

Planning Proposal for 2-22 William Street, Granville - Preliminary Revised Development Concept Report

Responsible Division: Environment & Infrastructure
 Officer: Group Manager - Planning
 File Number: HC-23-08-25

Application lodged with Parramatta Council	15 December 2015 Revised Concept Scheme submitted 2 September 2016	
Applicant / Proponent	Sid Arida C/O PTI Architects Pty Ltd	
Owners	Sid Arida	
Description of Land	2-22 William Street, Granville	
	Street Address	Legal Description
	22 William Street	Lot 18 in DP 2371; Lot 19 in DP 2371 Lot 20 in DP 2371
	12 William Street	Lot 21 in DP 2371; Lot 22 in DP 2371; Lot 23 in DP 2371; Lot 24 in DP 2371; Lot 25 in DP 2371; Lot 26 in DP 2371
	10 William Street	Lot 27 in DP 2371 (PLEP Heritage Item)
	8 William Street	Lot 28 in DP 2371
	6 William Street	Lot 29 in DP 2371
	4 William Street	Lot 30 in DP 2371; Lot 31 in DP 2371
	2 William Street	SP 31488
Site Area / Description of existing use	The site (2,175m ²) comprises 15 allotments containing seven buildings with primary frontage to William Street. Existing buildings include detached residential dwellings, as well as a two storey residential flat building (strata subdivided, 6 units), and a commercial warehouse at the western end of the block.	
Existing Zoning and Planning Controls	Land Use Zoning Maximum Building Height Max Floor space Ratio (FSR) Minimum Lot Size	R4 High Density Residential 14m 1:1 1,500m ²
Proposed Zoning and Planning Controls	Land Use Zoning Maximum Building Height Floor Space Ratio (FSR) Minimum Lot Size	R4 High Density Residential 16m (five storeys) 1.7:1 1,500m ²
Heritage	Proposed removal of Local Heritage Item No. 205 under Parramatta LEP 2011: 10 William Street (Lot 27 DP 2371).	
Disclosure of political donations/gifts	Nil	
Previous Considerations	Nil	

Summary:

A planning proposal request was lodged with Parramatta Council for 2-22 William Street, Granville on 15 December 2015 that sought to increase the building height and floor space ratio (FSR) and to remove a heritage item from Parramatta LEP 2011. Assessment

of the planning proposal request is now the responsibility of Cumberland Council, following Council amalgamations.

Preliminary community consultation was undertaken in relation to the planning proposal request between 10 April 2017 and 12 May 2016. A total of seven submissions were received.

The purpose of this report is to provide an assessment of the planning proposal request and to respond to the submissions received during the preliminary community consultation period.

Report:

Background

On 15 December 2015, a planning proposal request was lodged with Parramatta City Council for 2-22 William Street, Granville by ARIDA C/- PTI Architects. This original planning proposal request sought to amend the development standards to achieve a greater height and density on the site in order to enable redevelopment for a seven (7) storey residential development.

The original planning proposal request proposed an increase in FSR from 1:1 to 2.3:1 and a proposed increase in maximum building height from 14m to 22.7m. The proposal included the removal of Heritage Item 205 (10 William Street) from Schedule 5 of the Parramatta LEP 2011.

A revised planning proposal request was submitted to Cumberland Council in September 2016 (**Attachment 1** contains revised plans, however a revised version of the PP Report document at **Attachment 2** was not provided). The revised proposal sought a lower maximum FSR of 1.7:1 and a maximum height of 16.2 metres, in an attempt to address overshadowing of adjoining properties to the south of the subject site. It also sought the removal (ie demolition) of the heritage item. The issue of overshadowing is discussed in this report.

The proposed removal of the local heritage item (10 William Street) remains a concern. Heritage was assessed in the planning proposal request prepared by JBA (**Attachment 2**), as well as the Heritage assessment by Archnex Designs (**Attachment 3**), and a peer review commissioned by the proponent (by Heritage 21/Rappoport at **Attachment 4**). All of these assessments concluded that the removal of the item from the Parramatta LEP 2011 (ie demolition) was reasonable. However their conclusions were inconsistent with the opinion of Parramatta Council's Heritage Officer, and preliminary advice received by Cumberland Council's heritage advisory consultant (**Attachment 6**). Subsequently, demolition of the heritage item remains an issue of contention. This is discussed further in this report.



Montage 1: Original Indicative Development Concept (7 storeys) prepared by PTI Architects



Montage 2: Revised Indicative Development Concept (5 storeys) prepared by PTI Architects

Site and Surrounds

The site is the block on the southern side of William Street, and is bound by William Street, Clyde Street, Factory Street and First Laneway. The subject site is located approximately 150m from Clyde Train Station.

The area of the subject site is 2,175m². It comprises 15 allotments containing seven buildings with a frontage to William Street (detached residential dwellings, and a two storey strata subdivided residential flat building (comprising six (6) apartments). The site area also contains a commercial building used for warehousing at the western end of the block. The subject site includes the heritage item at 10 William Street.

The site is bound to the north by the Granville Diggers Club and existing industrial buildings (towards Clyde Train Station). These buildings are accessed from, and have

frontage to, Memorial Avenue with no vehicular access or active frontages to William Street facing the site.

To the east of the site is an industrial precinct zoned IN1 General Industrial. The lots to the south of the site fronting First Street (and backing onto First Lane) are established detached residential dwellings within an R2 Low Density Residential Zone with a FSR control of 0.5:1 and 9m height limit. Allotments to the west of Clyde Street are residential flat buildings varying from two (2) to four (4) storeys.

There are a range of recreational facilities within walking distance of the site, including the Granville RSL Club, Granville Town Centre, public open space, and sporting ovals. The Granville Town Centre also provides a range of educational facilities.

The surrounding road network includes Parramatta Road which provides the key east-west road linking Parramatta CBD, Granville, and the Sydney CBD.

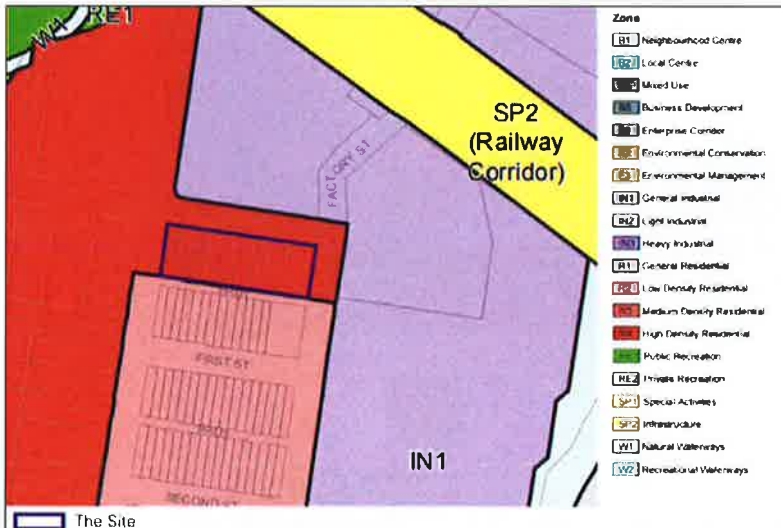
Bold Street, Railway Parade, Memorial Drive and Clyde Street (all RMS Regional Roads) provide the key north-south road linking Parramatta Road to Rawson Road/Wellington Road/Ferndell Street. William Street and Factory Street are local with kerbside parking generally permitted along both sides of both roads.



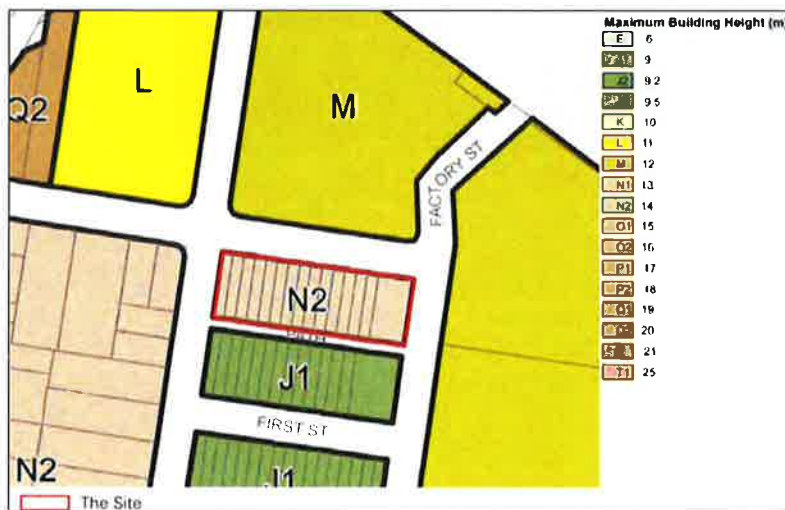
Aerial Map 1: Site and surrounds



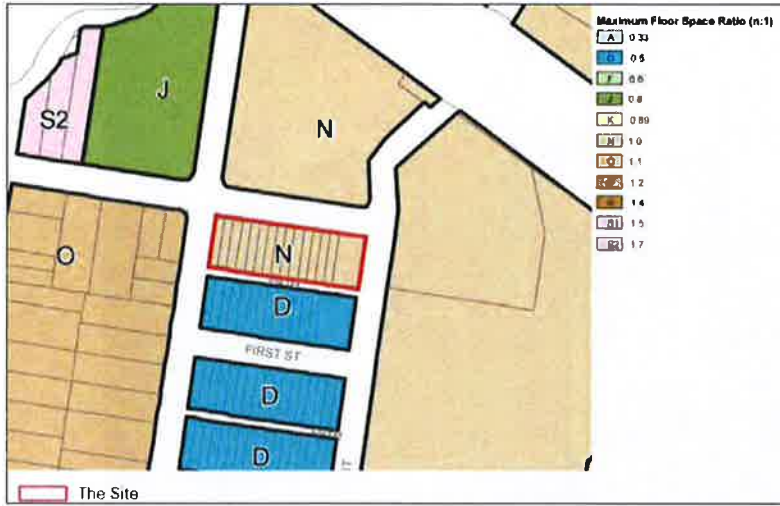
Aerial Map 2: Site and surrounds Source: Google Map



Parramatta LEP Map 1: Existing Zoning



Parramatta LEP Map 2: Existing Maximum Building Height



Parramatta LEP Map 3: Existing Maximum FSR



Figure 1: No.2 William Street, viewed from William Street



Figure 2: No.10 William Street (heritage item)



Figure 3: No.6 and No.8 William Street



Figure 4: No.14 William Street



Figure 5: View east along rear laneway



Figure 6: View west along laneway of rear of No. 12 William Street

Preliminary Exhibition of Planning Proposal and Submissions received

On 19 September 2016, a revised Planning Proposal request was lodged with Cumberland Council and preliminary public exhibition of the revised concept scheme was undertaken by Cumberland Council between 10 April 2017 and 12 May 2017, in accordance with Council's notification policy.

Seven submissions were received: two individual submissions and five identical form letters. Key issues raised in submissions included concerns about overshadowing, overlooking, potential loss of privacy, noise, loss of property value, traffic congestion and parking.

The issue of overshadowing is addressed in a subsequent section of this report. A number of the above concerns raised related to the specific building design illustrated on the proponent's plans. It is noted that this planning proposal seeks to increase the maximum permissible height and FSR, and assessment of the proposals strategic merit is undertaken. Such concerns relate to Development Application aspects and will be considered at the DA stage, should the proposal progress to that point. Any detailed building plans submitted as part of a planning proposal are indicative only.

One submission also raised a number of environmental concerns including the presence of fuel storage tanks on site, asbestos. Should the planning proposal proceed to Gateway, it is anticipated that a Phase 1 Contamination report would be required at that stage. Proximity to the Clyde flying fox colony and retention of the trees within the subject site as a food source for the flying foxes was also raised. This aspect is noted and it could be addressed at DA stage via the inclusion of specific conditions and setback requirements, should the planning proposal proceed to that point.

The five form letter submissions requested that the block immediately south of the subject site be rezoned to R4 High Density Residential (from R2 Low Density Residential), suggesting that First Street would provide greater separation between the two zones, than the narrower First Laneway. It also seeks the same controls sought by the subject site be applied to this land immediately to the south. The subject site is currently zoned R4, and seeks only to increase the maximum building height and FSR by a relatively small proportion (14m to 16.2m and 1:1 to 1.7:1). The request to rezone the land immediately to the south would be a significant change by comparison. Council is not in a position to review the zoning on the periphery of its major centres at present (this work is

programmed for a subsequent timeframe). As such it is not recommended that the block immediately to the south be rezoned incrementally as part of this planning proposal.

Traffic and parking issues are addressed in the following section.

A summary of the key issues raised in submissions is provided at **Attachment 7**.

Review of Planning Proposal

The original planning proposal request sought to amend the development standards to increase the maximum building height 14m to 22.7m, and the maximum FSR from 1:1 to 2.3:1. The proposal included the removal of Heritage Item 205 (No. 10 William Street) from Schedule 5 of the Parramatta LEP 2011.

The revised planning proposal proposed a reduced maximum FSR and height relative to the original proposal, seeking a maximum building height of 16.2m and an FSR of 1.7:1. The revised proposed amendments seek to address solar access issues.

It is recommended that the proposed height of 16.2m sought by the proponent not be supported at this stage, as there is no height limit of 16.2m in the current Parramatta LEP 2011. Instead, it is recommended that a height limit of **16m** be applied as part of any planning proposal for the site to ensure consistency with existing height limit controls within the Parramatta LEP.

Overshadowing

Concern was originally raised by Parramatta City Council regarding the built form (height, bulk and scale) of the original proposal which was considered would result in an excessive FSR, and combined with a 5m rear setback, the proposal would result in significant environmental impact upon the surrounding residential privacy and amenity (in particular upon the low rise dwellings to the south with frontages to First Street).

The current proposal seeks a maximum building height just over 2m higher than the existing building height permitted under Parramatta LEP 2011. The Sun Study Drawings (13G – 27G in **Attachment 1**) illustrate the shadow cast by the proposed height/FSR controls versus the shadow cast by the maximum height/FSR permitted under the existing controls in Parramatta EP 2011, indicating that the majority of the shadow cast would arise under the existing LEP controls. As such, the proposed increase in height is supported in principle, albeit with a recommendation that it be 16m rather than 16.2m.

Heritage

On 26 April 2017, a peer review of the Archnex Designs Heritage Impact Statement was submitted by the proponent. The peer review was prepared by Heritage 21 (Rappoport Pty Ltd) which incorrectly made reference to a Development Application, rather than a Planning Proposal Request, and also made reference to the higher, original proposal of December 2015. The Heritage 21 recommendations were consistent with that of Archnex Designs and concluded that the removal (ie demolition) of the heritage item was reasonable in this circumstance.

No. 10 William Street is significant for the local area as an example of c.1900 weatherboard cottages and was originally part of a group of three single fronted single storey cottages. There is limited information available relating to the architectural elements of this item apart from that of the Office of Environment and Heritage, which states the following:

"The cottage at 10 William Street is of significance for the local area for historical and reasons of representativeness, as an example of modest workers cottages in the area built c. 1900.

Originally a group of three single fronted single storey cottages, now only No. 10 survives. No. 10 is a weatherboard cottage with hipped roof clad with corrugated iron and bullnosed front verandah. The verandah is supported on turned timber posts, and has concrete floor and corrugated iron roof. Weatherboards are partly replaced with vinyl cladding. Timber picket fence and gate. Front door is modern."

Reference is made to the architectural features of the dwelling, which appear to be more a description of its current form rather than a pure justification for its listing. The description seems to place more emphasis on the dwelling's historical significance, being an example of a cottage from that era (1900s), especially as it was originally part of a group of three (3) cottages, however does not specify information about the architectural elements.

The site is also located in proximity to the locally listed heritage item shop at No. 6-8 Factory Street (I109) known as the Granville Multicultural Centre which is a two storey masonry structure with painted murals on the facades.

The proponent states that subject to a 2012 Council review of the Heritage Schedules in the Parramatta LEPs, amendments to consolidate and amend the heritage listed items included the removal of the heritage listing of No.8 William Street (as Council had previously approved its demolition). However, the heritage listing of No. 10 William Street was maintained albeit with its heritage fabric substantially altered.

The Statement of Heritage Impact prepared by Archnex (**Attachment 3**) and peer review by Heritage 21 (**Attachment 4**) considered the history and contribution of the group towards the significance of the area, in an aim to assess the heritage impacts of the proposed redevelopment. The information submitted contended that the existing cottage has little heritage value as a result of the extensive modification to the site.

The submitted information also indicates that due to the age, construction and aesthetic of the existing area, the cottage at No.10 William Street is not considered to relate to or enhance the surrounding streetscape's architectural character, or contribute to the heritage significance of nearby Heritage Conservation Areas. As a result, the proponent argues that the site makes a low contribution towards the heritage setting of the wider area generally.

City of Parramatta Council does not have a register of remaining similar cottages within the LGA (including their former area prior to amalgamation). Subsequently, the importance of the loss of the last dwelling of the group is unknown. The site does however, contribute to the overall historical development of the area as an example of previous development type.

As previously indicated, the proponent's recommendation that the heritage item be removed is inconsistent with the recommendation of City of Parramatta Council's heritage officer who advised that removal of the heritage listing on 10 William Street (I205) is not appropriate as the item retains a sufficient degree of integrity and ability to interpret historical themes to warrant retention of its heritage status. In addition, it is considered that this proposal presents an opportunity for this item to be retained, and the greater consideration for its integration into the proposal should be given unless the property is incapable of reasonable use. This is supported by preliminary advice provided by Cumberland Council's consultant heritage advisor (Form Architects, **Attachment 6**) which indicates:

*"In my opinion, as the last remaining cottage of a group it should be retained and adapted for reuse as part of the proposed development.
It is an important interpretive item in maintaining understanding of the social, cultural and demographic context of the suburb of Granville".*

The indicative development concept illustrates a degree of effort to minimise the visual impacts on the surrounding area through sympathetic design with regards to built form (height, bulk and scale), use of materials and new planting/buffer vegetation, however removal of the item may not be necessary.

It is considered that the proponent has not sufficiently demonstrated within either of the two the heritage reports nor the JBA statement, an adequate reason for complete demolition of the item. An assessment of the site's constraints and opportunities including strengths, weaknesses, opportunities and threats with regards to interpretation should be made.

The Heritage Impact Statement does not demonstrate why the building is not capable of retention or re-use, nor does it include a statement from a quantity surveyor comparing the cost of demolition versus the cost of retention which can assist when demolition is recommended primarily on economic grounds. Additional reports which would be helpful may include a structural engineering report and a pest inspection report – to assess safety and a pest inspection report for termite damage.

The most important question is whether removal of the heritage item is in the public interest and although there may be little visible fabric that dates from the presumed period of construction (with alterations being made to the building including chimney removal), the building could still be retained and restored/repared. Subsequently, the issue of retention of the heritage item may also be addressed in a revised scheme. The concept could respectfully addresses the heritage item by either integrating the item into the new design or a suitable heritage interpretation strategy.

Traffic Assessment

The proponent submitted a Traffic Study prepared by Varga Traffic Planning Pty Ltd (Reference 15644, **Attachment 5**) which concluded that the projected increase in the traffic generation potential of the site as a consequence of the planning proposal is minimal, consistent with the Council's zoning objectives and will not have any unacceptable traffic implications in terms of road network capacity.

The submissions were received during public consultation raising concern in relation to traffic and parking as well as garbage collection from the rear southern laneway.

Council's engineers have undertaken a preliminary review of traffic and parking associated with the planning proposal request. A one-way laneway could be sufficiently wide enough to cater for vehicles to safely manoeuvre around the site and enter the basement level to collect waste from a dedicated garage room. The existing width is not sufficient for two way moments if pedestrian access is incorporated. Should the planning proposal proceed to DA stage, it is likely that Council would seek to impose specific conditions relating to traffic circulation.

Next Steps

If Cumberland IHAP supports the recommendations in this report for the Planning Proposal request affecting land situated at 2-22 William Street, Granville, the matter will be reported to Council for endorsement and a resolution. The Planning Proposal could then be forwarded to the Department of Planning and Environment (DP&E) for Gateway Determination, subject to receipt of the additional heritage analysis.

Conclusion:

From analysis of the information and revised planning proposal request submitted, it is recommended that the proposed amendments to the height and FSR may be supported in principle (albeit with a 16m maximum height limit); subject to further analysis and assessment relating to the heritage item (10 William Street). Specifically, further analysis of the appropriateness of demolition versus retention of the heritage item is recommended. Additional reports such as a structural engineering report and a pest inspection report, to assess safety and a pest inspection report for termite damage, would assist in this analysis. It is recommended that the additional analysis should specifically demonstrate how the heritage items could be respectfully addressed, either by integrating the item into a future design concept for the site; or by a suitable heritage interpretation strategy, appropriately acknowledging its heritage, supported by sound justification.

Consultation:

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

Financial Implications:

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

Policy Implications:

There are no policy implications for Council associated with this report.

Communication / Publications:

There are no communication / publications implications for Council associated with this report.

Report Recommendation:

That the Cumberland Independent Hearing and Assessment Panel (Cumberland IHAP)

Recommend:

1. That the proponent submit the following additional information in relation to the Planning Proposal Request for 2-22 William Street, Granville prior to a Planning Proposal being forwarded to the DP&E for Gateway Determination:
 - a. A revised proposal which respectfully addresses the heritage item by either integrating the item into the new concept; or by a suitable heritage interpretation strategy, supported by sound justification.
2. If the information submitted by the proponent is considered satisfactory by the General Manager, Council proceed with the preparation of a Planning Proposal for 2-22 William Street, Granville proposing additional height and density of Lots 18 – 31 DP 2371 and SP 31488, with the following development standards;
 - a. A maximum floor space ratio of 1.7:1
 - b. A maximum building height of 16m.
3. If the information submitted by the proponent be considered unsatisfactory by General Manager, the matter be reported back to Cumberland IHAP outlining the reasons why the information was considered unsatisfactory.

Attachments:

1. Amended Planning Proposal concept scheme prepared by PTI Architects.
2. Original Planning Proposal Report JBA. (Note: revised version of this report was not provided)
3. Heritage Impact Statement prepared by Archnex.
4. Heritage Peer Review prepared by Heritage 21 (Rappoport Pty Ltd).
5. Traffic Study prepared by Varga.
6. Preliminary Heritage Advice to Cumberland Council : Form Architects.
7. Summary of Submissions received during the preliminary consultation period.