

# INDEPENDENT PUBLIC HEARING REPORT



#### FOUR SITES IN PENRITH AND ST MARYS

# PLANNING PROPOSAL FOR THE RECLASSIFICATION OF LAND

PREPARED FOR PENRITH CITY COUNCIL

PREPARED BY



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# 1 INTRODUCTION

#### 1.1 THE CLIENT

This Report has been prepared by Willana Urban for Penrith City Council (the Council).

#### 1.2 THE SITE

This report relates to four (4) different locations within Penrith and St Marys that are owned by Penrith City Council. The details of each Site are as follows:

- Site 1 12A Champness Crescent, St Marys NSW 2760 (Lot 41 DP 35970)
- Site 2 32A Champness Crescent, St Marys NSW 2760 (Lot 51 DP 35970)
- Site 3 110A Dunheved Circuit, St Marys NSW 2760 (Lot 211 DP 31909)
- Site 4 Part of Soper Place Car Park, 5-7 Lawson Street, Penrith NSW 2750 (Lots 1-3 DP 1159119)

#### 1.3 PURPOSE OF THE REPORT

The purpose of this Report is to provide a record of the issues raised during community consultation and at the Public Hearing associated with the Planning Proposal for the reclassification of the Sites.

Willana Urban have been engaged by Council to undertake the following:

- Conduct and chair a Public Hearing in relation to the Planning Proposal, which seeks to reclassify each of the four (4) Sites;
- Review and summarise submissions received in response to the public exhibition of the Planning Proposal and made directly to the Public Hearing; and,
- Prepare a report to document the issues raised at the Public Hearing.

All tasks are to be carried out in accordance with the requirements of Environmental Planning and Assessment Act 1979 (EP&A Act) and the Local Government Act 1993 (LG Act).

#### 1.4 BACKGROUND

The Planning Proposal seeks to amend the Penrith Local Environmental Plan 2010 (PLEP) to reclassify Council-owned land at each of the nominated Sites from 'Community' to 'Operational' land.

The Planning Proposal has stated that the Reclassification of sites 1, 2 and 3 will enable Council to consider the future use of the land in line with the existing zoning. This may include development, disposal, or consolidation with the



adjoining land. Site 4 however forms part of the Soper Place Car Park and requires reclassification for consistency with the existing surrounding car park lots. These are already classified as Operational Land. Council has advised that they are committed to the delivery of a new multi-deck car parking facility on the eastern portion of Soper Place Car Park, although the reclassification process will not result in any loss of parking.

The existing land zoning for each Site is detailed in Table 1 below.:

**TABLE 1: LAND ZONINGS** 

SITE	ADDRESS	ZONING
1	12A Champness Crescent	R4 High Density Residential
2	32A Champness Crescent	R4 High Density Residential
3	110A Dunheved Circuit	IN1 General Industrial
4	Part of Soper Place Car Park	B3 Commercial Core

The Sites have been identified by Council as surplus to both theirs and the community's needs. To achieve the optimal future use of the land, the Sites are to be reclassified from Community land to Operational land. The Planning Proposal is a result of investigations by Penrith City Council's Property Development department into the Council's Community land assets, to identify potential opportunities for growth in the Investment Portfolio and Property Reserve.

A number of properties (including the Sites) have been identified by Council as part of a project to develop or dispose of underutilised community land holdings. Council have therefore determined that it would be appropriate to reclassify each Site to enable potential future options to be considered in line with the surrounding land zonings.

The Planning Proposal was also considered by the Penrith Local Planning Panel on 22 August 2018, subsequently advising Council that it supported the Planning Proposal.

At its Policy Review Committee Meeting of 8 October 2018, Penrith City Council resolved as follows:

PRC53 RESOLVED on the MOTION of Councillor Greg Davies seconded Councillor Jim Aitken OAM

#### That:

1. The information contained in the report on RZ18/0008 - Planning Proposal to amend Penrith Local Environmental Plan 2010 -



- Reclassification of four (4) sites in St Marys and Penrith from Community to Operational land be received.
- 2. Council endorse the attached Planning Proposal, that reclassifies four (4) sites in Penrith and St Marys and submit it to the Department of Planning and Environment seeking a Gateway Determination.
- 3. The General Manger be granted delegation to update and finalise the Planning Proposal before submitting it to the Department of Planning and Environment seeking a Gateway Determination.
- 4. Consultation with the community and public agencies be undertaken in accordance with any Gateway Determination issued by the Department of Planning and Environment.
- 5. An independently chaired public hearing be held in accordance with the requirements of the Environmental Planning and Assessment Act and Regulations.
- 6. A planning consultant be engaged to independently chair the public hearing.
- 7. A report be presented to Council on the submissions received during the public exhibition and the results of the public hearing.

A Gateway Determination was received for this Planning Proposal on 23 January 2019. Council did not receive Delegation to make the Planning Proposal. Public exhibition of the Planning Proposal commenced on Monday 8 April 2019 and closed on Friday 17 May 2019.

Willana Urban were appointed by Council to conduct an independent Public Hearing in relation to this Planning Proposal. The hearing was held on 11 September 2019, chaired by Mr Nicholas Dowman. This Public Hearing Report, prepared in accordance with Section 29 of the Local Government Act 1993, is the end product of that Public Hearing.

It is intended that this Report will be considered by a further meeting of Council. Following Council's resolution, the Governor of NSW will be requested to assent to the draft LEP and removal of the Public Reserve status of the three nominated Sites. After the Governor's approval has been obtained, this Report will form part of a submission referred to the Department of Planning, Industry and Environment for determination by the Minister for Planning and Public Spaces.



# 2 THE SITES AND THEIR SURROUNDS

#### 2.1 INTRODUCTION

This report relates to four (4) different locations within Penrith and St Marys that are owned by Penrith City Council. The details of each Site are as follows:

- Site 1 12A Champness Crescent, St Marys NSW 2760 (Lot 41 DP 35970)
- Site 2 32A Champness Crescent, St Marys NSW 2760 (Lot 51 DP 35970)
- Site 3 110A Dunheved Circuit, St Marys NSW 2760 (Lot 211 DP 31909)
- Site 4 Part of Soper Place Car Park, 5-7 Lawson Street, Penrith NSW 2750 (Lots 1-3 DP 1159119).

# 2.2 SITE 1 - 12A CHAMPNESS CRESCENT AND SITE 2 - 32A CHAMPNESS CRESCENT, ST MARYS

These two properties are respectively located on the north eastern and south eastern side of Champness Crescent in St Marys. They have similar, irregular battle-axe shapes, with a narrow access handle from the road frontage. No. 12A has a total area of 1,315m² while No. 32A is 1,289m² in area. Both properties are devoid of significant trees and vegetation, maintaining only grass cover and do not contain any structures.

The Sites are within 750m of St Marys Railway Station, which lies to the northwest. Both parcels of land are zoned R4 High Density Residential under the PLEP.

An inspection of the Site and surrounds was conducted on 5 August 2019, with photos of the Site provided in Appendix A. Each property is surrounded by residential landuses, as shown in Figure 1 – Site Aerial View, Figure 2 – Locality View, and Photos 1-18 in Appendix A. Not all adjoining allotments have been built upon.

Gates to the rear courtyard of four of the townhouses, located at 111-113 Glossop Street along the eastern boundary with No. 12A, were noted during the inspection, providing pedestrian access into the property. No. 14 Champness Crescent is currently vacant, although a car and a small bus were observed within its boundaries.

With respect to 32A Champness Crescent, all immediately adjoining properties contained a detached dwelling house, although 135 Glossop Street, adjoining the allotment's eastern boundary, was vacant.



#### FIGURE 1 THE SITE AERIAL VIEW – 12A AND 32A CHAMPNESS CRESCENT





12A CHAMPNESS CRESCENT

32A CHAMPNESS CRESCENT

SOURCE SIX MAPS 2019



THE SUBJECT SITES



FIGURE 2 LOCALITY AERIAL VIEW - 12A AND 32A CHAMPNESS CRESCENT



SOURCE SIX MAPS 2019



THE SUBJECT SITES





#### 2.3 SITE 3 - 110A DUNHEVED CIRCUIT, ST MARYS

The Site is located within the Dunheved Business Park and is bounded by Dunheved Circuit to the South, Vallance Street to the West and Severn Street to the North. The Site was dedicated to Council as Public Garden and recreation Space in 1967. The land is relatively flat and irregular in shape, with a total area 2,900m², tapering to the northern street frontage. It is currently zoned IN1 General Industrial under the PLEP. Council records indicate the Site has had no formal use other than as passive open space since it was dedicated to Council. The Site also contains several large trees along its northern and western margins.

An inspection of the Site and surrounds was conducted on 5 August 2019, with photos of the Site provided in Appendix A. Figure 3 – Site Aerial View and Figure 4 – Locality View below demonstrate the immediate and wider context of the Site.

FIGURE 3 THE SITE AERIAL VIEW - 110A DUNHEVED CIRCUIT ST MARYS



SOURCE SIX MAPS 2019



THE SUBJECT SITE

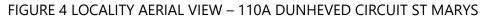


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Surrounding land uses are of an industrial nature, including manufacturing and storage activities, as well as automotive repair and dismantling. The land to the immediate southern side of Dunheved Circuit forms part of the Dunheved Estate



Reserve. Unauthorised vehicle parking, including large B-doubles and semi-trailers, has been observed on several occasions, as was the case during the Site Inspection.





**SOURCE SIX MAPS 2019** 



THE SUBJECT SITE



# 2.4 SITE 4 - PART OF SOPER PLACE CAR PARK, 5-7 LAWSON STREET, PENRITH

Site 4 is located within the Soper Place Car Park, which is located in the eastern end of the Penrith City Centre. The Soper Place Car Park consists of 16 parcels of land, with the subject site comprising three of those allotments (Lots 1-3 DP 1159119). The allotments are not discernible in the overall context of the car park and do not correlate to any physical features.

The car park has a capacity of over 350 vehicles and is primarily all-day parking, servicing commuters and local employees. It is accessed by vehicle from Woodruff Street North and Soper Place, off Lawson Street. The Site is currently zoned B3



Commercial Core under the PLEP. It is improved with a bitumen-covered car park containing numerous trees and light poles and car park-related signage.

Council have advised that preliminary design options are currently being explored for a new multi-deck car park over a portion of the existing Soper Place Car Park

An inspection of the Site and surrounds was conducted on 5 August 2019, with photos of the Site provided in Appendix A. Figure 5 – Site Aerial View and Figure 6 – Locality View below demonstrate the immediate and wider context of the Site.

FIGURE 5 THE SITE AERIAL VIEW - 5-7 LAWSON STREET PENRITH



SOURCE SIX MAPS 2019



THE SUBJECT SITE



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Premises adjoining the car park are largely commercial and retail in nature but also include a vehicle repair station (tyre repairs), a vet hospital, the TAFE NSW Penrith Campus and the Penrith Community Health Centre.



# FIGURE 6 LOCALITY AERIAL VIEW – 5-7 LAWSON STREET PENRITH



SOURCE SIX MAPS 2019



THE SUBJECT SITE



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# 3 STATUTORY CONTEXT FOR THE PUBLIC HEARING

As the proposal involves a Planning Proposal, the reclassification of land and parcels that are considered to be Public Reserves, the relevant statutory provisions governing all three processes are provided in Division 3.4 of the Environmental Planning & Assessment Act 1979 (the EPA Act) through the Gateway process and Sections 25 to 34, 47G, 48 and 49 of the Local Government Act 1993 (the LG Act).

Specifically, in the context of a Public Hearing, Section 29 of the LG Act states as follows:

#### 29 Public Hearing into reclassification

- (1) A council must arrange a Public Hearing under section 57 of the Environmental Planning and Assessment Act 1979 in respect of a planning proposal under Part 3 of that Act to reclassify community land as operational land, unless a Public Hearing has already been held in respect of the same matter as a result of a determination under section 56 (2) (e) of that Act.
- (2) A council must, before making any resolution under section 32, arrange a Public Hearing in respect of any proposal to reclassify land as operational land by such a resolution.

As demonstrated below, Council arranged for a Public Hearing to occur to be held and this Report has been prepared to satisfy the provisions of Section 29 of the LG Act.

Section 47G of the LG Act also provides as follows:

#### 47G Public Hearings

- (1) In this section, Public Hearing means any Public Hearing required to be arranged under this Part.
- (2) The person presiding at a Public Hearing must not be:
  - (a) a councillor or employee of the council holding the Public Hearing, or
  - (b) a person who has been a councillor or employee of that council at any time during the 5 years before the date of his or her appointment.



(3) Not later than 4 days after it has received a report from the person presiding at the Public Hearing as to the result of the hearing, the council must make a copy of the report available for inspection by the public at a location within the area of the council.

For the purposes of Section 47G of the Local Government Act 1993 and the Environmental Planning and Assessment Act 1979, neither Nicholas Dowman or Michael Brewer, who has assisted in the preparation of this Report, have been an employee or Councillor of Penrith City Council.

With regard to Sections 48 and 49 of the LG Act, Council have advised Sites 1, 2 and 3 are deemed to be Public Reserves (as defined by the LG Act) and therefore require the approval of the Draft LEP by the Governor of NSW. Accordingly, the Planning Proposal seeks the Governor's approval of the Draft LEP to remove the Public Reserve status of the nominated land.



# 4 PUBLIC EXHIBITION

#### 4.1 THE PLANNING PROPOSAL

The proposal to reclassify the four sites was publicly exhibited as part of a Planning Proposal from 8 April 2019 to 17 May 2019, in accordance with Condition 3 of the Gateway Determination. Council have advised that advertising and notification of the Planning Proposal was undertaken by Council in accordance with the relevant legislative requirements and Gateway Determination.

Interested parties were notified of the exhibition via:

- A notice posted on Council's website Your Say page
- The local newspaper The Western Weekender
- In writing to adjoining landowners
- An exhibition in Council's Civic Centre (Information Centre), St Marys Council office and both Council Libraries (Penrith and St Marys).

Council placed an advertisement in the local paper (Western Weekender) within the Penrith News section on the 4<sup>th</sup>, 11<sup>th</sup>, and 25<sup>th</sup> April 2019 and 9 May 2019, advising of the Planning Proposal. A copy of one of the advertisements placed in the Western Weekender is provided in Figure 7 below.

#### FIGURE 7 ADVERTISEMENT OF THE PLANNING PROPOSAL – 12 APRIL 2019



SOURCE: PENRITH CITY COUNCIL 2019



A single submission was received during the exhibition period from Endeavour Energy. The submission provides extensive details of the existing electricity supply network, relative to each Site, noting no active easements benefitting Endeavour Energy were observed in each instance. The submission also provides extensive technical requirements that are, at face value, not relevant to the proposal for reclassification purposes. The submission notes that subject to their recommendations being observed, no objection is raised to the Planning Proposal. A summary of the issues raised is contained in Table 2 below.

Condition 1 of the Gateway Determination also required Council to consult with the Commissioner of the NSW Rural Fire Service, while Condition 2 noted no further consultation was required with any other public authority/ organisation.

The Gateway Determination did not require a Public Hearing under section 3.34(2)(e) of the EPA Act to be held, noting that the provisions of the LG Act still applied with respect to the reclassification of land.

#### 4.2 LAND RECLASSIFICATION

In terms of the reclassification process under Chapter 6, Part 2, Division 1 of the LG Act, Council is required by Section 29 to convene a Public Hearing and this Public Hearing must be held after the close of the statutory exhibition period for the LEP. The public exhibition of the Planning Proposal concluded on the 17 May 2019.

Council placed several advertisements in the local paper (Western Weekender) within the Penrith News section on the 16<sup>th</sup> August, 23<sup>rd</sup> August, 30<sup>th</sup> August and 6<sup>th</sup> September 2019 advising of the Public Hearing. A copy of each of the advertisements is provided in Figures 8, 9, 10 and 11 below.



# FIGURE 8 ADVERTISEMENT OF THE PUBLIC HEARING - 16<sup>TH</sup> AUGUST 2019



SOURCE: PENRITH CITY COUNCIL 2019

### FIGURE 9 ADVERTISEMENT OF THE PUBLIC HEARING - 23RD AUGUST 2019



SOURCE: PENRITH CITY COUNCIL 2019



#### FIGURE 10 ADVERTISEMENT OF THE PUBLIC HEARING - 30<sup>TH</sup> AUGUST 2019



**SOURCE: PENRITH CITY COUNCIL 2019** 

#### FIGURE 11 ADVERTISEMENT OF THE PUBLIC HEARING - 6<sup>TH</sup> SEPTEMBER 2019



**SOURCE: PENRITH CITY COUNCIL 2019** 



# 5 PUBLIC HEARING AND COMMUNITY SUBMISSIONS

#### 5.1 PUBLIC HEARING

Council arranged a Public Hearing for the proposed reclassification of the four (4) sites on 11 September 2019, between 6:00 pm– 7:00 pm in the Nepean Room at the Penrith Civic Centre, 601 High Street, Penrith. The Public Hearing was conducted in accordance with the Gateway Determination, Clause 29 of the Local Government Act 1993 and the Environmental Planning and Assessment Act 1979.

The hearing was chaired by Mr Nicholas Dowman, with the following Council staff present as observers:

- Breannan Dent Planner
- Natalie Stanowski Principal Planner

There were no members from the community in attendance and so the Public Hearing was formally concluded at 7pm.

#### 5.2 COMMUNITY SUBMISSIONS

A summary of all submissions received by Council, during both the formal community engagement process and on the night of the Public Hearing, is provided in Table 2 below. No community members attended the Public Hearing and accordingly, there were no submissions made at the event. As there is no statutory requirement to undertake a merit assessment of any submissions by the Independent Chair of the Public Hearing, this Report provides only a record of those submissions for consideration by Council and ultimately, the Minister.

TABLE 2 SUBMISSION SUMMARY – NOTIFICATION PERIOD

PERSON	SUBMISSION SUMMARY
Endeavour	The submission lists extensive commentary on the following
Energy	matters as part of the general recommendations:
	<ul> <li>Network Connection and Capacity – the Planning</li> </ul>
	Proposal does not address whether electricity services are
	available to the proposed development.
	<ul> <li>Urban Network Design – technical specifications supplied.</li> </ul>
	<ul> <li>Earthing – construction work to comply with provided</li> </ul>
	specifications.
	<ul> <li>Vegetation Management – tree planting and landscaping</li> </ul>



PERSON	SUBMISSION SUMMARY
	to be restricted in proximity of Endeavour Energy's assets.  • Dial Before You Dig service to be used prior to
	construction works.
	<ul> <li>Public Safety – noted that relevant brochures and policies</li> </ul>
	were provided as attachments to the submission.



# 6 RECOMMENDATIONS

It is the view of Willana Urban that the Public Hearing and associated practices have been undertaken in accordance with the provisions of the Local Government Act 1993 and the Environmental Planning and Assessment Act 1979. There are no matters arising from the Public Hearing that prevent Council from continuing with the processes involved in the reclassification and rezoning of the land or the removal of the public reserve status of Sites 1, 2 and 3, subject to meeting all statutory processes, the Conditions of the Gateway Determination, the requirements of the Minister for Planning and Public Spaces and those of the Governor of NSW.

It is understood that Council will, upon the receipt of this Report, undertake the following:

- notify the community of and publish this Report for public viewing;
- prepare a report for consideration at a future meeting of Council to advise of the outcome of the Public Hearing and the issues raised in the submission received;
- seek the Governor's Approval for the status of 12A and 32A Champness
   Crescent and 110A Dunheved Circuit as Public Reserves be relinquished.
- make a further submission to the Department of Planning and Environment advising of the actions undertaken to satisfy the conditions of the Gateway Determination, including the Public Hearing.

Having regard to the nature of the proposal, the process undertaken by Council and the submissions received, the following recommendations are made in respect of the proposed reclassification of land:

- That Council consider the matters raised by Endeavour Energy as part of any processes regarding the land classification and relinquishing land as a Public Reserve moving forward, including the key issues identified in section 5.2 of this Report.
- That, within four (4) days of receiving the final version of this Report, Council make available a copy for inspection by the public via the following means:
  - Publishing an electronic copy on Council's website; and
  - Ensuring a hard copy is available for inspection at Council's administration building.
- That Council write to each person or organisation that made a written submission, advising them of the availability of this Report (or providing a copy of the Report to them) and thanking them for their participation.



- That a report be prepared and presented to Council on the submissions received during the public exhibition and the results of the Public Hearing.
- That this Report be included in any further submissions and/ or documentation submitted to the Governor of NSW and/ or the Department of Planning, Industry and Environment in its final review and determination of the Planning Proposal and Reclassification of Land for the Site.



### APPENDIX A – SITE PHOTOS AUGUST 2019



PHOTO 1 – Looking north east at 12 Champness Crescent and Site access point



PHOTO 2 – Site access point and No. 14 Champness Crescent

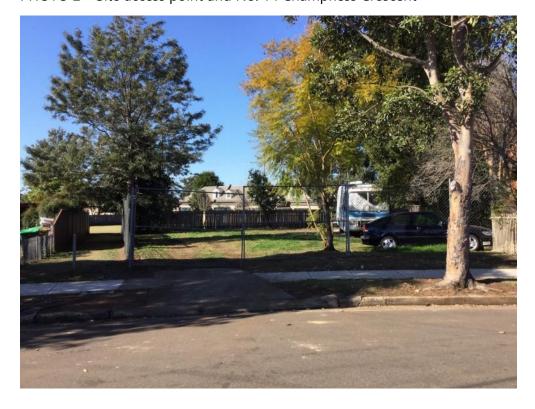




PHOTO 3 – Looking southwest at No. 9 Champness Crescent



PHOTO 4 – Looking southwest at the Site access from inside the Site





PHOTO 5 – View south from inside the Site at No. 16 and 18 Champness Crescent



PHOTO 6 – View south from inside the Site at No. 16 and 18 Champness Crescent





PHOTO 7 – View east from inside the Site at 111 Glossop Street



PHOTO 8 – View northeast from inside the Site at 111 Glossop Street and 2 and 4 Phillip Street



PHOTO 9 – View north west inside the Site at 6, 8 and 10 Phillip Street



PHOTO 10 – View south west towards the rear of 10 and 12 Champness Crescent





PHOTO 11 – Looking south east at 32 Champness Crescent and Site access point



PHOTO 12 – Looking south east at the Site access point and 34 Champness Crescent





PHOTO 13 – Looking south east at the Site access point

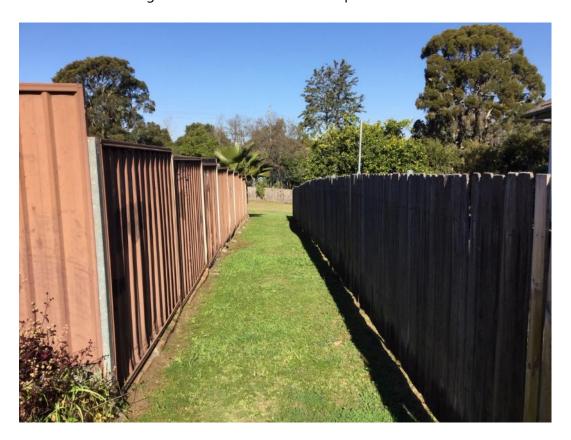


PHOTO 14 – Looking north east towards the rear of 30 Champness Crescent





PHOTO 15 – Looking north east towards the rear of 133 and 135 Glossop Street



PHOTO 16 – Looking southeast towards the rear of 5 and 7 Chapel Street





PHOTO 17 – Looking south towards the rear of 7 and 9 Chapel Street



PHOTO 18 – Looking south over the Site





PHOTO 19 –Looking southwest over the Site



PHOTO 20 – Looking north over the Site





PHOTO 21 – Looking east towards 112 Dunheved Circuit



PHOTO 22 – Looking north over the Site from Dunheved Estate Reserve





PHOTO 23 – Looking north towards 62-66 Vallance Street



PHOTO 24 – Looking west towards 24 Severn Street





PHOTO 25 – Looking south over the Site



PHOTO 26 – Looking south west at 47-53 Vallance Street and 110 Dunheved Circuit





PHOTO 27 – Looking south at the Dunheved Estate Reserve opposite the Site



PHOTO 28 – Looking northwest over the Site



PHOTO 29 – Looking north over the Site





PHOTO 30 – 16-18 Belmore Street located to the northwest of the Site



PHOTO 31 – 1-3 Soper Place which immediately adjoins the northern boundary





PHOTO 32 – Looking southwest over the Site at 87-93 Henry Street



PHOTO 33 – Looking south over the Site at 95 Henry Street



