

**34-46 BROOKHOLLOW
AVENUE, NORWEST
PLANNING PROPOSAL
IPC BRIEFING**

26 AUGUST 2024



AGENDA

- Opening statement (Panel Chair)
- Applicant introductions
- Overview of Planning Proposal and review request (max. 15-min)
- Response to Department's Gateway Determination Assessment Report
- Key issues:
 - Rationale of residential component
 - Affordable housing
 - Consultation undertaken with Council
 - Proposal's relationship with surrounding residential and commercial land uses
 - Precinct's existing and future commercial floorspace needs
- Meeting close

DETAIL OF THE PLANNING PROPOSAL

The objectives of the planning proposal are to facilitate:

- a mixed-use development comprising 38,306m² of commercial GFA across three separate buildings, ranging from 4 to 23 storeys to facilitate 1,989 jobs, and
- a 10-storey residential flat building comprising 9,576m² of residential GFA with a maximum of 76 dwellings.

In summary, the planning proposal seeks to:

- Increase the height of building development standard from RL 116m to RL 112-182m
- Increasing the FSR development standard from 1:1 to 2.4:1
- Introducing an incentive FSR of 3:1, and
- Including “residential flat building” as an additional permitted use on the site to permit a mixed-use commercial/ residential development with 76 dwellings.
- 5% of the residential dwellings would be provided as affordable housing for 10 years.

GATEWAY DETERMINATION – CONDITION 1

Prior to exhibition, the planning proposal and supporting documents are to be amended and forwarded to the Minister under s 3.34(6) of the Act to:

- a) ~~remove the proposed inclusion of an additional permitted use of residential flat buildings on the site,~~*
- b) confirm approach to the proposed FSR incentive provision on the site,*
- c) provide a flood assessment,*
- d) provide an updated assessment relating to the draft or finalised Norwest Precinct Plan and justify any inconsistencies with this Plan,*
- e) update supporting documentation to address the amended planning proposal,*
- f) update the car parking rates after consultation with Transport for NSW,*
- g) update the project timeline to reflect the requirements of the Gateway determination.*

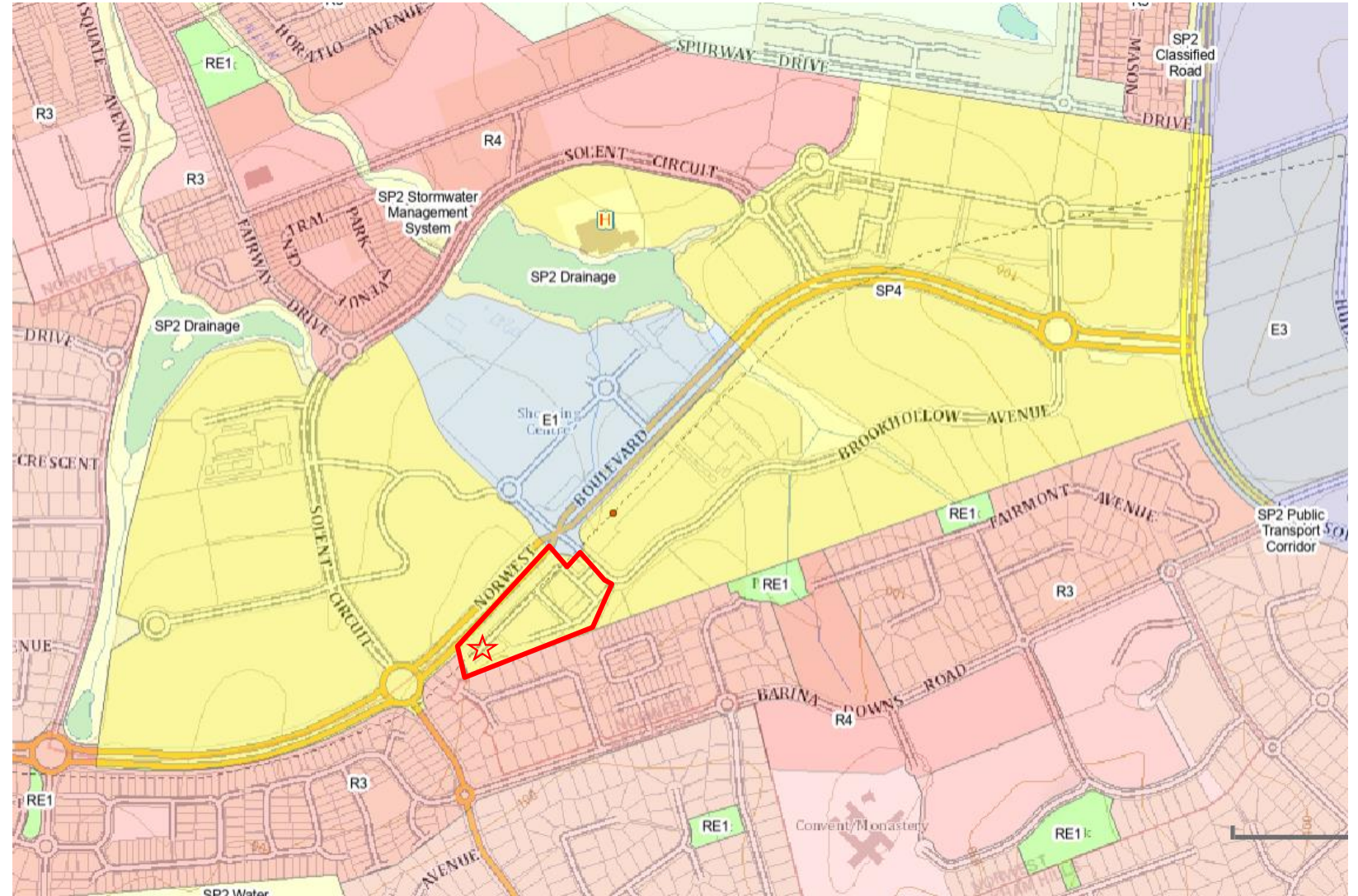
THE SITE

The site has an area of 15,960sqm and is located on the southern-most edge of the Norwest Strategic Centre.



THE SITE

The site is bound by R3 Medium Density zoned land to the south and the west where the proposed residential building is positioned.



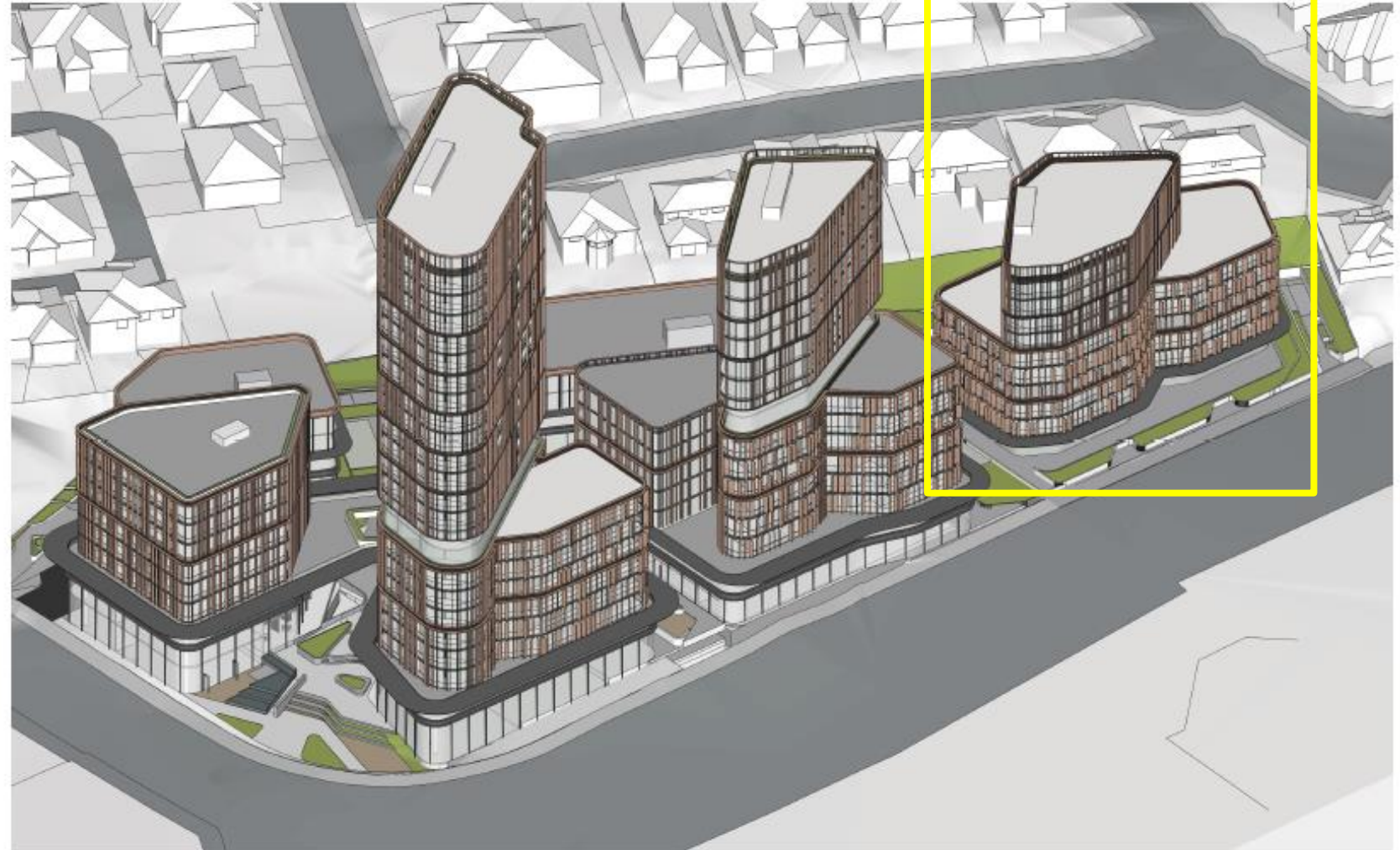
DETAIL OF THE PLANNING PROPOSAL

4 STOREYS
BUILDING B2
RL 110.20

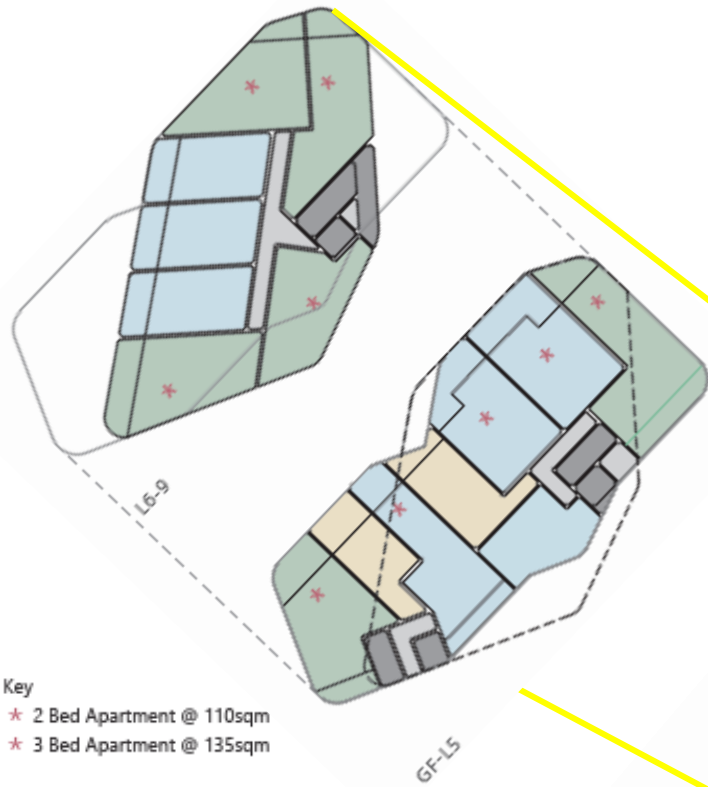
23 STOREYS
RL 181.10

16 STOREYS
RL 155.30

10 STOREYS
RL 127.60



PROPOSED LAYOUT



Key

- ★ 2 Bed Apartment @ 110sqm
- ★ 3 Bed Apartment @ 135sqm

Legend:

- 1 Bed Apartment
- 2 Bed Apartment
- 3 Bed Apartment

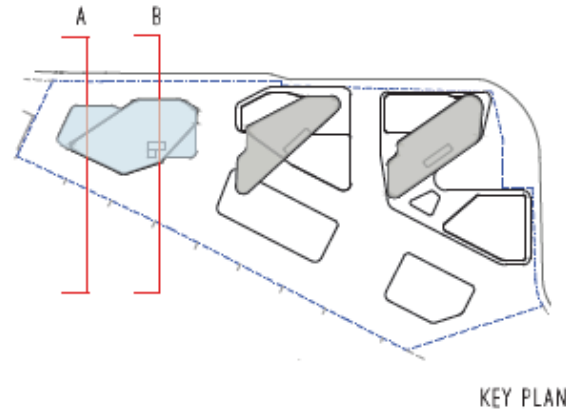


Legend:

- Neighbourhood shop / food and drink premises
- Hotel / Pub
- Commercial / Office
- Co-working Space
- Residential



BUILDING A – RESIDENTIAL



Maximum 10 storeys (36m)

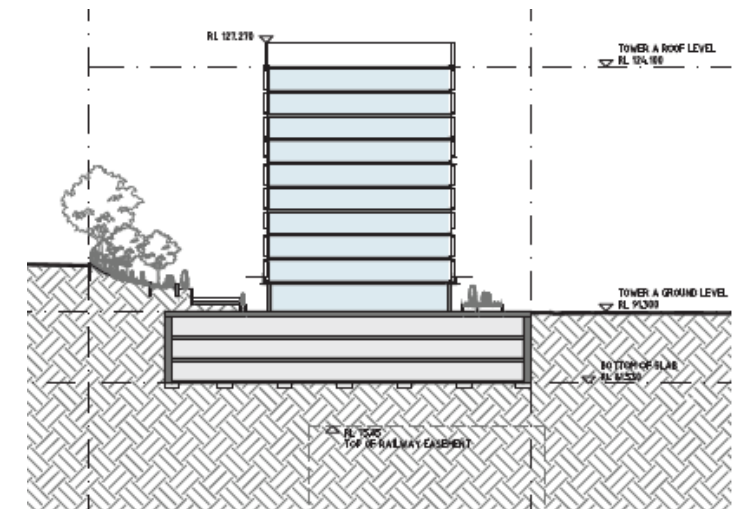
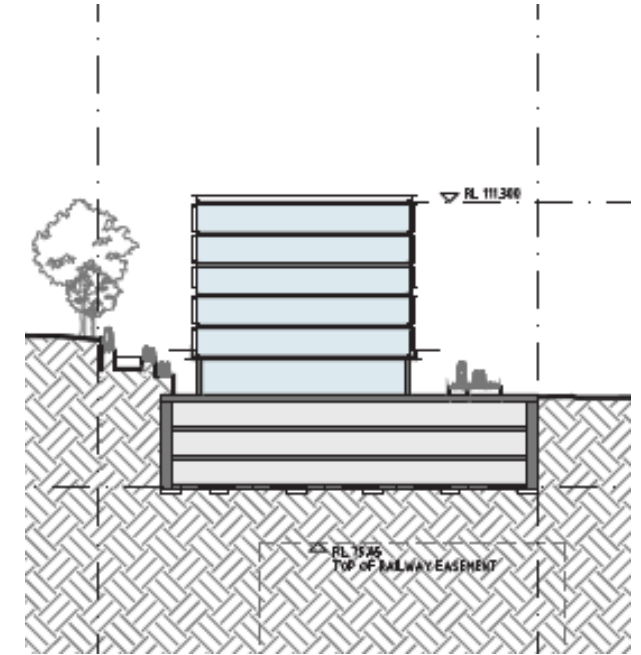
892sqm GFA floor plates

Complies with The Hills LEP unit mix and sizes as follows:

- 1 Bed @ 55sqm, max 25%
- 2 Bed @ 80-110 sqm (min 40% @ 110sqm)
- 3 Bed @ 110-135 sqm (min 40% @ 135sqm) and min. 20% of development

Solar access summary:

- Total number of units =76
- Total number of units to achieve 2hr solar access = 66
- Total number of units to achieve 3hr solar access = 66
- Percentage = 86.8%



TIMELINE

- Fifth iteration of the Planning Proposal since lodgement in March 2019.
- Working with the Council the scheme has been revised:
 - Reduction in FSR from 5.8:1 to 2.4 – 3:1.
 - Reduction in height in storeys from 40 to 4-23 storeys.
 - Residential yield as reduced from 432 units to 91 unites.
 - Jobs target however has reduced only from 2,029 jobs (40,576sqm) to 1,882 jobs (38,304sqm).



STRATEGIC MERIT

EMPLOYMENT FLOOR SPACE

- *“The proposal generally achieves the employment targets identified under the relevant strategic framework including the Greater Sydney Region Plan, Central City District Plan, North West Rail Link Corridor Strategy, The Hills Corridor Strategy and Local Strategic Planning Statement.”*
- *“Noting that the Hills Corridor Strategy identifies a minimum commercial floor space ratio of 2:1, the proposed development would achieve a greater employment yield than the minimum anticipated under Council’s Strategy.”*
- *“The proposal seeks to protect and retain the majority of the site (80%- Sites B and C) for employment uses, with the potential to accommodate over 38,304m² of commercial floor space (1,882 jobs), which will assist Norwest in achieving its role, function and targets under the relevant strategic plans.”*

– The Hills Shire Council

RESPONSE TO DEPARTMENT'S DETERMINATION REPORT

Concerns were raised by the Department with respect to:

- *Potential for inconsistency with the District Plan.*
- *Potential for inconsistency with The Hills Shire LSPS.*
- *Potential for inconsistency with the draft Norwest Precinct Plan 2023.*
- *Inconsistency with Direction 7.1 (Employment Zones) - as it “reduces the total potential employment floor space area” for residential uses and the objective to encourage and protect employment lands.*

	Current (LEP 2019)	NWRL Corridor Strategy	Hills Corridor Strategy	Current Proposal
Commercial Yield	16,326m ²	65,304m ²	32,652m ²	50,841m ²
Jobs (approx.)	544	2,612	1,088	2,600

Table 4
Employment Floor Space and Jobs

As demonstrated above, the planning proposal would facilitate significant employment growth above and beyond that achievable under the current controls and the Hills Corridor Strategy, and commensurate with that envisaged under the NWRL Corridor Strategy. However, it should be noted that the State and local corridor strategies assume lower employment densities for commercial and retail uses (25-38m²/ job) than those identified in the Proponent's supporting material (19-27m²/ job). If the densities assumed within those strategies were applied to the planning proposal, the proposal would yield approximately 1,689 – 2,007 jobs which is still commensurate with the jobs anticipated for the site under The Hills Corridor Strategy.

The Hills Shire Council, 2021

STRATEGIC MERIT

RESPONSE TO GOVERNMENT PRIORITIES FOR HOUSING SUPPLY

- As outlined by the Local Environmental Plan Making Guideline the following factors may lead to demonstrating that a proposal has strategic merit:
 - **Response to key Government priorities:** Delivering housing supply is a priority issue for Sydney for all levels of Government.
 - **Changes to population and demographic trends and associated needs such as housing or jobs:** This planning proposal not only delivers upon the need for employment land but also housing.

The proposed inclusion of an additional permitted land use on the site (residential) improves the feasibility of delivery employment floor space on the site, noting that the feasibility of development in Norwest for commercial office properties has been fundamentally altered by the COVID-19 pandemic, and as confirmed by the Council will deliver additional jobs on the site than would otherwise be delivered under the existing planning controls.

CONSISTENCY WITH CENTRAL CITY DISTRICT PLAN

- The planning proposal will result in a significant employment uplift – Consistent with District Plan Priority C10 – growing investment, business opportunities and jobs in strategic centres.
- The location is entirely appropriate for high density housing, aligned with Priority C5 of the District Plan – Establishing a target for housing provision in the right locations. Housing is proposed in close proximity to public transport, existing urban amenities and existing residential communities.
- The intended outcome is consistent with the principles established under Priority C9 – delivering an integrated land use and transport planning and a 30-minutes City.
- The Hills Shire Council assessment supports the proposed inclusion of residential accommodation on the site, recognising alignment with the achievement of employment targets for the strategic centre. These employment targets have been reached notwithstanding the residential accommodation proposed within a single building on the site.
- Any slight inconsistency with the strategic plans for the area are justified by the Council given the site is unique in the precinct and offers a logical transition, in that it is proposed within a small and thin ‘wedge’ of the site which is already effectively ‘wrapped’ by residential uses.
- As the proposal would retain an underlying zoning of B7 Business Park across the entire site, commercial uses would continue to be permitted across the entire site, should market demands dictate an alternate outcome to the residential component proposed.

CONSISTENCY WITH COUNCIL LSPS

- The Planning Proposal complies with the following aims and objectives of the Hills Future 2036: Local Strategic Planning Statement (LSPS):
 - The LSPS recognises whilst mixed use development creates active neighbourhoods, commercial office precincts such as Norwest are essential clusters of higher-order employment where business can agglomerate.
 - Planning Priority 7 identifies a need to plan for new housing in the right locations. Such locations include well supported areas with access to jobs, services and transports. The site meets this criteria.

- The Planning Proposal will deliver upon the priorities established under the LSPS, including:
 - Planning for sufficient jobs targeted to suit the skills of the workforce
 - Building strategic centres to realise their potential
 - Influencing travel behaviour to promote sustainable choices

CONSISTENCY WITH DRAFT NORWEST PRECINCT PLAN (FINAL)

- Council has supported the progression of a number of planning proposals within the Norwest Strategic Centre, ahead of precinct planning being finalized.
- The Norwest Precinct Plan (draft) directly acknowledges that a number of planning proposals have and continue to be progressed within Norwest. As stated in Section 5.2.2 of the draft documents, the Precinct Plan “*focuses on filling in the gaps to provide a holistic framework to guide future development and to enable Norwest to reach its full potential as a Strategic Centre*”. The Norwest Precinct Plan accordingly does not seek to revisit nor question the merit of the planning proposal.
- The Norwest Precinct Plan is currently (at the time of review lodgment) was in draft form and was therefore potentially subject to change prior to finalisation. The Precinct Plan was considered by Council at its meeting of 9 July 2024.
- The draft Norwest Precinct Plan is not a draft Environmental Planning Instrument (EPI), for the purposes of the Act.

NORWEST PRECINCT PLAN (FINAL)

Council at its meeting of 9 July 2024 considered the draft Norwest Precinct Plan, resolving to adopt the plan subject to a number of updates. Notably:

*“Council.. of the view that **there is scope to further investigate permitting a limited amount of ancillary residential development on three key sites within the designated commercial core of the Norwest Central Precinct. These sites have been identified having regard to specific criteria including their proximity to the Metro Station and consolidated land areas (greater than 4 hectares), which enable:***

- Ability to properly master plan the outcome on the site as a result the flexibility afforded by the large site area in consolidated ownership;

Clear separation and delineation of areas within the site for different land use outcomes. This is a result of the flexibility afforded by the large site area in consolidate ownership and overcomes the potential for land use conflict and reduced desirability for commercial investment by retaining a commercial only use, character and identity across the majority of the site

- The ability to achieve the base line employment expectations for the land as set out within the Precinct Plan, without also fully realising the built form capacity of the land

- Development outcomes that are not likely to result in an inappropriate interface or amenity or visual impacts on any sensitive adjoining uses (such as low density or low scale residential areas), having regard to the lack of any significant constraints and the specific location and immediate surrounding context of each site

- An appropriate amount of additional residential yield to be identified within the Precinct which has regard to Government objectives and the housing crisis, without undermining Council’s position in relation to the designated commercial core and without permitting an extent of residential growth that would exceed the capacity of existing and planned local and regional infrastructure

- It is recommended that these sites be identified for a total FSR of up to 2.5:1, being a relatively moderate density and built form outcome, which comprise a minimum employment outcome of 1.5:1, with a supplementary residential component of no more than 1:1.

The proposal remains consistent with this strategic direction of Council – to support a limited amount of residential uses, subject to meeting certain certain.

NORWEST PRECINCT PLAN (FINAL)

Council at its meeting of 9 July 2024 also reaffirmed its support for the planning proposal, with specific references as follows:

*Update the proposed building height and density identified for land at **34-46 Brookhollow Avenue** to reflect Council's previously resolved position on the site-specific planning proposal (9/2019/PLP) and identify that the Council-endorsed planning proposal for this land identifies the delivery of up to 76 dwellings on this site.*

*Include notations in various sections to flag that various site-specific planning proposals have been endorsed by Council for Gateway (**land at 34-46 Brookhollow Avenue**, 7-15 Columbia Way, 21-23 Victoria Avenue and 27 Victoria Avenue) and that final land use, density and built form outcomes will continue to be determined through those separate ongoing processes*

It can be confirmed that the PP is accordingly aligned with the final Precinct Plan.

SITE SPECIFIC MERIT

- The Planning Proposal demonstrates site-specific merit for the following reasons:
 - **Biodiversity** - The site is already developed and there are no impacts are anticipated on biodiversity.
 - **Built form** - The proposed built form carefully considers site planning and urban design, resulting from considerable negotiation between the proponent and The Hills Shire Council. It is considered that the proposed built form and urban design is sensitive to the interface with adjoining residential (including solar access considerations) and that appropriate development can be managed through DCP controls.
 - **Flooding** - Council has noted flooding is not an immediate concern in Norwest and a flood study can be considered post issuing the Gateway determination and prior to exhibition.
 - **Proximity to public transport and traffic impacts** - the site is immediately adjacent to the new metro station and has the ability to reduce demand on private vehicle ownership for residents in the locality.

RESPONSE TO DEPARTMENT'S DETERMINATION REPORT

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The Hills Shire Council, 2021

RESPONSE TO DEPARTMENT'S DETERMINATION REPORT

- The planning proposal facilitates significant commercial development opportunities. 38,000m² is not considered to be a limited commercial development outcome.
- The planning proposal will achieve twice as many jobs than could potentially be delivered under the current planning controls.
- The portion of the site being proposed to be used for residential purposes intentionally establishes a suitable transition and interface to the residential area to the south. This part of the site is considered to be least suitable for use by commercial activities.
- The proposed amenity for the residential accommodation has been justified within the Planning Proposal, as such the proposed commercial development on the site will not cause adverse environmental impacts on the proposed residential development on the site.
- The assessment by The Hills Shire Council is supported.

RESPONSE TO DEPARTMENT'S DETERMINATION REPORT

Concerns were raised by the Department with respect to:

- *That the residential use may limit the potential for commercial development opportunities.*
- *That the location of the site may not be appropriate, in terms of housing being located in the right places.*
- *That the use of 20% of the site for residential purposes may be inconsistent with a requirement for the entire site to be made available for commercial development.*
- *There is the potential for the planning proposal to establish an undesirable precedent, particularly with respect to other properties along Brookhollow Ave.*

Each of the above have been addressed by the proponent.

FOR DISCUSSION

- Rationale of residential component
- Affordable housing
- Consultation undertaken with Council
- Proposal's relationship with surrounding residential and commercial land uses
- Precinct's existing and future commercial floorspace needs