further detailed traffic and design testing.

94. The new north-south road west of Waratah Street is identified as having a 25m width as this will be the primary connection into the northern precinct. The final road reserve for Waratah Street will be determined during the detailed design work undertaken for the Parramatta Light Rail Stage 2 project.

Council Officer Response

95. Council officers support the provision of bike paths within the precinct in accordance with the adopted Bike Plan. Bike paths within the precinct must be physically separated from traffic lanes along Hope Street and Waratah Street and should be one-way paired paths to simplify intersection and minimise impact on traffic flow, rather than bi-directional paths as depicted in the draft Plan. It is acknowledged that bike path provision along Hope Street is subject to Parramatta Light Rail Stage 2 requirements and can be refined as more detail of the proposed alignment is made available.

96. The proposed road network is largely accepted with the exception of the share way between the proposed foreshore building and foreshore open space as mentioned previously and Mary Street, which should be widened from 16m to 20m to support the increased density and address the needs of the adjacent primary school.

PROPOSED AMENDMENTS

Council Officer Proposed Scheme

97. Council's Urban Design team has devised a scheme (refer to **Figure 11** below) to demonstrate the density that could be achieved within the precinct based on an overall FSR of 1.7:1 across the precinct. This scheme focuses the density around the major north-south corridor that connects with Victoria Road in Melrose Park North and concentrates the tallest buildings along this spine. It also positions the playing field in a more central location (6 Hope Street, owned by Goodman) that is closer to the active uses along the spine and main commercial/retail area that is provided in the precinct. The GFA that could otherwise be achieved on the land used for the playing field is then able to be redistributed onto the remainder of the site which is under Goodman ownership in the form of tower buildings resulting in no net loss of GFA for this landowner. Refer to **Figure 12** which provides a breakdown of the individual FSR within the precinct.

98. The redistribution of density also increases the provision of open space from 15% of the site to 20% of the site, which is considered a favourable outcome.

99. This scheme also removes the building located within the foreshore area (owned by Holdmark) and redistributes the floor space over the remaining Holdmark-owned land. It is considered to result in a better built form and addresses the issues raised by Council officers.

100. This scheme is based on a number of master plan principles, including:

- Location of uses reflects the site topography, public transport services and relationship to the river
- A fine grain street network with a clear hierarchy to establish an identity for the precinct
- Building typologies and heights that reinforce the street hierarchy

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

- Buildings that define and align with streets and open space
- Maximise accessibility
- Provide view corridors to the sky and open space

101. The preferred scheme identifies similar individual lot FSRs as depicted in the applicant's scheme, however the building heights and towers have been redistributed to produce a better built form outcome at a lower density.

102. In relation to the Holdmark and Goodman-owned sites, the number of towers remains unchanged between the two schemes. This is due to the relocation of the playing field which has increased the amount of developable land on Holdmark's western site, and increase the overall density on the remaining Goodman-owned site which now contains the playing field.

Figure 11. Council officers' preferred scheme

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

	SitE Area	GFA	FSR	Max Height (m)
LOT S1 (TBC)	12608	15130	1.2	20
LOT S2	4178	11643	2.8	20
LOT S4	4186	8812	2.1	20
LOT S3	8074	18533	2.3	20
LOT S5	7948	30465	3.8	58
LOT S16	11093	43355	3.9	58
LOT S6	5128	14991	2.9	26
LOT S8	10458	26515	2.5	26
LOT S7	4754	15600	3.3	58
LOT S9	6380	16656	2.6	58
LOT S10	9539	45436	4.8	63
LOT S12	9508	29035	3.1	58
LOT S13	7328	20110	2.7	0
LOT S14	6217	16639	2.7	0
LOT S15	6763	12230	1.8	26
Overall Net FSR	**114160**	**325150**	2.8 :1	

Mixed Precinct	**24390**	35585	**1.46 :1**
Site Area (Holdmark West)	**51607**	92353	**1.79 :1**
Site Area (George Weston)	**22823**	41506	**1.82 :1**
Site Area (Powerlines)	**16472**	32256	**1.96 :1**
Site Area (Goodman)	**25593**	45436	**1.78 :1**
Site Area (Holdmark East)	**42694**	65783	**1.54 :1**
Site Area (Hope St sites)	**6740**	12230	**1.81 :1**
Total	**190319**	325150	**1.71 :1**

Figure 12. Council officers' preferred scheme density distribution

103. As a result, the following amendments are proposed to the draft Plan for the purposes of exhibition:

- Apply the Council officer preferred scheme with a maximum FSR of 1.7:1 across the precinct and density concentrated along the main north-south spines through the precinct.
- Remove the four storey building located within the foreshore area
- Relocate the playing field to the central location as demonstrated in the Council officer preferred scheme
- Identify the properties on the corner of Atkins Road and Hope Street as an Investigation Area

INVESTIGATION AREA

104. The alignment of the proposed Parramatta Light Rail Stage 2 corridor through Melrose Park is still under investigation and therefore the draft Plan needs to incorporate a level of flexibility to accommodate any light rail requirements. The Applicant's suggested alignment has potential implications for the properties on the southern side of Hope Street between Atkins Road and Hughes Avenue i.e. the north-west corner of the precinct (refer to **Figure 13** below). The PLR stage 2 alignment is still under investigation by TfNSW and not yet established and due to the level of uncertainty over the Applicant's proposed alignment, it is proposed that this area be deferred from the draft Plan until further detail is available on the implications for these sites as a result of the proposed light rail.

Attachment 1
Detailed Assessment of the Draft Melrose Park Southern Structure Plan

Figure 13. Investigation area

IMPLEMENTATION

105. Council officers have given consideration to how the planning proposal phase can be managed once the structure plan has been finalised. Ordinarily, individual landowners would be able to lodge planning proposals for their respective sites and the rezoning process would progress. However, due to the large number of landowners within the precinct, site constraints will impact on redevelopment potential. The planning of the precinct requires a coordinated approach. It is therefore recommended that one planning proposal be prepared that applies to the whole precinct. This will prevent potentially seven (7) separate planning proposal from being lodged, which would all require individual assessments and the undertaking of individual reporting and exhibition processes.

106. Council officers consider that the best outcome would be achieved if the planning proposal is led by Council with involvement from landowners. This approach will ensure that any proposed changes to the planning controls on individual sites have been applied in an equitable and holistic manner and removes any potential perception of preferential treatment towards individual landowners. It will also enable the most efficient use of Council staffing resources as a considerable amount of time would be required to manage individual planning proposals within this precinct. Further consideration is required regarding the funding of the supporting technical studies and how the cost can be appropriately apportioned to landowners.

107. Alternatively, should a landowner or consortium of landowners wish to progress with the planning proposal phase, they would need to prepare the planning

proposal for all sites within the precinct and undertake any necessary technical studies to support the proposal and pay the appropriate assessment fee to Council.

108. Should the approach of preparing one planning proposal for southern precinct be endorsed by Council, it is recommended that the existing planning proposals that have bene lodged with Council for land at 6 Hope Street and 1 Mary Street, 30-32 Waratah Street and 112 Wharf Road not be progressed and be withdrawn by the applicant. The justification for this is that these proposals were lodged prior to the development of the structure plan and therefore are not consistent with the intentions of the draft Plan, would need considerable revision in order to be consistent, and they consider these individual sites only.

109. A further report will be put to Council regarding the implementation of the structure plan following the public exhibition of the draft Plan.

INFRASTRUCTURE

110. Council officers are currently undertaking an assessment of the infrastructure needs of the precinct, taking into consideration the proposed redevelopment of the northern precinct. Due to the fragmented landownership within the southern precinct, it is expected that infrastructure will be provided as part of future voluntary planning agreements with developers and through Section 7.11 contributions. It is anticipated that a new Section 7.11 Plan will be developed for this precinct that is specific to the needs of the precinct and to ensure that an equitable approach is taken for all landowners as redevelopment occurs.

CONSULTATION / NEXT STEPS

111. This report is recommending that consultation be undertaken with the community, including residents within both the City of Parramatta and Ryde LGAs in addition to Ryde City Council directly and State Agencies on the draft Southern Structure Plan. Submissions will be invited from all community members during the exhibition period, with all issues raised detailed in a report to Council following the completion of the exhibition period for Council's consideration prior to finalising the Plan.

Melrose Park
Southern Precinct
Structure Plan
April 2019
COX

Prepared for City of Parramatta, December 2018

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Contents

VOLUME 1

1.0 Introduction 1
- 1.1 Background 2
- 1.2 Purpose of the Southern Structure Plan 2
- 1.3 Site Context 3
- 1.4 Waterfront Renewal 4
- 1.5 Southern Precinct Land Ownership 5
- 1.6 Precinct Extent 6
- 1.8 City of Parramatta Priorities 7
- 1.9 Planning Processes 7

2.0 Precinct Assessment 9
- 2.1 Existing Uses 10
- 2.2 Existing Controls 12
- 2.3 Site Conditions 13
  - 2.3.1 Landform 13
  - 2.3.2 Vegetation 14
  - 2.3.3 Access 15
  - 2.3.4 Services 16
- 2.4 Northern Precinct Structure Plan 17

3.0 Structure Plan 19
- 3.1 Vision 20
- 3.2 The Structure Plan 21
  - 3.2.1 Active Uses 22
  - 3.2.2 Open Space Network 23
  - 3.2.3 Connectivity 24
  - 3.2.4 Public Transport 25
  - 3.2.5 Density and Transition 26

Illustrative Response 27
- 1.0 Movement Network 28
  - 1.1 Indicative Road Network 28
  - 1.2 Indicative Cycle Network 29
- 2.0 Built Form 30
  - 2..1 Illustrative Plan 30
  - 2.2 Floor Space Distribution 31
  - 2.3 Waterfront Scale 32
  - 2.4 Precinct Wide Built Form 33
  - 2.5 Street Form and Setbacks 34
  - 2.6 Solar Access to Communal Open Space 35
  - 2.7 Built Form Orientation 36
  - 2.8 Overshadowing 37

Appendix 1 - Supporting Studies Summary 39
- A1.1 Traffic 40
- A1.2 Services 41
  - A1.2.1 Power 41
  - A1.2.2 Water 42
  - A1.2.3 Sewer 43
  - A1.2.4 Telecom 43
  - A1.2.5 Gas 43
  - A1.2.6 Drainage and Flooding 44
  - A1.2.7 High Pressure Oil Line 46
- A1.3 Contamination 47
- A1.4 Heritage 47
- A1.5 Ecology 48
- A1.6 Economic and Retail Assessment 49
- A1.7 Social Impacts 50
- A1.8 Education Facilities 51
- A1.9 Consultation 52

MELROSE PARK SOUTHERN PRECINCT
STRUCTURE PLAN

1.0 Introduction

1.0 Introduction

1.1 BACKGROUND

The transformation of Sydney's industrial precincts into new residential, retail and commercial uses, reflects the changes to Australia's economy and the importance of new, high amenity residential development to meet the need for new housing in Sydney's growth.

As the industrial and pharmaceutical manufacturing base declines, Melrose Park's location on Parramatta River, half way between the CBD and Parramatta, and the availability of large contiguous sites makes the industrial areas suitable for renewal.

This Structure Plan examines the framework for change at Melrose Park, the site context, and the land use response, for future redevelopment of this strategic site.

1.2 PURPOSE OF THE SOUTHERN STRUCTURE PLAN

The purpose of this Structure Plan is to provide high-level strategic principles to guide the future redevelopment of the Melrose Park Southern Precinct.

The Structure Plan identifies indicative locations for new infrastructure such as new open space and roads to accommodate mixed use development. It has also considered the layout of the Northern Structure Plan and the indicative location of the Parramatta Light Rail Stage 2, which is currently proposed to run through the precinct.

The location of this infrastructure is indicative only. The location, details and funding mechanisms will be confirmed at Planning Proposal stage, once certainty regarding the land use outcome is known and consultation with state agencies is undertaken. It is anticipated that future Planning Proposals and/or contributions mechanisms will accommodate the equity between development, open space and infrastructure on individual sites.

The Structure Plan has been developed to provide flexibility, to accommodate any changes within the precinct as the planning phase progresses.

FIGURE 1.1. Melrose Park from North West

1.3 SITE CONTEXT

Located on the northern bank of the Parramatta River, Melrose Park is a suburb of some 70 hectares lying 17 kilometres west of the Sydney CBD and 8 kilometres west of Parramatta. Bounded by Victoria Road to the north and the Parramatta River to the south, since the 1950's it has been largely light industrial use with a clustering of Pharmaceutical businesses.

The area was once part of the 1792 Field of Mars. The subdivision in favour of eight marines included John Colthread's grant of 80 acres which extended across Wharf Road.

The site of today's boat ramp at the end of Wharf Road was originally the Pennant Hills Wharf – an important site from which goods and materials from the north-west were transported to Sydney Town.

The existing industrial precinct is a discreet precinct close to large areas of post-war Housing Commission residential at Ermington and Telopea. Areas to the north around Kissing Point Road and to the east at Ryde have seen the construction of extensive apartment development in the last decade.

The industrial precinct can increasingly be seen as an isolated remnant of mid-20th Century employment. With poor access and no potential for growth, new precincts on the M7 with space for expansion and good links across Sydney are increasingly attractive for light industrial companies. A number of industrial sites at Melrose Park have been repurposed as churches.

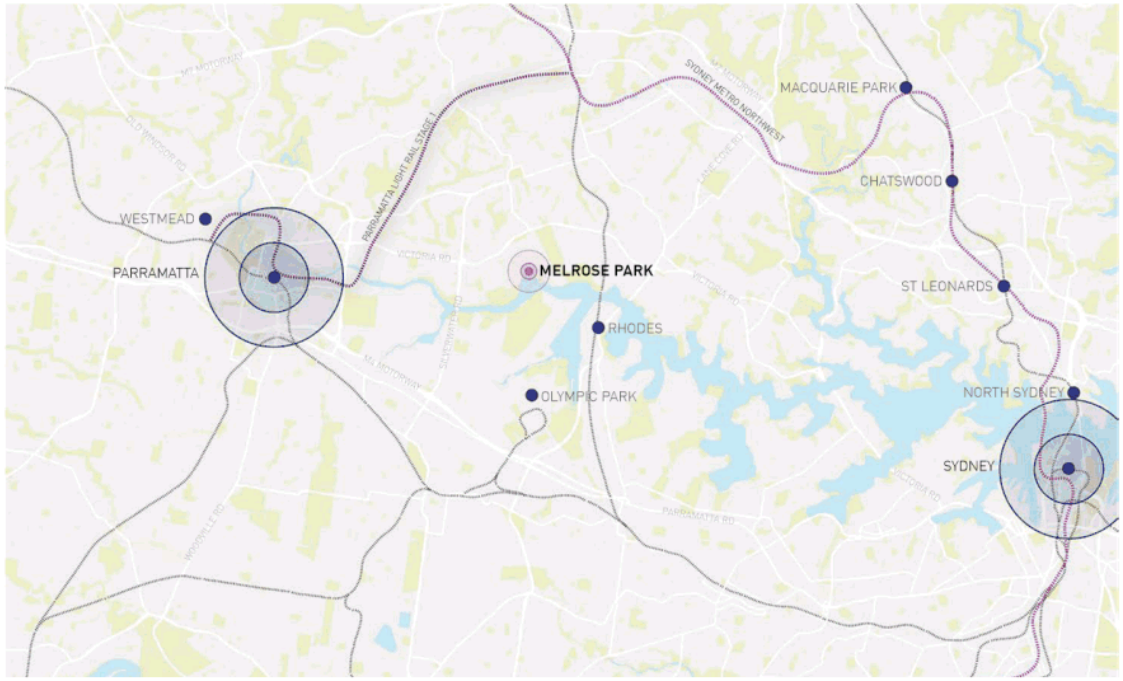


FIGURE 1.2. Melrose Park site context

FIGURE 1.3. Melrose Park site 1943

FIGURE 1.4. Melrose Park site 2017

1.4 WATERFRONT RENEWAL

The transformation of the Parramatta River from an industrial waterfront to a high quality residential environment has been underway for almost two decades. In the context of a rapidly growing Sydney, the renewal process has significantly accelerated over the last five years.

The scale of development along the Parramatta River and the relationship of built form to the water has been constantly evolving as both changes to in the residential market occur and more sophisticated planning evolves.

Three key elements underpin new waterfront development along the Parramatta River:

- The creation of a publicly accessible waterfront
- The creation of an appropriate scale along the waterfront
- Opportunities for increased height across wider precincts.

A series of previously industrial sites have been renewed or are currently in the process of regeneration. These areas include:

- Balmain Power Station
- Breakfast Point
- Cabarita
- Shepherds Bay
- Rhodes Peninsula
- Wentworth Point
- Ermington
- Camellia.

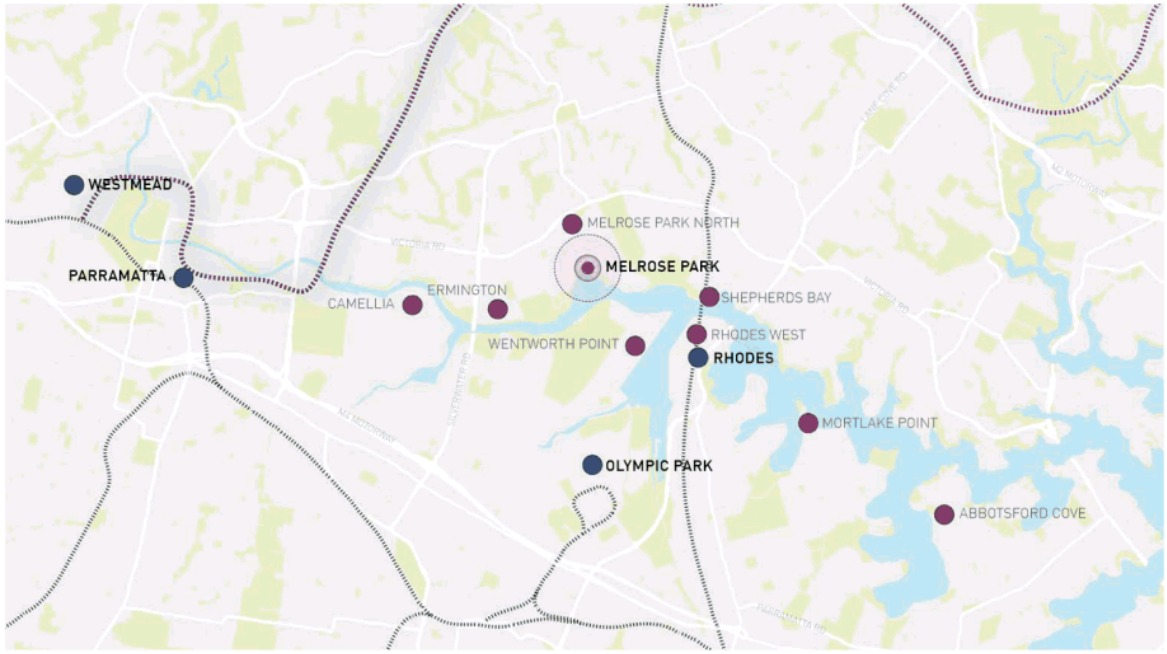


FIGURE 1.5. Melrose Park site development context

FIGURE 1.6. Rhodes precinct overlooking the Parramatta River

FIGURE 1.7. Looking south on Wharf Road to Rhodes

1.5 SOUTHERN PRECINCT LAND OWNERSHIP

Unlike the Northern Precinct which is predominantly under single ownership, the Southern Precinct Structure Plan area is made up of 18 properties held by numerous landowners.

While there are five sites in excess of 15,000m², the north west corner of the precinct is fragment ownership with some 12 parcels over 24,390m². The property at 71-73 Atkins Road is in strata ownership.

1.	HOPE STREET	6,740 m²
2.	GOODMAN	25,593 m²
3.	HOLDMARK	42,694 m²
4.	DIRECT FREIGHT EXPRESS	16,472 m²
5.	GEORGE WESTON FOODS	22,823 m²
6.	HOLDMARK	51,607 m²
7.	MIXED PRECINCT	24,390 m²
	TOTAL SITE AREA	**190,319 m²**

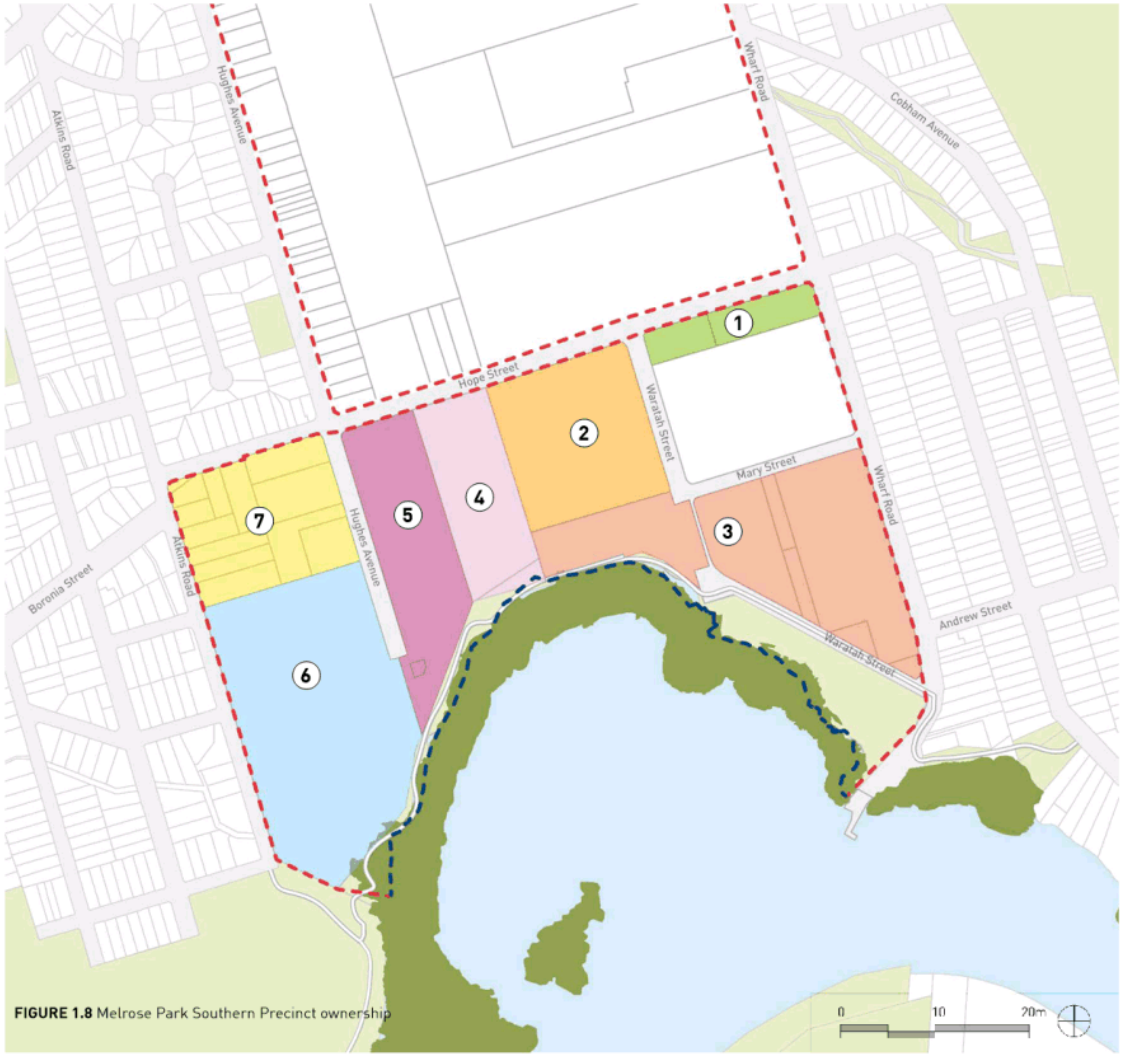


FIGURE 1.8 Melrose Park Southern Precinct ownership

1.6 PRECINCT EXTENT

Unlike the Northern Precinct which largely consists of one major landowner, the Southern Precinct includes a number of sites in different ownerships. There are five major land owners along the waterfront with a series of smaller land holdings in the north-west corner of the precinct.

The Melrose Park Southern Precinct comprises land to the south of Hope Street to the Parramatta River extending from Wharf Road in the east to Atkins Road in the west.

The wider Southern Precinct includes existing public roads, the boat ramp and park at the end of Wharf Road, and the Melrose Park Public School.

FIGURE 1.9 Melrose Park Southern Precinct ownership

1.7 CITY OF PARRAMATTA PRIORITIES

As major industrial users relocate to more accessible and more economic land in Sydney's west, the City of Parramatta has acknowledged the potential for transformation of the whole Melrose Park industrial precinct.

Parramatta's Employment Lands Study released in 2016 identifies the need to carefully manage the transition of jobs.

In 2016 Council considered an overall framework for future planning of Melrose Park. Both the Northern and Southern precincts have responded to this.

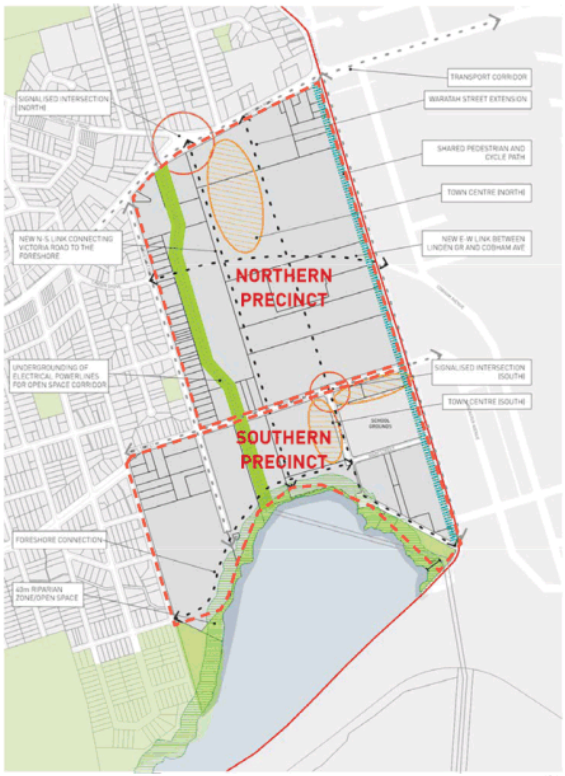


FIGURE 1.10. City of Parramatta Melrose Park planning prinicples diagram, 2016

1.8 PLANNING PROCESS

The Structure Plan will not rezone land, it will only provide a strategic planning framework to guide future Planning Proposals (rezoning applications) within the precinct.

Once the Structure Plan is adopted, landowners will need to prepare and lodge individual Planning Proposals with Council to rezone and seek the legislative amendments to the planning controls (e.g. land use zone, heights and FSR controls) in the Parramatta Local Environmental Plan 2011.

The timing of this process will be determined by each individual landowner. Landowners will therefore be able to remain in place and continue to operate their businesses, until they are ready to lodge a Planning Proposal.

Once the legislative amendments have been gazetted, landowners will be able to lodge Development Applications for the approval and construction of individual buildings within the precinct.

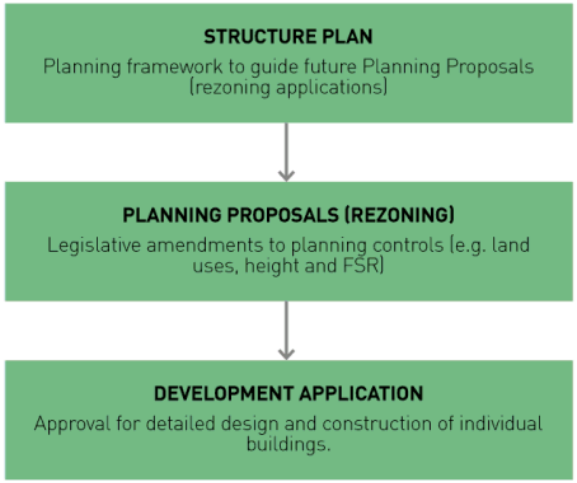


FIGURE 1.11. Melrose Park Southern Precinct Structure Plan planning process

2.0 Precinct Assessment

2.0 Precinct Assessment

2.1 EXISTING USES

Employment

Developed in the 1960's of what was then agricultural land, the Melrose Park light industrial area provided employment within the growing Ermington area. The site saw the co-location of a number of drug and pharmaceutical companies including Glaxo Smith Kline, Pfizer, Eli Lilly and Reckitt Benckiser. Some light manufacturing occurred in the area however there was a large component of storage and distribution.

With the shift in the economy and the relocation of major industrial uses to the M7 corridor, there has been a gradual decline in the extent of employment within Melrose Park.

The large sites within the precinct have allow efficient consolidation into future residential and mixed use development sites.

While there are a number of sites with large office support, most are manufacturing or warehouse facilities with low employment densities. Many are vacant. The site with the largest office component - Pfizer - lies close to Victoria Road

FIGURE 2.0. Existing land uses surrounding and within the Melrose Park Precincts

FIGURE 2.1. Existing form and landscape in Melrose Park Southern Precinct, 2016

Residential

Melrose Park's residential area is located east of Wharf Road through to the edge of the Ryde Parramatta Golf Course and Adelaide Street. In 2011, there were 519 dwellings housing a population of 1,471 (2011 Census) with a median age of 38 years.

The Melrose Park Public School (K to 6), located on Wharf Road, was founded in 1945. It currently has 194 enrolments for 2016.

Housing stock in the adjoining Ermington area dates largely from the 1950's and 1960's with large component of Housing Commission properties.

The site's proximity to the city and to Parramatta has seen residential prices increase across surrounding areas.

Open Space

As a largely industrial suburb, Melrose Park has limited open space. While bounded by parks and a golf course to the east and open space, within the precinct the only open space is located on the Parramatta River.

The newly upgraded George Kendall Riverside Park (a rehabilitated landfill site) provides important active recreation opportunities.

Significant work has been undertaken along the riverfront with the construction of the Parramatta Valley Cycleway.

FIGURE 2.2. Existing form and landscape in Melrose Park Southern Precinct, 2016

2.2 EXISTING CONTROLS

Land Use

IN1 – General Industrial

SP2 – Educational Establishment

W2 Recreational Waterway

Floor Space Ratio

Industrial 1.0:1

Building Heights

Industrial 12m

Foreshore Building Line

approximately 30m setback to the Mean High Water Mark.

Heritage

Bulla Dairy, Parramatta River Wetlands, Ermington Wharf

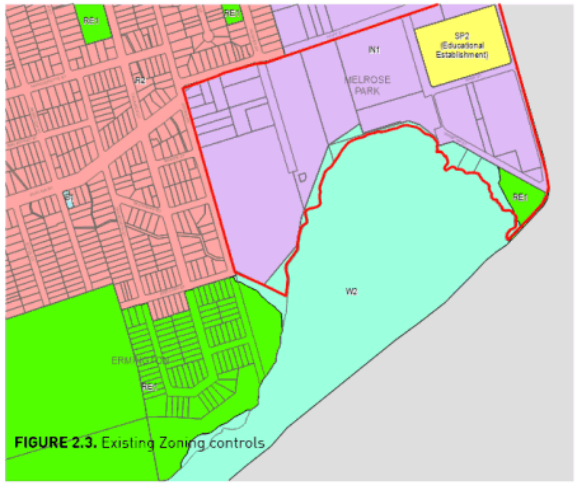


FIGURE 2.3. Existing Zoning controls

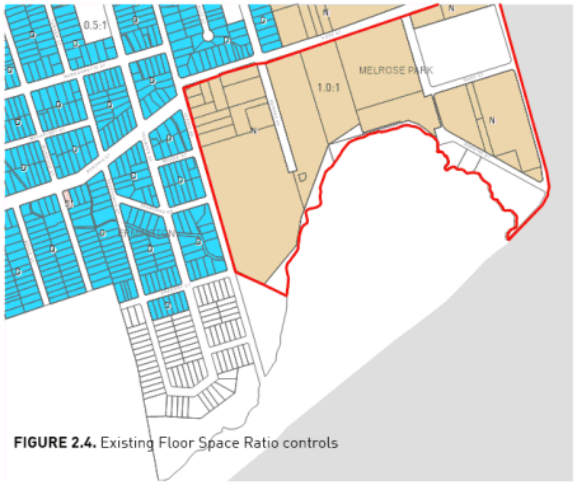


FIGURE 2.4. Existing Floor Space Ratio controls

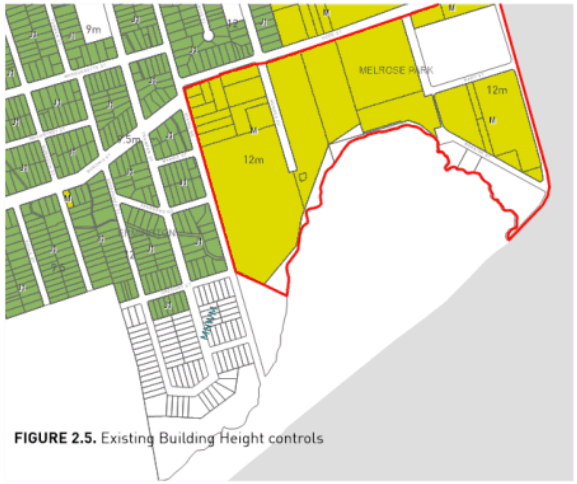


FIGURE 2.5. Existing Building Height controls

FIGURE 2.6. Existing Heritage Items125

FIGURE 2.7. Foreshore Building Line

2.3 SITE CONDITIONS

2.3.1 LANDFORM

The precinct slopes gently south towards the Parramatta River. On industrial sites, there has been extensive benching on the land to accommodate large storage and manufacturing sites.

An old creek line lies to the west of Waratah Street and Hughes Avenue however this has been largely built over.

The land falls away to the east of Cobham Avenue where the golf course follows a creek line.

The gentle topography makes the precinct suitable for redevelopment for residential and commercial uses.

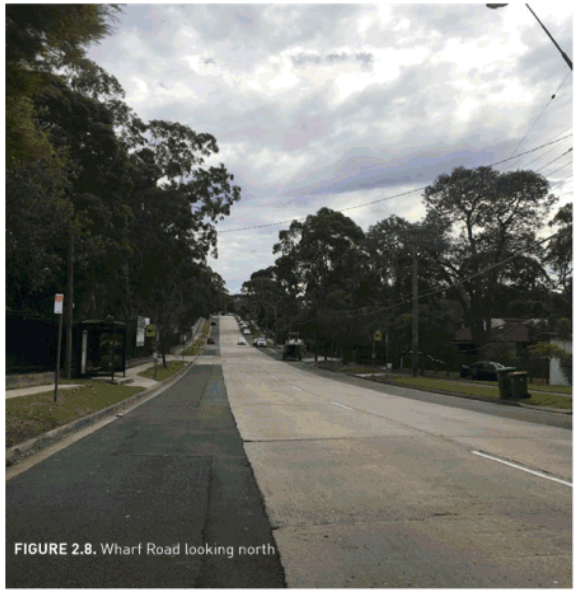


FIGURE 2.8. Wharf Road looking north

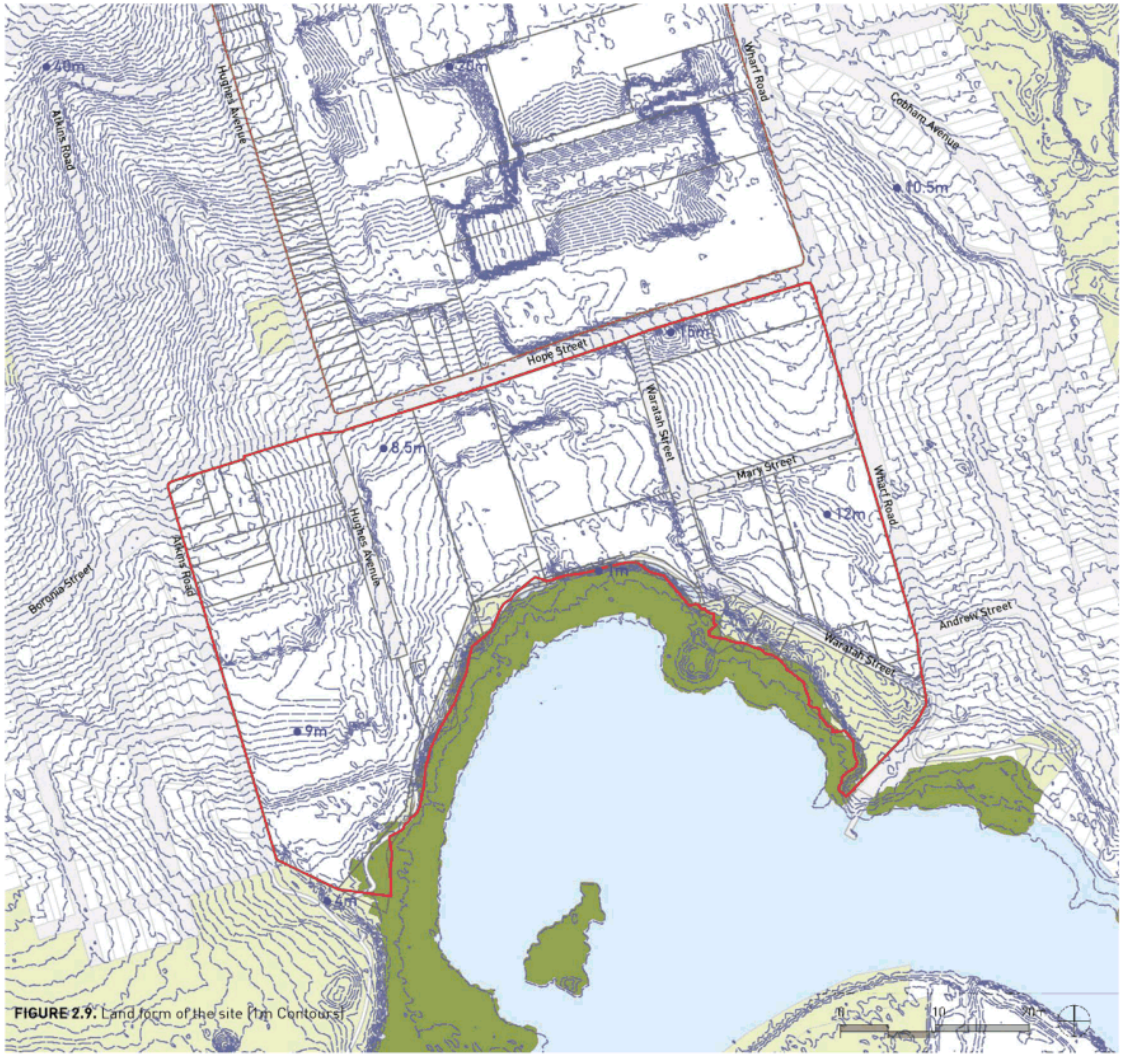


FIGURE 2.9. Land form of the site (1m Contours)

2.3.2 VEGETATION

Having been developed in the 1960's, the Melrose Park precinct has an established street tree framework. There is extensive tree planting on a number of the large industrial sites.

Major tree planting is predominantly eucalyptus. The riverfront is lined by dense mangroves.

There is no major open space within the site. The park at the end of Wharf Road is dominated by parking for the adjoining boat ramp.

FIGURE 2.10. Existing Vegetation in the Southern Precinct

FIGURE 2.11. Existing Vegetation in the Southern Precinct

2.3.3 ACCESS

Victoria Road is main point of access for the site. A number of roads lead down into the precinct – Wharf Road, Hughes Avenue, Atkins Avenue and Trumper Street – however only Wharf Road and Trumper Street are currently signalised to allow access from the site.

Plans for the redevelopment of the North Precinct at Victoria Road are believed to include a new signalised leg to the Kissing Point Road signalised intersection. This will serve the whole precinct however it will particularly assist the redevelopment of the North Precinct.

Access to West Ryde and Meadowbank rail stations will be via Andrew Street to the east.

FIGURE 2.12. Victoria Road intersection

FIGURE 2.13. Wharf Road looking south

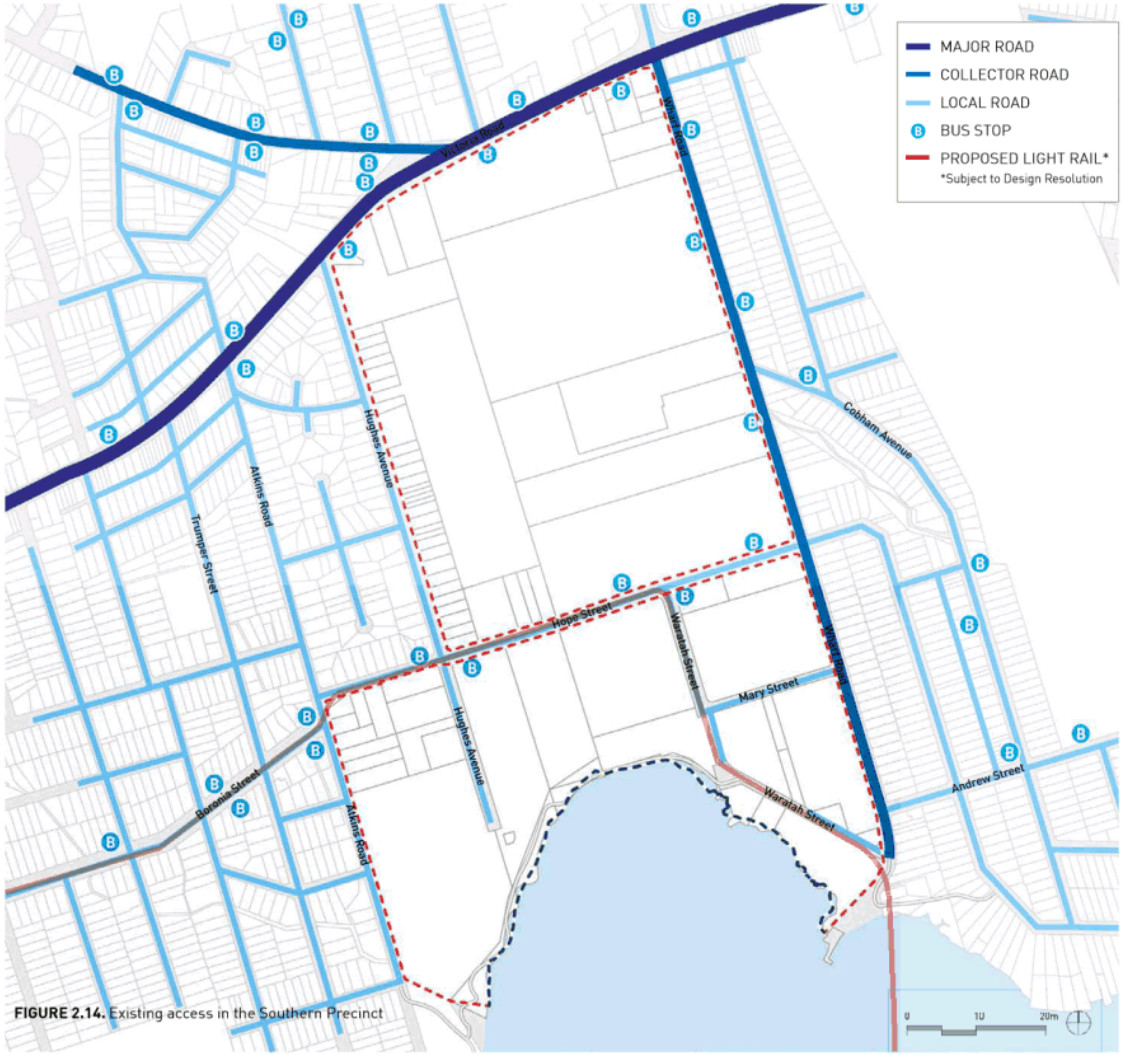


FIGURE 2.14. Existing access in the Southern Precinct

2.3.4 SERVICES

As an industrial precinct, Melrose Park has significant trunk infrastructure available.

The site lies on the route of major overhead power infrastructure High voltage lines cross the Parramatta River from Wentworth Point and land on the north side at the end of Wharf Road.

Two other towers are located on the river to the west before passing through industrial sites.

The Viva Gore Bay high pressure fuel line runs along Hope and Waratah Streets before turning up Wharf Road to Andrew Street and along Lancaster Avenue.

There are trunk sewer lines at the ends of Waratah Street and Wharf Road.

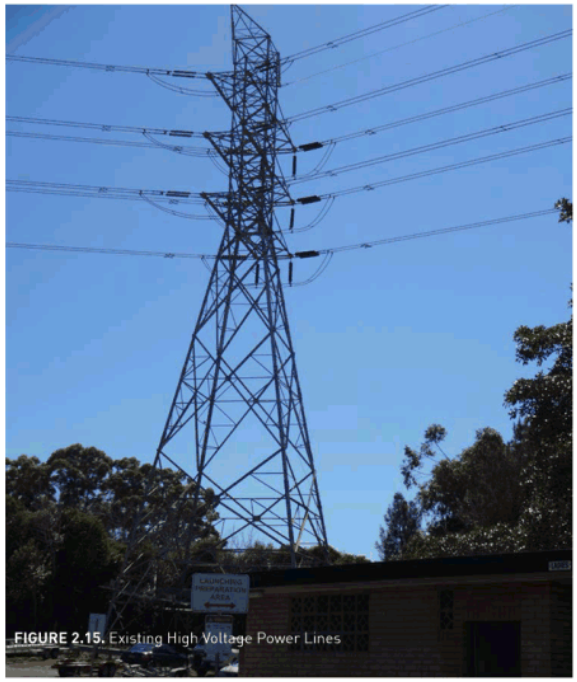


FIGURE 2.15. Existing High Voltage Power Lines

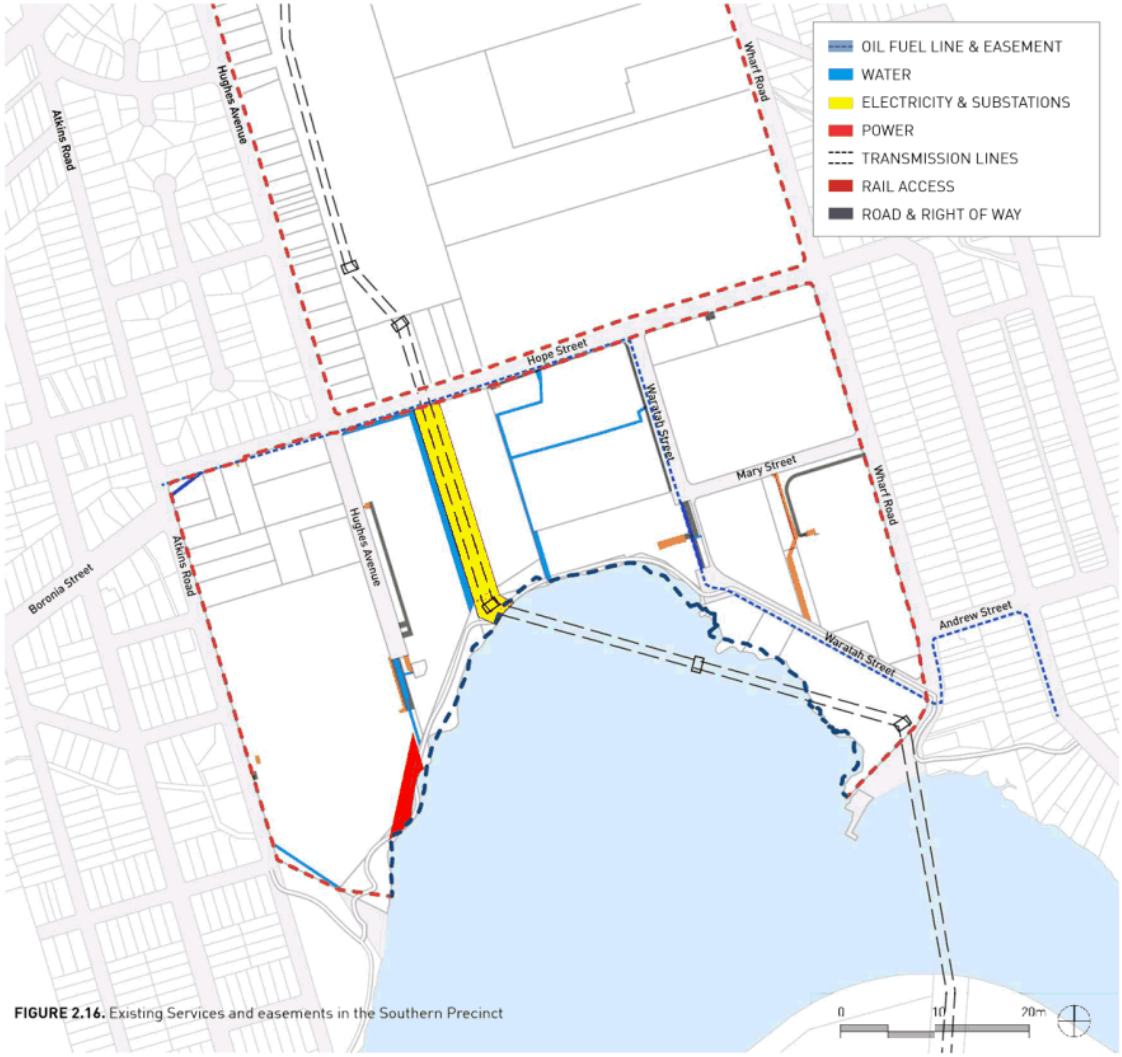


FIGURE 2.16. Existing Services and easements in the Southern Precinct

2.4 NORTHERN PRECINCT STRUCTURE PLAN

In 2016, Council approved the Structure Plan for the Northern Precinct at Melrose Park.

A Planning Proposal was subsequently lodged with Council to seek the legislative amendments to the Parramatta Local Environmental Plan 2011. This Planning Proposal received a Gateway Determination on 27 September 2017.

Given the preliminary stage of the redevelopment of the Northern Precinct, the Southern Structure Plan has been developed to create sufficient flexibility to respond to any changes and to ensure one integrated approach has been adopted for the redevelopment of Melrose Park.

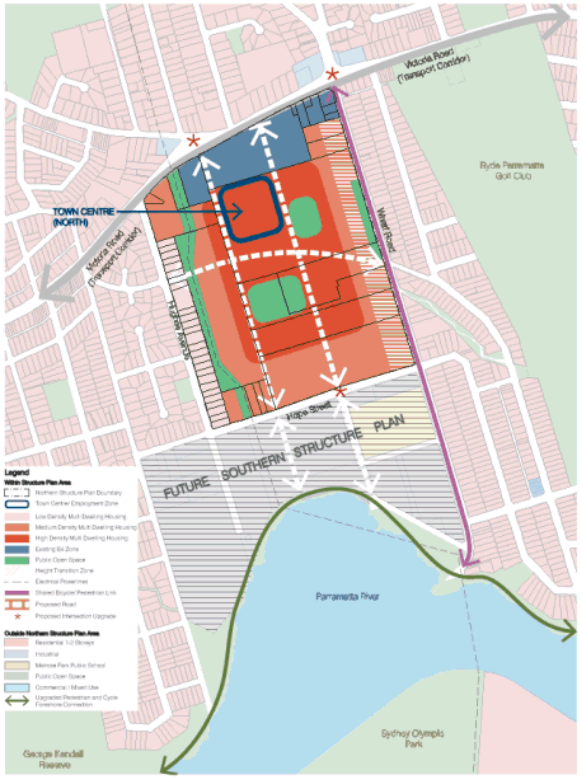


FIGURE 2.17. Melrose Park Northern Precinct Approved Structure Plan, February 2017

FIGURE 2.18. Melrose Park Northern Precinct artists impressions

3.0 Structure Plan

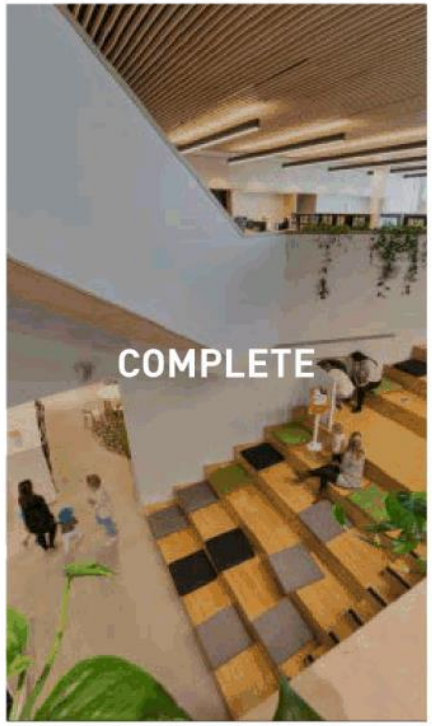
3.0 Structure Plan

3.1 VISION

The transformation of Melrose Park into a new 21st Century connected and liveable suburb builds on the site's riverfront location, its history and its natural environment.

As a new living and growing community, the plan is underpinned by four guiding elements

- New housing models
- A focus on the environment
- A real quality of life
- A complete community



3.2 THE STRUCTURE PLAN

The Southern Structure Plan has been informed by the following Guiding Principles, which provide a framework for the preparation of Planning Proposals within the precinct.

The Southern Precinct lies between Wharf Road, Hope Street, Atkins Road and the Mean High Water Mark (approximately 25.5ha).

A New Waterfront Community

- Redefine Melrose Park as a high quality, high amenity urban environment
- Create a variety of housing options that take advantage of views and the riverfront location
- Create a network of new open spaces integrated with existing open space within the precinct

A Connected Precinct

- Extend the existing road pattern to create a legible and permeable public domain
- Introduce new planting and footpath details on existing streets to affect the transition from industrial to residential streets
- Create a fine grained street network through new street connections
- Respond to the street pattern created in the Northern Precinct
- Avoid connections to local residential streets to minimise traffic impacts and "rat runs" in existing residential areas

An Appropriately Scaled Precinct

- Ensure that the full opportunity of new development is realised
- Introduce a range of heights to create interest and shared views
- Ensure that streetscapes are human in scale

A Sustainable Precinct

- Ensure that sustainability goals are met or exceeded
- Manage building form to minimise overshadowing of new and proposed open space.
- Meet the requirements of the Apartment Design Guide
- Limit overshadowing of the mangrove zone, in particular endangered Coastal Salt Marsh

FIGURE 3.1. Melrose Park Southern Precinct Structure Plan

3.2.1 ACTIVE USES

FIGURE 3.2. Active street frontage

FIGURE 3.3. Active Uses across the Melrose Park precincts

3.2.2 OPEN SPACE FRAMEWORK

FIGURE 3.4. Indicative Open Space use

FIGURE 3.5. Melrose Park Open Space Framework

3.2.3 CONNECTIVITY

FIGURE 3.6. Cycle Lanes

FIGURE 3.7. Connectivity across the Melrose Park precincts

3.2.4 PUBLIC TRANSPORT

NOTE:

Light Rail has been proposed as a part of the Stage 2 of the Parramatta Light Rail.

The route shown in the following figure is indicative only and may be subject to amendments, as the design and planning phase progresses.

The Structure Plan has been developed to provide flexibility, to accommodate any changes to the route, if required.

FIGURE 3.8. Light Rail

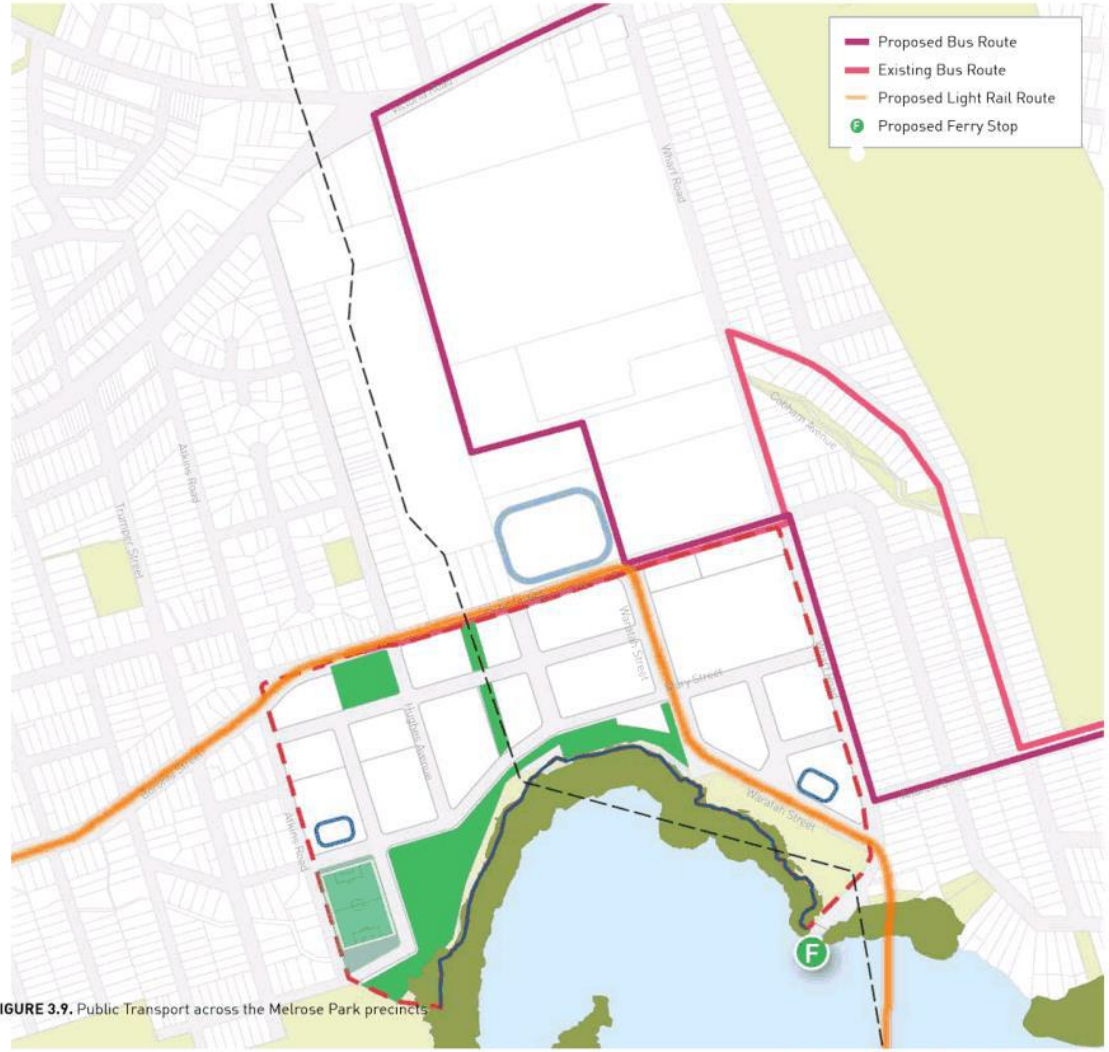


FIGURE 3.9. Public Transport across the Melrose Park precincts

3.2.5 DENSITY AND TRANSITION

FIGURE 3.10. Indicative street wall and density

FIGURE 3.11. Density and transitions across the Melrose Park precincts

Illustrative Response

NOTE

THE FOLLOWING INDICATIVE RESPONSE IS BASED ON AN INDICATIVE BUILT FORM LAYOUT AND IS SUBJECT TO CHANGE

Indicative Response

1. MOVEMENT NETWORK

1.1 INDICATIVE ROAD NETWORK

The street network is the key element in the public domain framework. While providing vehicular access across the precinct, it more importantly creates a safe and legible pedestrian network that delivers amenity and facility through landscaping, planting and paving treatments.

The network seeks to:

- Build on the existing road network – Atkins Road, Hughes Avenue, Waratah Street and Mary Street.
- Link to the north-south primary road grid that extends through the North Precinct.
- Create a finer grained residential scaled block pattern through a network of minor roads to service new development.

Existing roads within the Southern Precinct were designed to accommodate industrial vehicles and are 20m in width. New roads will match this width. Narrower widths may be considered in some locations but is subject to testing.

A new north-south road west of Waratah Street will be 25m.

The new east-west road parallel to Hope Street will teminate at the new soccer pitch, avoiding the complex junction at Atkins Road near Boronia Street.

A shared way within the foreshore open space defines the interface between the building at Waratah Street and the open space.

The final road reserve at Waratah Street will be resolved during detailed design of the future light rail.

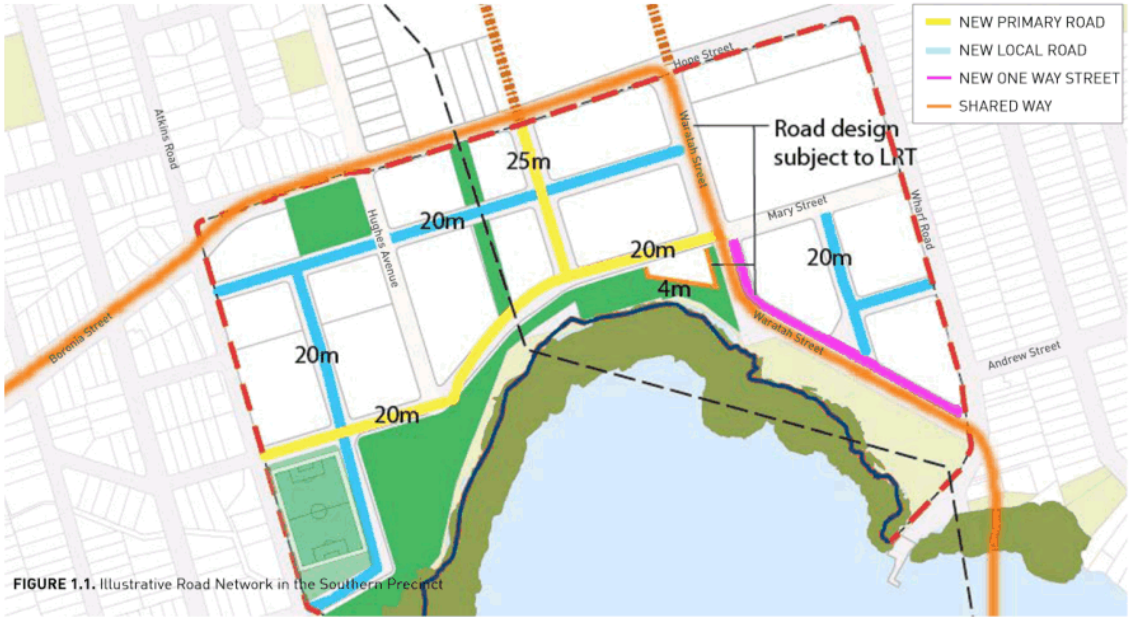


FIGURE 1.1. Illustrative Road Network in the Southern Precinct

FIGURE 1.2. 20m Road Reserve - Existing and New Local/Primary Roads

1.2 INDICATIVE CYCLE NETWORK

A key element in the Structure Plan is access across the precinct by bicycles and the establishment of an integrated cycle network. Provision needs to address the needs of both commuter and recreational cyclists.

As identified by the City of Parramatta, there are five key elements:

- A north-south link in a dedicated corridor on sites along the west side of Wharf Road.
- An east-west corridor provided on two sides of Hope Street.
- A north-south link on two sides of Waratah Street extending into the Northern Precinct.
- A north-south recreational link that follows the high voltage power lines.
- An east-west link along the waterfront park that connects to the Parramatta Valley Cycleway.

FIGURE 1.3. Shared Cycle Path

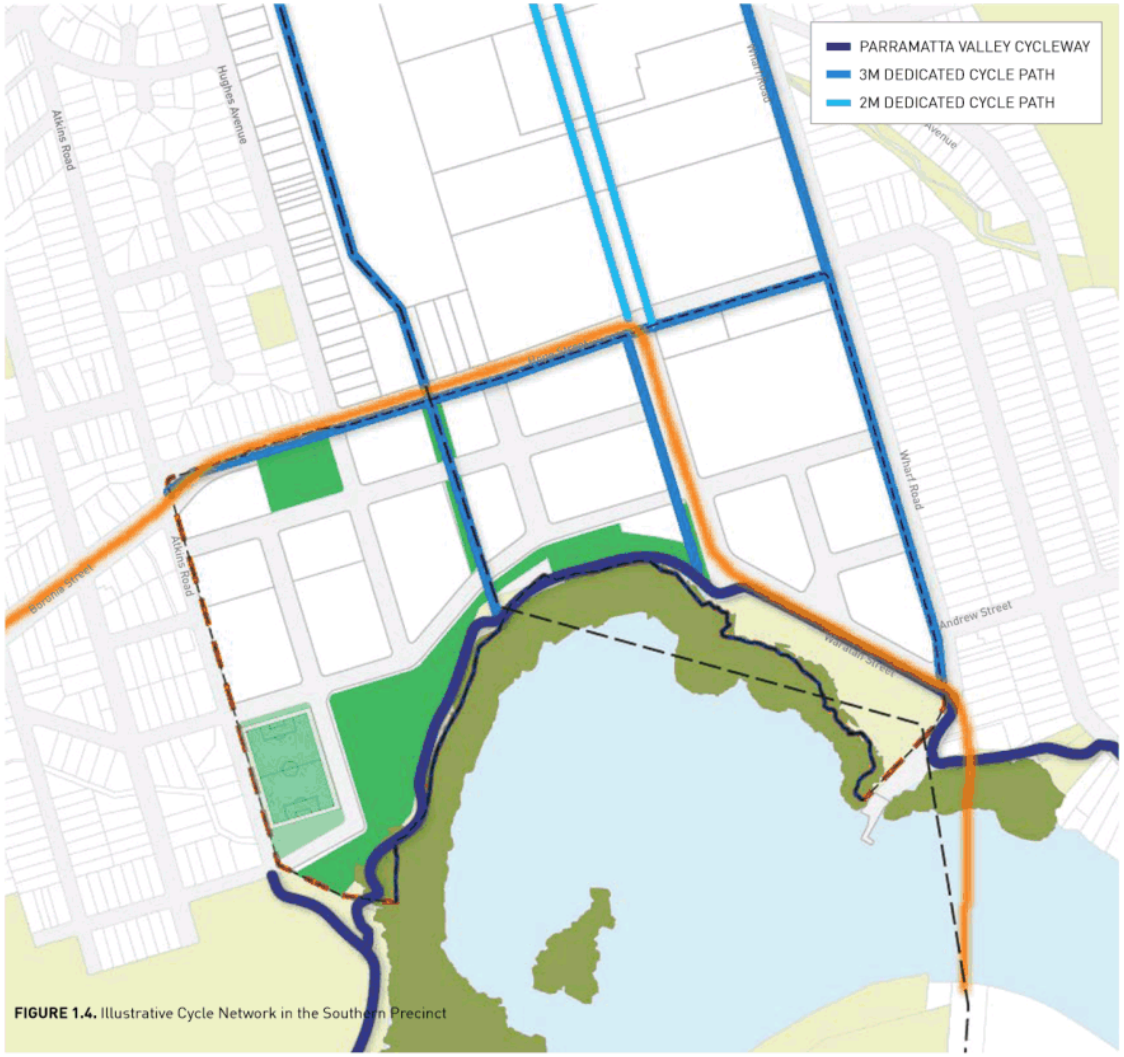


FIGURE 1.4. Illustrative Cycle Network in the Southern Precinct

2 BUILT FORM

2.1 ILLUSTRATIVE PLAN

An illustrative plan has been developed that tests the key principles and objectives of the structure plan while responding to the site and its opportunities.

The illustrative plan demonstrates a potential response that can accommodate a range of density scenarios. It draws on both statutory requirements (the Apartment Design Guide) and best practice urban design.

The key principles underlying the plan are:

- Streets are defined by built form
- A range of building heights are introduced to create variety in the urban form
- A human scale of generally 3-4 storeys is created at the street interface
- A continuous 7-8 storey general scale is established along the waterfront
- Maximum height 18 storeys
- Flexible building envelopes are identified with adequate separation between buildings
- Appropriate setbacks at street level ensure transition zones between apartments and the street.
- The amenity of future residents (solar access, open space and public domain) is reflected in the planning
- Key landscape elements are retained
- A network of new public open spaces complements private and communal open space
- The road network and permeability of the built form allows views through the precinct to the water from sites to the north.

The final plan will be subject to the design on individual lots and the market and design requirements of each individual owner.

The illustrative plan presents a possible scenario where the above principles can be realised.

FIGURE 1.5. Illustrative Master Plan Southern Precinct

2.2 FLOOR SPACE DISTRIBUTION

An average FSR of 1.8:1 has been identified across private land in the precinct.

Differening conditions on each parcel - open space, Light Rail setbacks, powerlines etc. - mean that FSRs are adjusted on each parcel.

Gross Floor Area Private Land

	Gross Site Area	FSR	GFA
Mixed Precinct	24,390m2	1.50:1	36,585m2
Holdmark West (GSK)	51,607m2	1.90:1	98,053m2
George Weston	22,823m2	1.80:1	41,081m2
Powerlines	16,472m2	1.40:1	23,061m2
Goodmans	25,593m2	1.80:1	46,067m2
Holdmark East	42,694m2	2.00:1	85,388m2
Hope Street	6,740m2	1.80:1	12,132m2
OVERALL	**190,319m2**	**1.80:1**	**342,368m2**
Non Residential			3,000m2
Residential			342,368m2
Apartments @ 85m2 GFA			4,028

The football field is to be built and dedicated by Holdmark. The resultant lost GFA at 1.8:1 to be used by Holdmark on its lands elsewhere in the Precinct.

FIGURE 1.6. Floor Space Distribution

2.3 WATERFRONT SCALE

Definition of the waterfront will be achieved by the creation of a consistent, human scaled built form to the Parramatta River,

On other developments along the Parramatta River, different approaches have been adopted based on the proximity to the water and the length of the streetwalls.

At Melrose Park, the heights along the waterfront respond to the distance to the water and the depth of the mangrove fringe. With the provision of the waterfront road, buildings are generally more than 30m from the MHWM.

Principles guiding the waterfront scale are:

- Generally 6-8 storeys maximum along the waterfront.
- Articulate upper floors to reduce the scale of the streetwall.
- Taller buildings are to be setback from the waterfront.

FIGURE 1.7. Transition zone of a private development and park interface

FIGURE 1.8. Indicative Transition zone character

2.4 PRECINCT WIDE BUILT FORM

As part of an integrated approach to scale and building heights across the wider precinct, the proposed height limits along the waterfront are part of a strategy that seeks to step heights away from the river and into the middle of the site. The introduction of taller buildings allows more variety in the built form outcome and helps deliver well scaled streets and public open spaces. The Structure Plan:

- Develops a consistent ground level expression of four storeys
- Plans for different scales across the precinct to create variety in the built form response
- Matches heights of Northern Precinct
- Lowers heights towards the Parramatta River
- Ensures that the street level experience is not overpowered by tall buildings

FIGURE 1.9. Indicative built form character

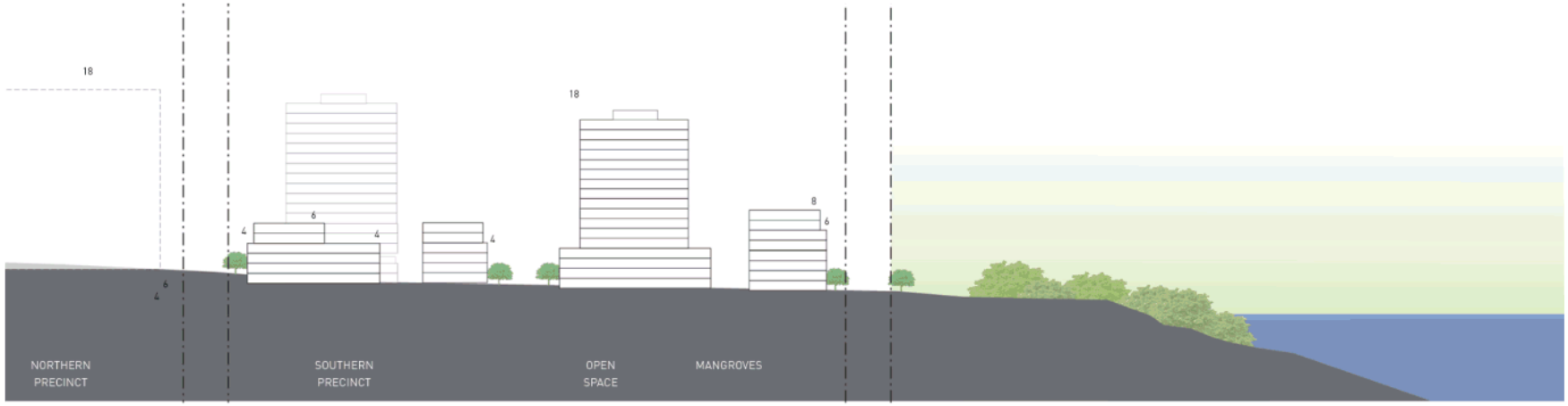


FIGURE 1.9. Transition of built form and height across the Southern Precinct

2.5 STREET FORM AND SETBACKS

The creation of walkable, human scaled streets is a key objective of the Structure Plan.

The repurposing of existing streets and the network of new roads within the precinct represent an opportunity to create a new streetscape environment with an improved public domain experience. Managing the scale of buildings at the street frontage is an important element. Several principles guide the location of setbacks:

- All residential will be set back from the street frontage by a minimum of 3m.
- The Structure Plan seeks to create a predominant 3-4 storey street wall to all streets.
- On major streets, this may be increased with setbacks preferred above level 4.
- Taller elements may come down to the street where the setback to the street is increased.

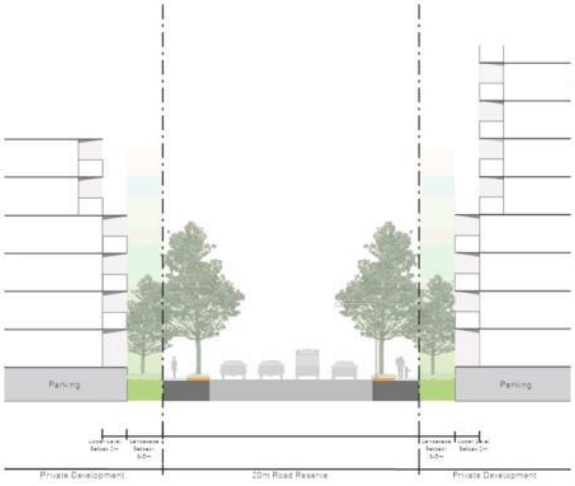


FIGURE 1.10. Street wall and setback

FIGURE 1,11. Proposed Setbacks in the South Precinct

2.6 SOLAR ACCESS TO COMMUNAL OPEN SPACE

Solar access is a critical element in high density neighbourhoods. While the ADG focuses on solar access to apartments, it also seeks to ensure adequate solar access to courtyards and communal open space.

While this will be subject to detailed design, in order to facilitate solar access to courtyards, lower buildings are located on the north edges of perimeter blocks.

Communal spaces may also be located on rooftops. A variety of heights within a block allows communal open space to be located on low-rise building rooftops where there is a better relationship to the street.

FIGURE 1.12. Solar access in communal open spaces

FIGURE 1.13. Indicative communal open spaces

2.7 BUILT FORM ORIENTATION

The Apartment Design Guide has clear objectives in terms of solar access and building separation. The orientating of high rise buildings along a north-south access improves opportunities to meet the 70% target with a majority of units on the east and west facing elevations.

By running the building axis north-south, overshadowing is also reduced through the middle of the day when the narrower east-west dimension means less shadowing.

Controls on the maximum area of tower floor plates not only helps overshadowing impacts but delivers better and more elegant building forms across the precinct.

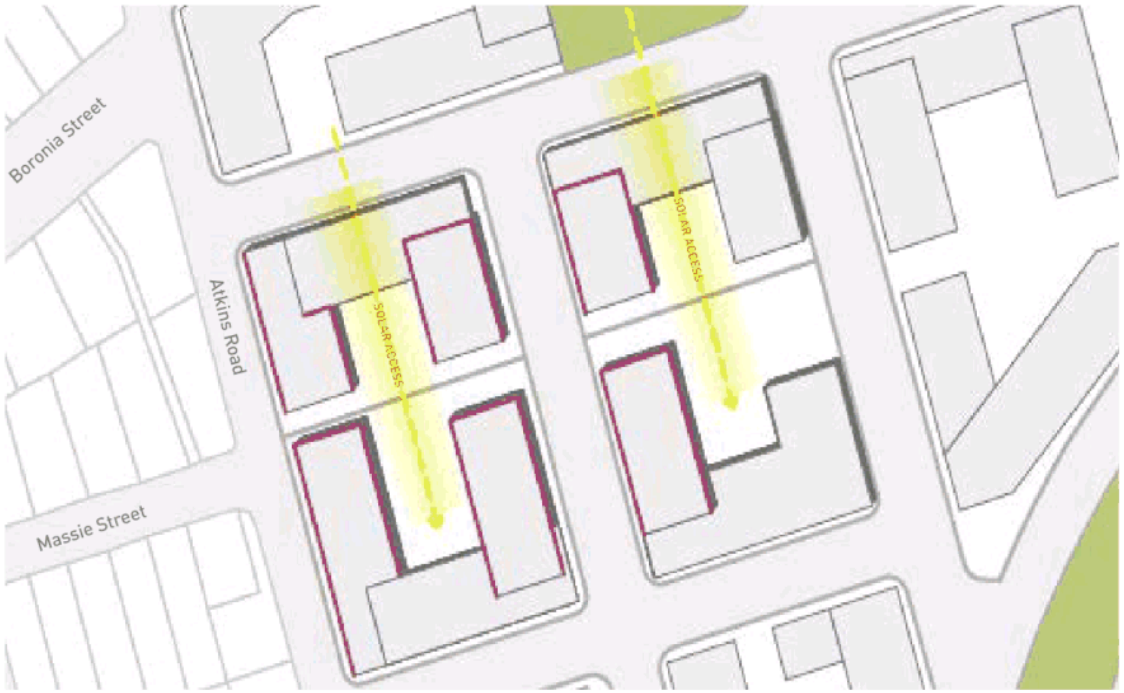


FIGURE 1.14. Illustrative building separation and solar access in the Southern Precinct

FIGURE 1.15. Indicative built form and separation

2.8 OVERSHADOWING

New, tall development has the potential to impact development to its south by overshadowing and restricted solar access.

Development of the Structure Plan has tested overshadowing impacts using parametric modelling.

Potential heights have been modelled and adjusted to ensure good solar access.

Good solar access in open spaces is a major concern and

- Parks – no more than 50% of parks should be overshadowed between 10am and 2-pm mid-winter (22 June)
- Sensitive mangroves should receive full sun as measured between 9am and 3pm mid-wither.

FIGURE 1.16. Existing Mangroves on Waratah Street

Appendix 1 - Supporting Studies Summary

A1 Supporting Studies Summary

A1.1 TRAFFIC

In order to establish levels of traffic and appropriate development densities, a Transport Management & Accessibility Plan (TMAP) has been prepared for the combined North and South Precincts.

NORTH PRECINCT		SOUTH PRECINCT	
Land Use	**GFA/Dwellings**	**Land Use**	**GFA/Dwellings**
Residential			
Dwellings	6,850 Dwellings	Dwellings	4,238 Dwellings
Non Residential			
Commercial	15,000m²	Commercial	4,400m²
Retail	12,500m²	Retail	3,100m²

The key conclusions of the Melrose Park TMAP are:

- The scale of development envisaged for Melrose Park (as outlined above) presents significant but manageable challenges for transport infrastructure and services for both the road and public transport network.
- The additional traffic demands as a result of Melrose Park development on the surrounding local road network fall within acceptable capacity thresholds.
- Sydney Metro West will deliver significant benefits for residents from Melrose Park with high-capacity and more frequent services between Parramatta CBD, Sydney Olympic Park and Sydney CBD.
- A new active and public transport bridge across Parramatta River will provide substantial
- connectivity improvements between Melrose Park, Rhodes and Sydney Olympic Park before light rail is implemented.
- The increased frequency of the T1 Northern Line (to 8 services per hour) will provide capacity to support the development and will continue once Sydney Metro North West opens in 2019
- Parramatta Light Rail Stage 2 would provide a direct link to the Parramatta CBD, and connect to Sydney CBD via the broader rail and metro networks
- The new bridge across Parramatta River will provide fast, direct, high frequency services linking Melrose Park to Rhodes Station and future metro station at Sydney Olympic Park. The full development (11,000 dwellings) can be supported by either bus or light rail services across the bridge.
- An integrated package of measures needs to be implemented as the development progresses, with the package containing a mix of policy, infrastructure and transport services measures
- The TMAP recommends a total off-street parking supply of 9,441. A total on-street parking supply of approximately 700 and 500 spaces is being proposed for the northern and southern precincts respectively. It is proposed to initially provide levels of parking in accordance with CoP DCP, and gradually decrease parking provision as the public transport initiatives are implemented.

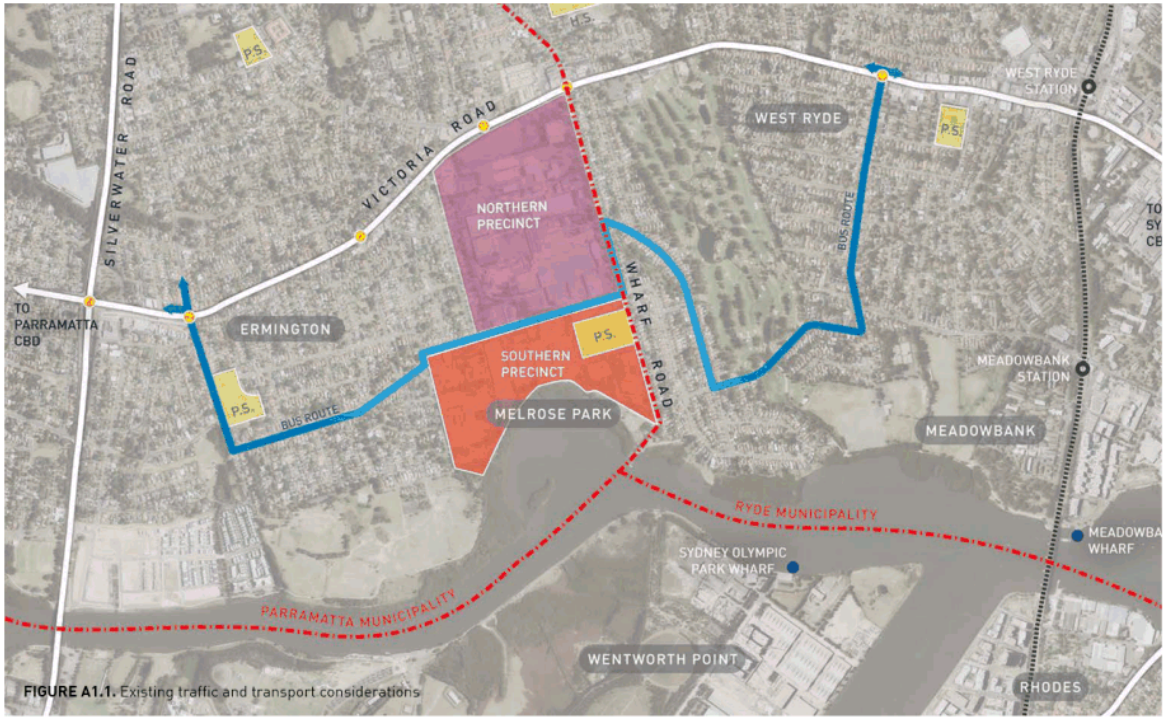


FIGURE A1.1. Existing traffic and transport considerations

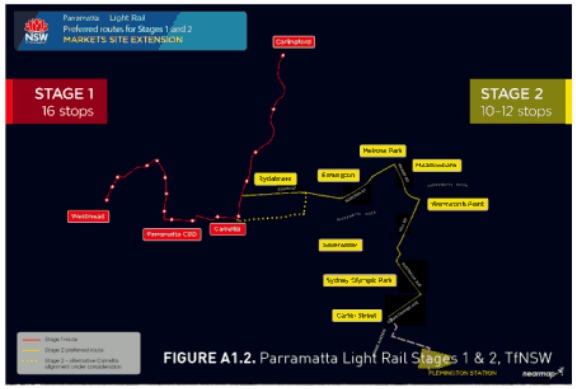


FIGURE A1.2. Parramatta Light Rail Stages 1 & 2, TfNSW

A1.2 SERVICES

A1.2.1 POWER

Demand for the proposed development can be compared to the existing light industrial use on the land. Applying a demand rate of 0.04 kW/m2/day for the existing light industrial use over the precinct, a demand of 7 MW/day is calculated.

This is lower than the expected demand of the proposed development and, subject to the detail site calculations and requirements, some amplification may be required to suit the expected demand range of the development.

Further investigation and applications will be required with Endeavour Energy by a qualified electrical consultant to confirm final capacity. Notwithstanding these investigations it is considered that power supply will be able to be provided to the development site.

High voltage transmission lines are located on the western side of the 4 Hope Street property. The transmission towers traverse a north-south alignment between Parramatta River and Hope Street through the subject area in an easement of minimum dimensions of 33m (100 ft).

There are detailed requirements for building and uses and built elements within the easement identified in the Transgrid Easement Guidelines – Third Part Development document

Initial studies have been undertaken on the potential to underground these services both within the Hope Street property and across the Parramatta River frontage. Any adjustments, alterations or disruption to the asset will need to be made at the expense of the developer. Further assessment and costings are required prior to commitments to underground these services. Uses above any buried power lines will generally be limited to open space or parking.

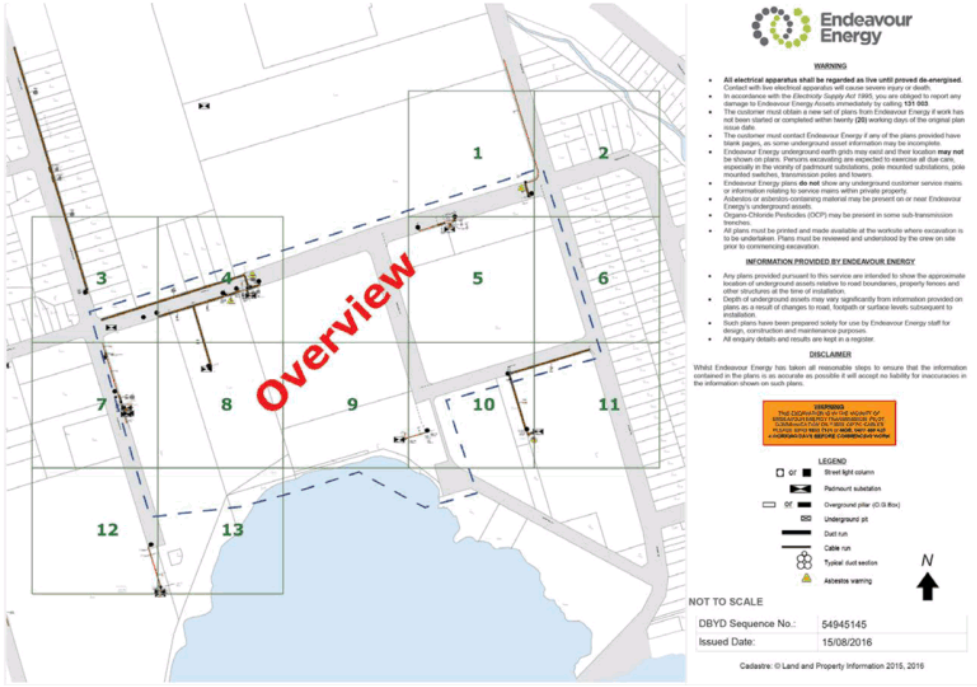


FIGURE A1.3. Endeavour Energy power services in the Southern Precinct

A1.2.2 WATER

Sydney Water is the servicing authority for potable water in the suburb of Melrose Park. A number of Sydney Water assets lie within the precinct:

- Several large diameter water mains are present in Hope Street including a 900mm and 1200mm Ductile Iron Cement (mortar) Lined (DICL) main and a 1200 SCL main.
- 200mm CICL and 150mm uPVC water supply mains locatwd on the western side of Waratah Street.
- A 150mm uPVC water supply mains located on the eastern side of Wharf Road.
- A 100mm CICL in Hughes Avenue.
- A disused 300 CICL main is also present on the eastern side of Hughes Avenue.

Potable Water Demand

Typical water demand rates for different land uses are provided in Table 2.1 below.

Land Use Design Criteria Units Potable Water Demand

Max Day Demand kL/unit/day	1.6
Multi/ high Rise Units Max Day Demand kL/N Floor Ha/day	33.5
Light Industrial Max Day Demand kL/N Ha/day	40
Medium Industrial Max Day Demand kL/N Ha/day	66
Suburban Commercial Max Day Demand kL/N Ha/day	40

Utilising the multi-unit rate of 33.5kL/ N Floor Ha/day over 4700 apartments with a GFA of 379,400m^2 of residential development a demand for the development can be calculated.

A demand in the order of **1270 kL/day** is expected to be met to service the indicative built form layout.

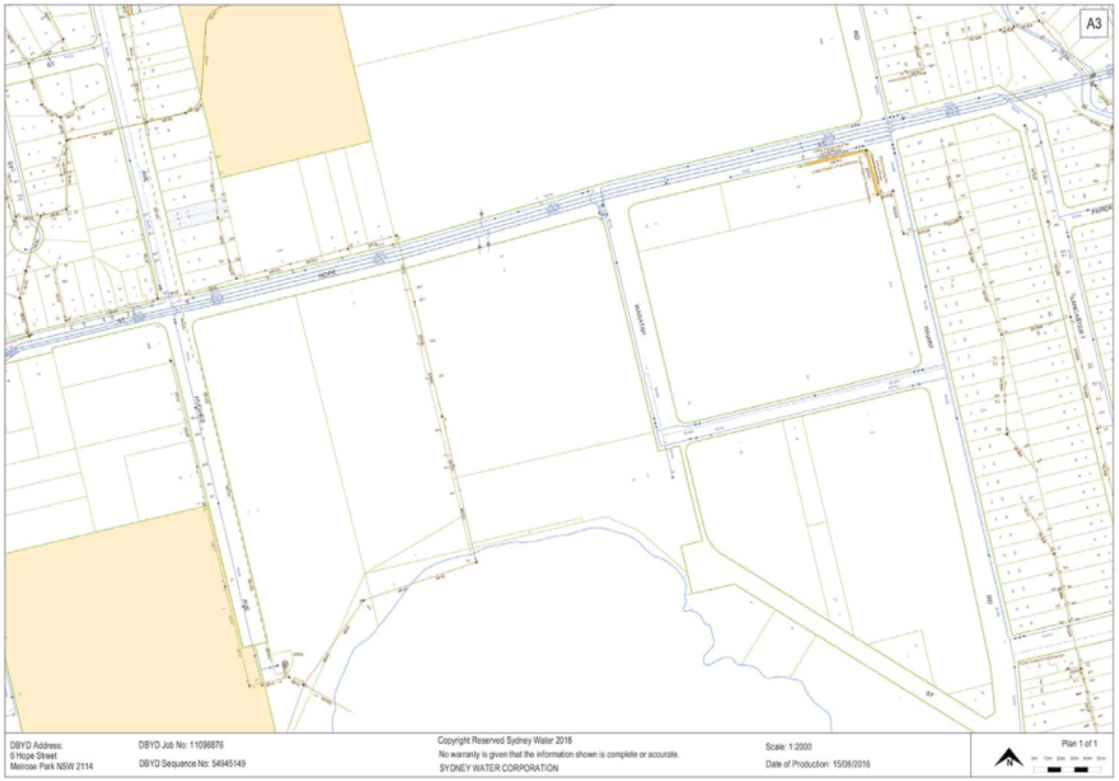


FIGURE A1.4. Sydney Water services in the Southern Precinct

A1.2.3 SEWER

Sydney Water is the servicing authority for sewage disposal in the suburb of Melrose Park.

A number of existing assets lie within the precinct:

- A 225mm CICL sewer main on the 6 Hope Street property, running adjacent to the western boundary of the property 6 Hope Street (being the common boundary of 4 & 6 Hope Street) to the south.
- The sewer main above increases to 300mm immediately to the south of the property and traverses two properties to the west to Sewer Pump Station SP0230.
- A 225mm VC on the western side of Hughes Avenue with which also conveys waste water to Sewer Pump Station SP0230.
- A 225mm uPVC main services Melrose Park Public School with a main located on the corner of Hope Street and Wharf Road which conveys waste water to the east of the Precinct.

The existing DN225 and DN300 mains located in the precinct are expected to have capacity in the order of 26 l/s and 45 l/s respectively. An estimate of the Average Dry Weather Flow (ADWF) for the project has been calculated based on 80% of the expected 1270 kL/day demand. An ADWF of 1016 kL/day or 11.7 L/s has been estimated for the development.

The estimated capacity of the connecting main is above the required output from the development, as such it is expected that the existing main will be sufficient to cater for the development.

The extent of the upstream catchment being serviced by the main however is not known and confirmation of the proposed strategy will need to be performed in conjunction with Sydney Water via a Sydney Water Qualified Water Service Coordinator during project application stage.

Notwithstanding the further investigations and applications required with Sydney Water, it is considered that waste water reticulation will be able to be provided to the development site.

A1.2.4 TELECOM

Existing local telecommunications services and optic fibre routes are located in proximity to the development.

Optus fibre optic cables run along both the northern and southern sides of Hope Street and the Hope Street property frontage.

At the time of writing, there have been no responses from NBN Co or other telecommunication providers including Telstra.

It is expected that the existing local cable network would not have the capacity to service the proposed development and that new underground cabling would be required to suit the project requirements. Normally this would be completed on a project by project basis.

Demand and capacity calculations have not been provided for telecommunications as these are not readily quantifiable like the other services provided. The requirements for telecommunications would need to be formalised via a Telstra Smart Community (or similar) registration.

Notwithstanding the further investigations and applications required with Telstra, it is considered that telecommunication infrastructure will be able to be provided to the development site

A1.2.5 GAS

Jemena is the servicing authority for gas supply adjacent to the site.

Gas infrastructure is available in the form of secondary high pressure mains with 1050kPa capacity running along the Hope Street and Waratah Street property boundaries at a distance of 0.8-2.6 metres from the boundary line.

The existing DN250 main will have a carrying capacity in the order of 300-500m3/hour or 7,200-12,000m3/day. Confirmation of sufficient capacity for gas supply will be required by a specific application to Jemena.

Jemena uses an energy demand of 20 gigajoules per year to estimate the average annual domestic usage of natural gas for residential dwellings. This usage rate typically equates to the utilisation of a natural gas hot water tank, cook top and heating point.

The natural gas usage estimate for the project, assuming supply to residential units only. This estimate uses a conversion factor of 39.6 m3 / GJ to convert the estimated energy usage into a volume of gas.

LAND USE	Residential
NUMBER OF DWELLINGS/UNITS	4300 Design basis
CONVERSION RATE (GJ/DWELLING/YR)	20
(M3/GJ)	39.6
USAGE (GJ/YR)	94,000
USAGE (GJ/DAY)	258
USAGE (M3 /DAY)	10,200

The estimated natural gas usage for up to approximately 4,300 residential apartments is approximately 10,200 m3/day. It should be noted that this natural gas demand estimate excludes demands from commercial premises. Without details of the specific proposed land uses it is difficult to estimate a gas demand for these areas. To meet BASIX requirements, it is expected that the residential units will require a natural gas connection.

Subject to further investigations and applications with Jemena, it is considered that gas supply will be able to be provided to the development site if required. We would expect this to be delivered on an as-needed basis for individual lots.

1.2.6 DRAINAGE AND FLOODING

Drainage

Several council drainage lines and associated easements are present on across the precinct. The existing drainage lines vary in diameter from 525mm to 1050mm, and are generally located along pre-existing low points and gullies drainage urbanised drainage paths to Parramatta River.

There are currently 5 discharge points to the Parramatta River. The legal point of discharge from the precinct will be located in conjunction with the existing site, council inter-allotment drainage lines and discharge locations to Parramatta River.

If a new outlet is required, then it the design of the new outlet structure will be assessed in accordance with the NSW Office of Water Document Controlled Activities: Guidelines for Outlet Structures.

As part of the existing industrial/ commercial developments in the precinct, an extensive in-ground drainage system is present. It is expected that the majority of house drainage will be made redundant as part of the new structure plan development.

The minor system will consist of a piped drainage system designed to accommodate the 1 in 20-year ARI storm event (Q20). This results in the piped system being able to convey all stormwater runoff up to and including the Q20 event. The major system has been designed to cater for storms up to and including the 1 in 100-year ARI storm event (Q100). This major system employs overland flow paths to safely convey excess runoff from the site.

As part of the new development, the council drainage and easements from the low point in Hope Street will need to be considered. Realignment of a portion of the drainage line will be required to suit the new building layout over the site. Consideration to overland flow from the low point will also be required. Relocation of drainage routes would be done utilising proposed transport and access routes (new public roads, pedestrian pathways etc).

Water quality and detention across the precinct are important considerations:

- City of Parramatta's stormwater water quality objectives will be met via a treatment train which comprises a combination of proprietary and WSUD measures.
- Detention systems totalling a storage volume in the order of 8000m2 would be required for the development site. It is expected that due to the size of the development that the detention systems for the development would be dispersed across the Precinct at strategic locations, relating to the catchment breakdown and discharge locations from the Precinct.

The exact routes and network will form part of future detailed development application as and concept stormwater management designs.

Flooding

A Flood Enquiry Application was made to Parramatta City Council. Council data on flood levels and drainage infrastructure contained in their database files shows that there are two council drainage pipes which pass through the site. The information does not show the specific flood level adjacent to the site.

An estimate of the 1 in 100-year flood level of 1.5m has been made based on interpolating flood level contours shown on the flood map. It is noted that Council is in the process of updating their Floodplain Risk Management Strategy which may change the flood levels from those that have been currently provided.

The flood enquiry information shows the site will be clear of the PMF flood event extent. The defined the Flood Planning Levels (FPL) for the site based on the 1 in 100 year ARI storm flood level plus 500mm freeboard, allowing for the development to be sited above the 1 in 100 year ARI flood level. The FPL for the development varies depending on where it is in relation to the Parramatta River and local overland flow paths.

The precinct is significantly higher than the estimated FPL of RL 2.0m AHD for the Southern Precinct based on flooding relating to the Parramatta River.

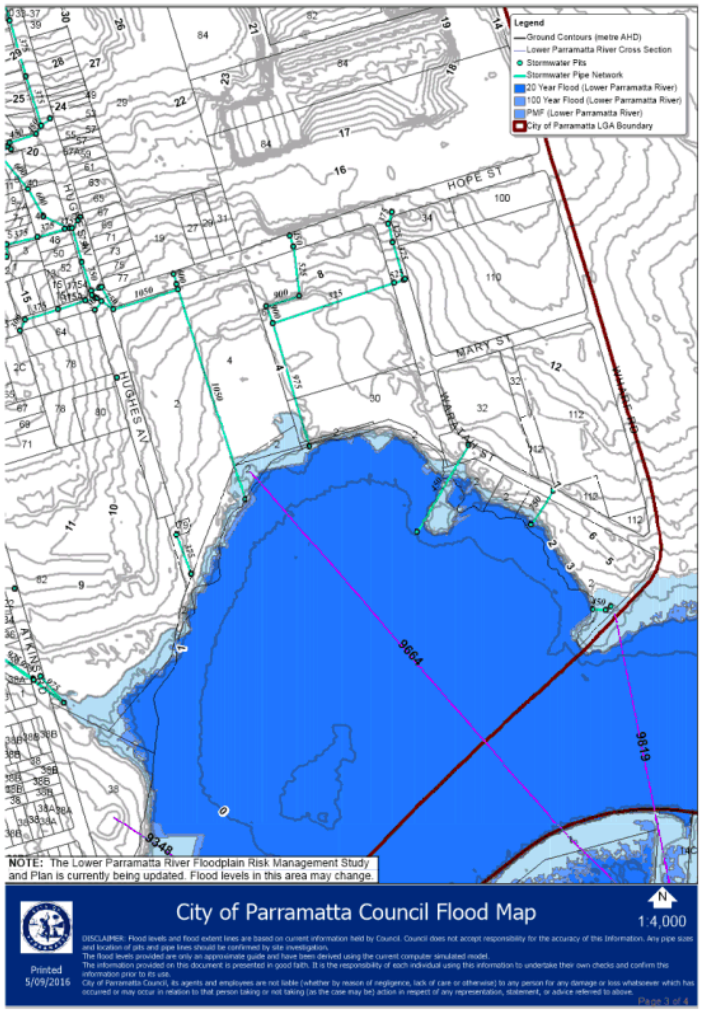


FIGURE A1.5. Flood Map, City of Parramatta Council

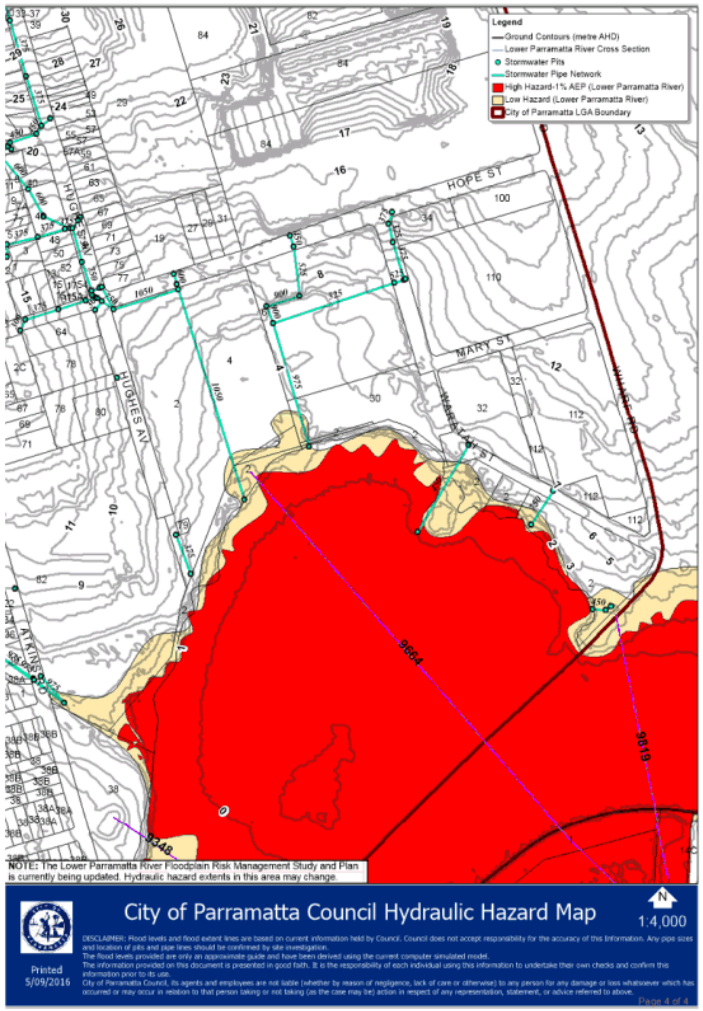


FIGURE A1.6. Hydraulic Hazard Map, City of Parramatta Council

A1.2.7 HIGH PRESSURE OIL LINE

A high-pressure oil or petroleum pipeline is shown to be present in proximity to the development. The pipe line is operated by Viva Energy Australia and is described as the Gore Bay Pipeline containing either oil or petroleum.

The pipeline is located on the southern side of Hope Street and traverses the northern precinct boundary between Atkins Street and Waratah Street. At the intersection of Hope Street and Waratah Street, the pipe line heads in a southerly direction along the western side of Waratah Street to The Parramatta River and to the east of the development precinct.

Viva advise that the measurement length associated with the pipeline is defined as 132m. This measurement is based on the radius of the 4.7kW/m2 radiation contour for a full bore rupture, as per Australian Standard AS2885.1.

There are many examples where medium-high density residential development has been safely constructed close to oil pipelines.

Viva have advised that as part of the detail design and further future development applications on the site that a Safety Management Study (SMS) shall be undertaken in accordance with AS2885 to ensure the safety of the surrounding environment and people regarding the maintenance, operation and integrity of the pipeline. Clearances would need to be confirmed as part of the required Safety Management Study.

It is to be recognised that sensitive structures and uses such as school, retail, childcare, residential buildings and other similar uses may require further consideration.

FIGURE A1.7. High Pressure Oil Line in the Southern Precinct

A1.3 CONTAMINATION

Across the precinct, there is a risk of potential contamination primarily associated with current and historical commercial / industrial land uses within and adjacent to the Site including:

- current operations including storage, handling, processing / use and transportation of petroleum products, chemicals and hazardous substances;
- historical land use practices; and
- adjacent industrial land use practices and known contamination.

It is expected there is a moderate–high risk of contamination primarily from the current and historical storage and use of chemical products.

As such, it is the opinion of specialist consultant Senversa that site investigation works should be undertaken to assess the nature and extent of contamination, to determine the suitability of the Site for the proposed development and to aid in the development of a remedial method / management approach (where necessary) to enable site development.

Prior to undertaking further works, a Sampling and Analysis Quality Plan (SAQP) detailing the required Data Quality Objectives for further investigation should be developed. As part pf the SAQP, a detailed chemical storage inventory should be undertaken throughout the Site, to adequately quantify and characterise onsite fuel / chemical storage quantities / locations and aid in the development of a robust investigation methodology.

Based on information reviewed as part of this study, it is expected that some level of site remediation and / or environmental management is likely to be required prior to or during site redevelopment

While the full extent of site remediation cannot be determined until further investigation works have been undertaken it is likely that (as a minimum) chemical / fuel storage infrastructure and associated contaminated fill / natural soil materials will require remediation management to enable site redevelopment to a more sensitive use.

Additional contamination studies will be undertaken during the Development Application (DA) Stage.

A1.4 HERITAGE

A Heritage Assessment and Heritage Impact Statement has been prepared for the site that aims to assess the heritage of the subject site, review the proposed Structure Plan and to produce a statement of heritage impact relating to heritage issues for the existing buildings and the immediate streetscape.

Three listed items are located within the precinct:

Suburb	Camellia (& Ermington; Parramatta; & Rydalmere)	Ermington	Ermington
Item Name	Wetlands	Bulla Cream	Ermington Wharf
Address	Parramatta River	64 Hughes Avenue	Wharf Road (end of)
Property Description	Local	Lot 1, DP 128574	-
Significance	I1	Local	Local
Item No.	-	I64	I82

There are a number of other listed items outside the Southern Precinct area.

Recommendations from the heritage review are:

- Retain and respect the existing Heritage Item Wetlands I1, including an appropriate buffer zone between the wetlands and any future development.
- Retain and respect the existing Heritage Item Wharf I82, including an appropriate buffer zone between the wetlands and any future development.
- Conserve the original 1925 building fabric of the Bulla Cream Brick Bungalow (I64), in accordance with the ICOMOS Burra Charter.
- Conserve the existing boundary of the Bulla Cream Diary brick bungalow and the adjacent associated factory buildings located on the site (I64) as Heritage Curtilage.
- Conserve the original street layouts, wherever possible, to enhance interpretation of the former Melrose Park street patterns, in accordance with ICOMOS Burra Charter.
- Further detailed heritage reports should be prepared at Development Application stage for other non-listed factory buildings within the whole precinct, to outline suitable design techniques or interpretation of former factories to ensure future development is sympathetic to the former heritage context of the precinct. Retain mixed use development to reflect former mixed uses and diversity.
- Any new buildings, services, streetscape and landscaping or activities in or in the vicinity of the whole precinct should have regard to the existing scale, style and character of the site and context of heritage landscapes and heritage buildings, including the adjacent residential properties.
- Undertake a Heritage Interpretation Strategy and Heritage Implementation Plan to highlight the former industrial scale building types and uses previously occupying the precinct.

As the only built heritage item in the site, there was a focus on the Bulla Cream Dairy site.

The report recommends that a detail heritage report be prepared at Planning Proposal/ Development Application Stage to determine whether any of the other industrial buildings on the allotment can be retained. There are successful examples of commercial adaptations of buildings which have incorporated the existing fabric of industrial buildings such as the former Jimmy Barnes site (known as 'The Grounds') at Alexandria.

Further refinement of the curtilage could be considered at Planning Proposal and Development Application Stages. The curtilage is required around the heritage items to ensure the bulk and height of any new adjacent development is not inappropriate and does not overwhelm these items.

FIGURE A1.8. Heritage curtilage around the Bulla Cream site on Hope Street

A1.5 ECOLOGY

An ecological constraints analysis of the precinct has identified vegetated areas within the foreshore area as being of high and moderate ecological constraint.

Outside the foreshore area, the study area comprises moderate and low ecological constraints. If required as part of the precinct planning process, removal of vegetation identified as moderate and low constraint and outside the existing vegetated foreshore areas will not have a significant ecological impact.

Saltmarsh communities are extremely sensitive area to changes in microclimate and it is understood that shading of these areas is likely to have an impact, potentially resulting in dieback and/or changes in species composition. A solar study test based on the proposed building layout has been prepared to model solar access from built structures. It is recommended that a comparison of existing and proposed shadowing be further investigated at development application stage.

Redevelopment and management within the foreshore buffer area must align with biodiversity protection aims and objectives identified in relevant planning documents. It is believed increased protection and management access within the foreshore buffer could be achieved as part of the Southern Structure Plan by providing an integrated management approach by protecting existing revegetated areas, providing additional revegetated areas where identified and providing additional managed open space with appropriate native urban landscape plantings.

Therefore, it is recommended the proposed foreshore buffer area encompasses a mix of existing revegetated areas, additional revegetated areas (between 20 and 30 metres of additional revegetation in key areas around saltmarsh, estuarine mangrove forest and stormwater drainage line between Atkins Road and Waratah St and 20 metres at Waratah Street and managed open space with appropriate native urban landscape plantings. This will provide an adequate protection and management access to the existing vegetation communities. We do not believe it necessary for the 40m buffer area to be completely revegetated.

It is understood the proposed precinct will not have a direct impact on foreshore lands or vegetation other than the planted native and exotic trees outside of the wetland and revegetated areas in the south of the study area. Additional recommendations have been provided to facilitate additional protection. With these recommendations, plus addressing the indirect impacts though implementing recommended mitigation measures, the proposed Melrose Park Southern Structure Plan will be consistent, from a biodiversity perspective, with the principles identified above in the relevant planning documents.

A mixed use precinct would allow for a wide variety of land uses and potentially the removal or direct impact to vegetation within the study area. It is it assumed there will be no direct removal of wetland vegetation or existing revegetation/regrowth areas within the foreshore areas and the vegetation removed would be native and exotic landscape planting with weedy patches. The removal of vegetation from the site would therefore not result in any direct impacts to any TECs or threatened flora and fauna species.

The following measures are recommended to avoid impacts to adjoining high conservation value areas. The ameliorative measures have been designed in consideration of relevant legislation and guidelines:

- Ensure future proposals establish vegetative and open space buffers in foreshore areas to 20 - 30m from the edge of the Ermington Wetlands.
- Clearly identify/demarcate the construction footprint area to staff undertaking the works to ensure direct impacts to vegetation are confined to the assessed footprint.
- Develop and implement a Sediment Control Plan for the proposed works. The Sediment Control Plan should control sediment and stormwater runoff within the works site, and prevent detrimental impacts from occurring on adjacent land, in particular areas of the EEC Coastal Saltmarsh, and areas of Estuarine Mangrove Forest. The Sediment and Erosion Control Plan should also identify locations for any stockpiles, and vehicle areas, and appropriate controls for these.
- Use native species for landscaping as part of any proposed works. The Sydney Harbour Foreshore and Waterways DCP (section 5.6) provides guidance for planting such as the use of endemic species and those found in the local landscape.

It is concluded that, from an ecological perspective, the proposed structure plan is acceptable and is capable of being consistent with the relevant legislation.

FIGURE A1.9. Ecology in the Southern Precinct

A1.6 ECONOMIC AND RETAIL ASSESSMENT

The Parramatta Employment Lands Study 2013 found that strong demand for housing, a decline in traditional manufacturing and the poor location of some employment lands presented an opportunity to rezone some land for residential or mixed uses.

The Southern Precinct fits these criteria:

- It is in high demand for residential uses because of its waterfront position and proximity to major employment centres and amenities. The precinct looks across the Parramatta River to Wentworth Point and Rhodes, two examples of the strong preference currently being displayed for medium to high rise waterfront residential developments
- It is in an industrial precinct dominated by pharmaceutical companies. The precinct's pharmaceutical cluster is currently undergoing a major restructuring which has seen manufacturing components increasingly move offshore, leaving only the commercial aspects of the business which do not require industrial floorspace
- The precinct is 1km from a major arterial road and is accessed via a residential area and school zone. If the Northern Structure Plan proceeds the Southern Precinct will eventually be surrounded by residential uses

Non-industrial land based sectors are projected to add 45,500 jobs between 2011 and 2041 in the Parramatta LGA, while industrial land based sectors are only expected to add 4,165 jobs.

It is imperative that land that remains for industrial uses is well located to support the Parramatta LGA's competitiveness as a manufacturing and logistics centre.

If the Southern Precinct pharmaceutical industries move offsite there's a high probability that their sites will remain vacant, both because the residual buildings are likely to be specialised to pharmaceutical manufacturing and also because the location of the sites, at the bottom of a peninsula and surrounded by residential uses, limits the types of manufacturing activities that can be undertaken.

It is unlikely that these large sites will be absorbed by warehousing, transport, distribution and logistics businesses, which have increasingly shifted their preferred locations from the inner city to the Outer-West and South-West of Greater Sydney to take advantage of improvements to the outer orbital ring roads and motorways (M5 and M7) and the proposed development of intermodal facilities such as the Moorebank Intermodal.

Summary of Economic Benefits

In summary, the Structure Plan would create the following benefits for the Southern Precinct:

- A net increase of 4,238 units accommodating an additional population of 9,665, equivalent to 2.5% of the projected growth in the Parramatta LGA population by 2031
- An additional $132.1m a year on retail expenditure by residents which will support jobs in both the Northern Precinct and Southern Precinct local centres, as well as surrounding centres
- New affordable housing in close proximity to employment, transport and amenities
- Onsite provision of 293 jobs in retail, community and commercial uses.

However, the economic benefits of the Southern Structure Plan also need to be considered in conjunction with the Northern Structure Plan with which it is fully integrated. The redevelopment of the entire Melrose Park Precinct could accommodate an additional population of around 22,165 persons by 2031 or 5.8% of the additional projected population for the Parramatta LGA. In addition, the proposed employment uses across the precincts have the potential to create up to 1,325 jobs in industries which are projected to experience strong growth.

The Metropolitan Strategy and the Sub Regional Strategy targets give impetus to the need to create housing and employment opportunities in proximity to transport and amenities. The Structure Plan is in accordance with these strategies.

FIGURE A1.10. Properties in the Southern Precinct

A1.7 SOCIAL IMPACTS

The key social benefits arising from the Southern Precinct Structure Plan include:

- The provision of approximately 4,238 modern units in a desirable waterfront location in close proximity to transport, employment and amenities
- Development of a new indoor recreational facility, provision of substantial areas of open space, and development of onsite retail and commercial uses
- Affordable housing provision
- Section 94 contributions

The key social impacts potentially arising from the development are:

- The addition of a population of approximately 9,747 on top of a projected population for the Northern Precinct of approximately 12,972 would significantly increase demand for local community facilities in the area, not all of which would be met by the proposed combined onsite provision. The cumulative population would also trigger demand for some district level facilities
- An additional cumulative population in the local area in excess of approximately 20,000 would put additional demand on education and health facilities, which would not be provided for onsite
- The Southern Precinct would experience a net loss of jobs post development as the bulk of employment uses would be located in the Northern Precinct Local Centre. However, the cumulative employment generation potential across both precincts on completion is projected to exceed the current combined industrial employment levels
- The Structure Plan would create jobs in retail, community and commercial uses, but there will be a loss of employment opportunities for occupations in manufacturing or trades in the area.

The following additional information or inputs will be required to supplement this preliminary analysis:

- Consultation with key stakeholders, to discuss the capacity of existing facilities to meet the needs of the existing and incoming resident population – across both precincts
- Consultation with the community to identify potential impacts and the perception of the current residential amenity of the area.

At this stage, based on the information available, it is considered likely that the redevelopment of the Southern Precinct in accordance with the Southern Structure Plan would create significant net benefits to the community.

A1.8 EDUCATION FACILITIES

The redevelopment of both precincts will create demand for additional school places for both government and non-government schools. It is likely that the Department of Education would undertake their own analysis for estimating demand in growth areas and in determining how this growth would be accommodated.

In projecting the age structure of the future population of the Precinct, HillPDA has applied the age structure proportions for Meadowbank as of the 2011 census. Meadowbank presents a similar population characteristic due to recent high density development and close proximity to the subject site. The projected future population characteristics of age groups that will require education appear below.

Age Group	% Meadowbank	Melrose Park		Cumulative
		Southern	Northern	
Primary Schoolers (5 to 10)	3.0%	292	389	680
Secondary Schoolers (12 to 17)	2.2%	214	285	499
Tertiary education (18 to 24)	13.7%	1,335	1,777	3,106

The population projections suggest:

- There will be significant growth among children of school age following the redevelopment of Melrose Park (approx. 506 in southern and 674 in the northern precincts of Melrose Park) which would increase demand for primary and secondary schooling.
- Additionally, the redevelopment would trigger a high proportion of young adults aged 18-24 years (13.7%) when compared to greater Sydney (10%), this is likely to cause an increase in demand for tertiary education facilities.

Elton Consulting prepared a report for PAYCE in February 2016 for the Northern Precinct following preliminary discussions with the Department of Education. During these discussions the Department reported the following:

- Rydalmere East Public School has capacity for additional students (note capacity is based on land capacity and classroom infrastructure).
- Melrose Park has capacity for some additional students. The Department advised that there was capacity to grow to 250 students without the need for major modifications.
- Marsden High School is constrained, in terms of available area, to enable enrolment capacity to be increased.

In relation to primary schools there is capacity at both Melrose Park and Rydalmere East Public Schools for additional students.

The purpose of this preliminary report is to inform the precinct planning for Melrose Park Southern Precinct. Consultation with Council and a more detailed analysis will be required later in the redevelopment process.

This report has considered the demand for community facilities and open space provisions to service an expected population of approximately 9,747 persons in the Southern Precinct and the cumulative population growth of approximately 22,719 in the Southern and Northern Precincts.

In determining the future community demand our assessment has taken into consideration:

- The existing and likely demographic characteristics and dwelling typologies
- The existing level of provision of community infrastructure and its ability to meet demand
- Current City of Parramatta Policy.

Based on these factors the estimated need appears below.

	Melrose Park South	Cumulative (Melrose Park North & South)
Childcare	188 childcare places	438 childcare places
Library	272m² additional floor space	635m²
Community Centre/Hub	780m² additional floor space	1,815m² additional floor area
Open Space	Inclusion of passive open space within the site	N/A
Sport and Recreation Facilities	2 playing fields (soccer/ rugby league size) 5 multi-purpose outdoor courts	1 indoor sports facility

It is concluded that the demand for community facilities generated by the redevelopment of the Southern Precinct could be accommodated by upgrading existing infrastructure in the vicinity of the precinct and by providing additional local infrastructure (such as new local parks) within the precinct.

A1.9 CONSULTATION

Over the last 12 months there has been consistent consultation and engagement with all the landowners in the Southern Precinct.

As requested by Council, landowner consultation was undertaken as agreed with the City of Parramatta staff, including:

- A letter sent (by Council) to all landowners in October 2016. The letter provided the landowners with balanced information to ensure they understood:
  - what a Structure Plan is, why a Structure Plan is required
  - what the Structure Plan process involves
  - the land that the Structure Plan covers
  - how landowners could be involved.
- A second letter was distributed (by Council) to the same (thirty two) landowners in January 2017. The focus of this letter was to invite the landowners to an informal drop-in information session. The letter also included details on the Structure Plan process.
- Following the information session and interest in the draft Structure Plan Council asked Goldman and Holdmark to meet further with landowners. The aims were to seek feedback and importantly, support for the draft Structure Plan and the future vision for the Precinct. Four meetings were scheduled with various groups of landowners by phone and email.
- The City of Parramatta scheduled a meeting on the 29 May 2017, for all interested landowners to meet with Council staff and discuss the process for finalisation of the draft Structure Plan.
- The draft Structure Plan was circulated to all landowners for review and comment.

The majority of landowners have provided in principle support for the lodgement of the draft Structure Plan approach, including GSK (one of the largest landowners within the precinct). Where appropriate the draft Structure Plan was amended to address concerns.

It has been confirmed with Council that a response has been received from all landowners within the precinct, except from 54 Hughes Avenue (owner of the heritage item).

Considerable effort was undertaken to consult with the owner/their representatives, including (refer to Consultation Report for record of communication):

- Invitations were sent to the landowner information session and one on one landowner meetings, with no response received.
- Several discussions over the phone and via email were undertaken to explain the justification behind the structure plan, the reason for the heritage curtilage around the site and attempt to find a solution to address concerns.

Pursuant to the Parramatta Local Environmental Plan 2011, the site including all of its buildings have been identified as local heritage items. In accordance with the heritage report prepared by Tropman and Tropman Architects (provided at Appendix B-4), the site's existing buildings should be retained and the site's boundary should act as a curtilage area to minimise any impacts. To ensure that the site has some development potential the curtilage area has been reduced to only protect the site's main heritage bungalow.

The heritage report recognises that the proposal is only a structure plan and significant attempts have been undertaken to ensure equitable development potential is achievable across all land holdings. For this reason, it acknowledges that the curtilage area for the purpose of the structure plan is acceptable, however further detailed heritage reports should be prepared at Planning Proposal/ Development Application stage (should this particular site be redeveloped) to refine the curtilage area and to determine whether any of the Bulla Cream Dairy Site's other buildings could be retained.

It is considered that Council's requirements for consultation with landowners have been met, as detailed in this report, with the majority providing in principle support for the lodgement of a draft Structure Plan to Council.

A summary of the consultation communication is provided below:

Letter sent to inform of the Structure Plan process and to invite their participation	October 2016 (no response)
Invitation sent to invite to landowner information session and "one on one" landowner meetings	January 2017 (no response)
Landowner meeting with Council	29 May 2017
Submission received from Milestone Management (owner's representative)	14 July 2017 (date received from Council)
Phone discussion with Milestone Management to discuss justification and potential solutions	10 August 2017
Email confirming conversation and to request a response	10 August 2017
Detailed discussion with Milestone Management regarding structure plan, justification and potential solutions	15 August 2017 (approximately)
Update discussion with Milestone Management.	9 October 2017
Update emails to and from Milestone Management	11 October 2017

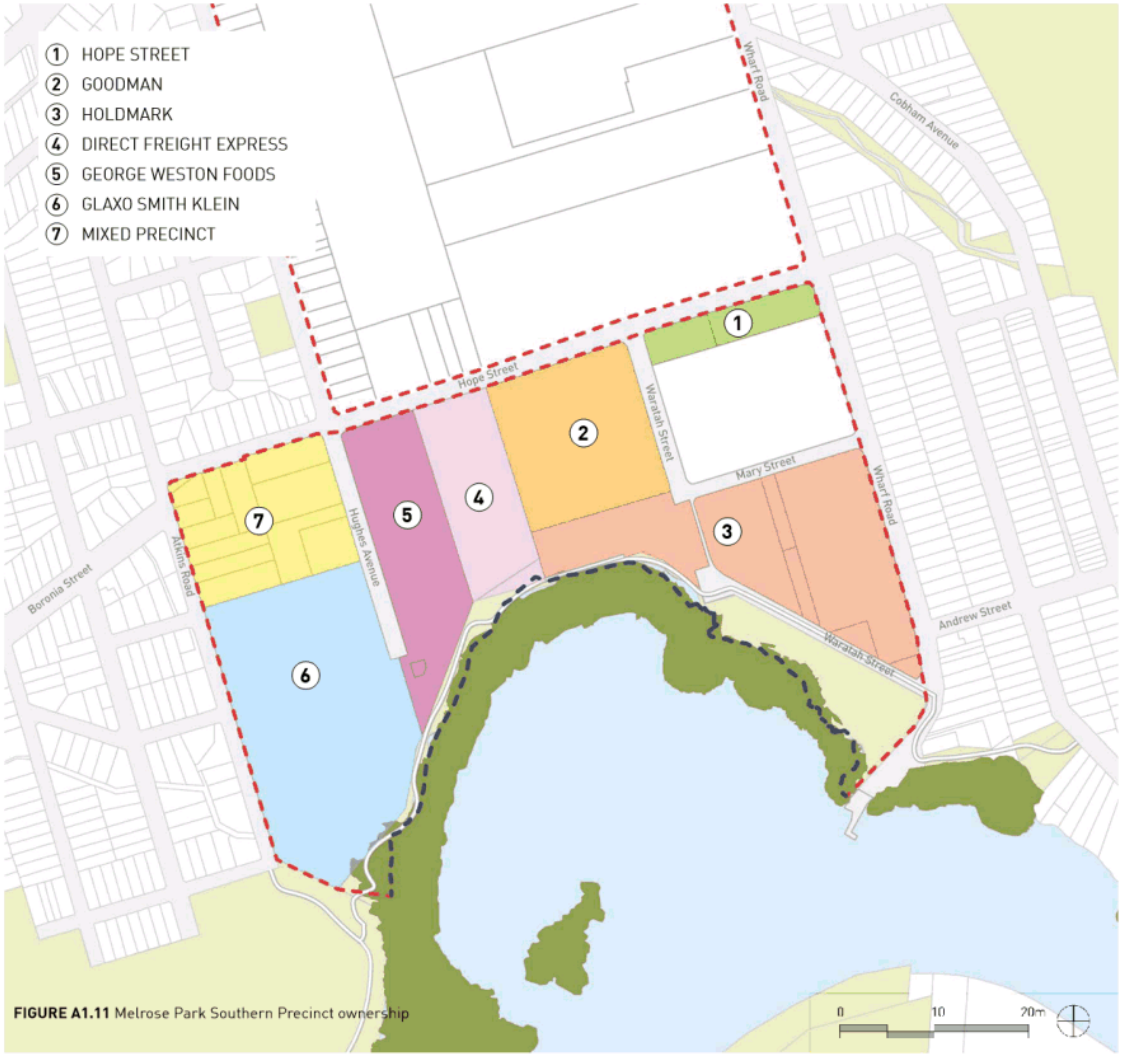
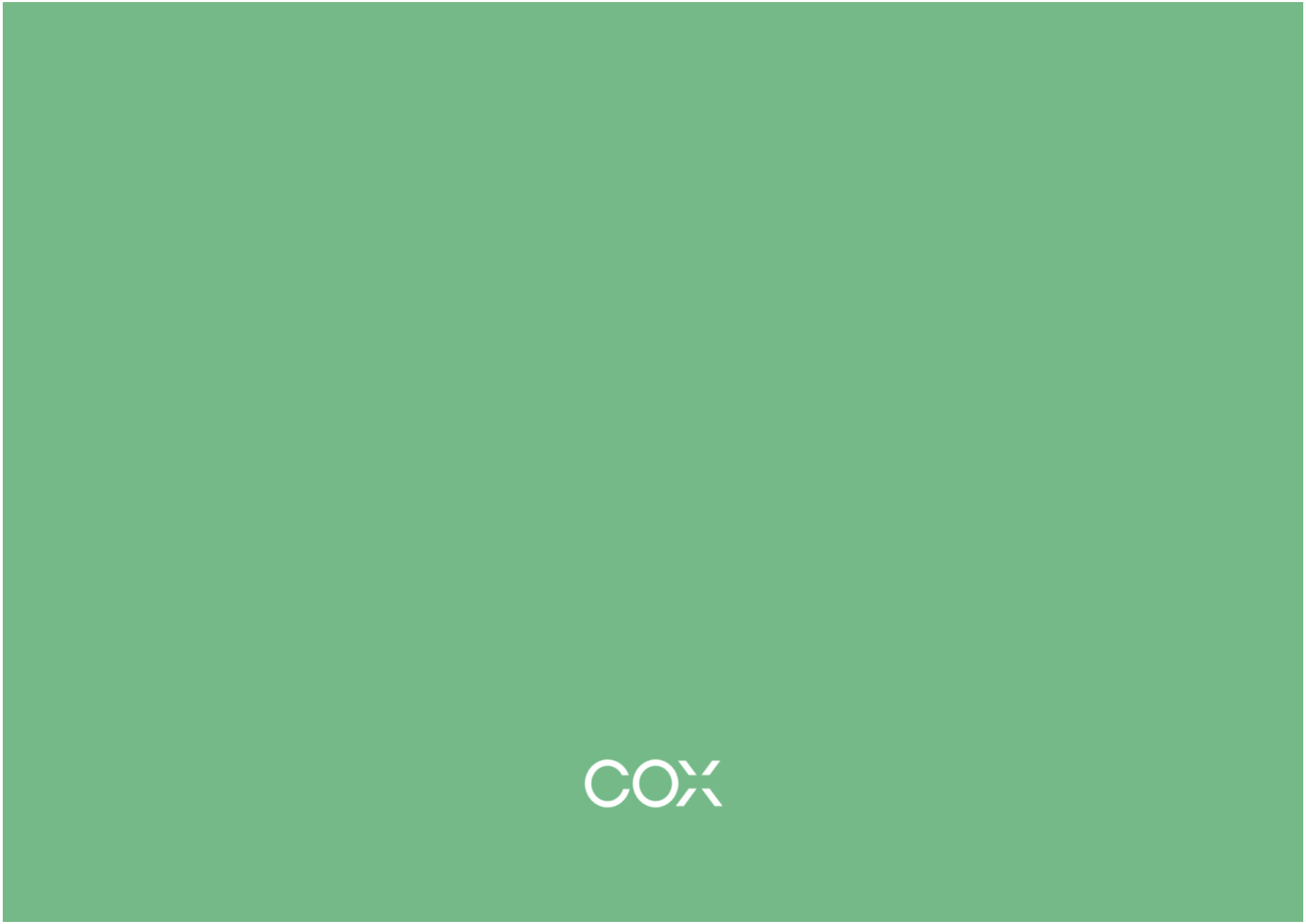


FIGURE A1.11 Melrose Park Southern Precinct ownership

FIGURE A1.12. Consultation with precinct landowners


COX

That Council adopts the Visual Identity Policy included as Attachment 1, which governs the use of Council's visual identity.

13. THRIVING

13.1 SUBJECT Proposed drainage easement in favour of 11 Tristram Street, Ermington

REFERENCE DA/662/2018 - D06801875

REPORT OF Property Services Officer

2179 RESOLVED (Tyrrell/Pandey)

(a) **That** Council resolve to create an easement for drainage over Council land (being Lot A in DP 36566) in favour of the property at 11 Tristram Street, Ermington (being Lot 171 in DP 36566) on the terms and conditions contained in this report;

(b) **That** authority is delegated to the Acting Chief Executive Officer to sign all documents (other than any document which must be signed under common seal) in connection with this matter; and

(c) **Further, that** the Acting Chief Executive Officer be authorised to execute under common seal, if required, plans of subdivision, plans of easement, Section 88B Instrument, transfer granting easement and deed of agreement for the creation of the new easement.

14. INNOVATIVE

14.1 SUBJECT Draft Melrose Park Southern Structure Plan

REFERENCE RZ/9/2016 - D06794666

REPORT OF Senior Project Officer

2180 RESOLVED (Tyrrell/Zaiter)

(a) **That** the draft Structure Plan for Melrose Park South be amended to reflect the revised scheme prepared by Council officers as detailed in **Attachment 1** to this report.

(b) **That** Council publicly exhibit the amended draft Structure Plan for a period of 28 days in accordance with the consultation process outlined in this report.

(c) **That** a report be provided to Council on the outcomes of the public exhibition of the draft Structure Plan.

(d) **Further, that** a report detailing the structure plan implementation process, potential costs and funding mechanisms associated with the preparation of a Precinct Wide Planning Proposal for the Southern Precinct be put to Council following the public exhibition of the draft Structure Plan.

DIVISION The result being:-

AYES: Clrs P Bradley, D Davis, B Dwyer, M Garrard, P Han, S Issa, A Jefferies, S Pandey, P Prociv, W Tyrrell and M Zaiter

NOES: Clr A Wilson

The Lord Mayor declared the MOTION CARRIED.

NOTE:

Councillor Martin Zaiter left the chamber at 7:30pm prior to consideration of Item 14.2 and Item 14.3.

14.2 SUBJECT Parramatta CBD Planning Proposal - Urban Design, Heritage and Feasibility Analysis for Church Street Precinct

REFERENCE F2018/03742 - D06805412

REPORT OF Team Leader –Land Use Planning; Land Use Planning Manager

2181 RESOLVED (Issa/Garrard)

That consideration of this matter be deferred until specific analysis is conducted that could address issues raised by Councillors as well the public forum statement.

DIVISION The result being:-

AYES: Clrs P Bradley, D Davis, B Dwyer, M Garrard, P Han, S Issa, A Jefferies, S Pandey, P Prociv, W Tyrrell and A Wilson.

NOES: Nil

The Lord Mayor declared the MOTION CARRIED.

14.3 SUBJECT Parramatta CBD - Overshadowing Analysis

REFERENCE F2018/03742 - D06813522

REPORT OF Team Leader –Land Use Planning

2182 MOTION (Davis/Pandey)

That this matter be deferred for staff to conduct further analysis and consultation with Councillors.

The motion was put and carried.

DIVISION The result being:-