

171-189 Parramatta Road Granville Urban Design Report

For: Catylis Properties Pty Ltd
Revision A - November 2014



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Revisions:

Revision A	November 2014	Refinement of LEP and DCP recommendations. Addition of Architectural Concept Images.
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1.0 Introduction and context



1.1 Scope

Architectus has been engaged by Catylis Properties Pty Ltd to provide an urban design study to support a planning proposal for the properties at 171-189 Parramatta Road, Granville.

This work builds on Architectus' previous urban design study which was used as part of a Preliminary Rezoning Concept (13 November 2013) which was considered by Council (Item 7.16 meeting 16 December 2013) where it was resolved:

"That the applicant be advised that Council will consider a planning proposal for land at 171-187 Parramatta Road, Granville that adequately addresses all the matters detailed in this report."

In a letter to the applicant (8 January 2014), Council have requested that an urban design analysis in support of a planning proposal. This report is designed to respond to these requests, which include the following:

"5. An Urban Design Analysis that:

(a) Refines the proposed height, bulk and scale of development, consistent with the preliminary assessment (as detailed in the attached Council report) and through further consideration of the macro (Good Street, the M4 Motorway and railway line) and micro context (the site and immediate surrounds). Both analyses are to consider the position of the surrounding buildings, their height limits and FSR, whether those buildings are likely to be redeveloped and their potential height and density. This should include DCP controls.

(b) Conducts 3D modelling of the refined built form proposed on the subject site and on adjacent properties (including those across the street) to demonstrate impact as well as contextual fit. This is to include visual impact and shadow studies for the refined controls.

(c) Provides a structure plan/ indicative master plan of key urban design initiatives for the site that integrate the proposed changes, including:

- *The extension of the through site link further north to Prince Street and onto Harris Street.*
- *Appropriate changes in the scale of development to the north of the site and defining the extent to which the change will occur.*
- *The provision of open spaces and improved public domain to cater with the increased residential population.*

(d) Details on achieving and securing design excellence.

6. A detailed analysis on introducing residential uses along Parramatta Road and adjacent to the railway line from the following perspectives (may include more):

(a) Strategically, including the loss of business land and business generating jobs as a result of a rezoning and how this would be accommodated on the site or nearby.

(b) Noise and vibration.

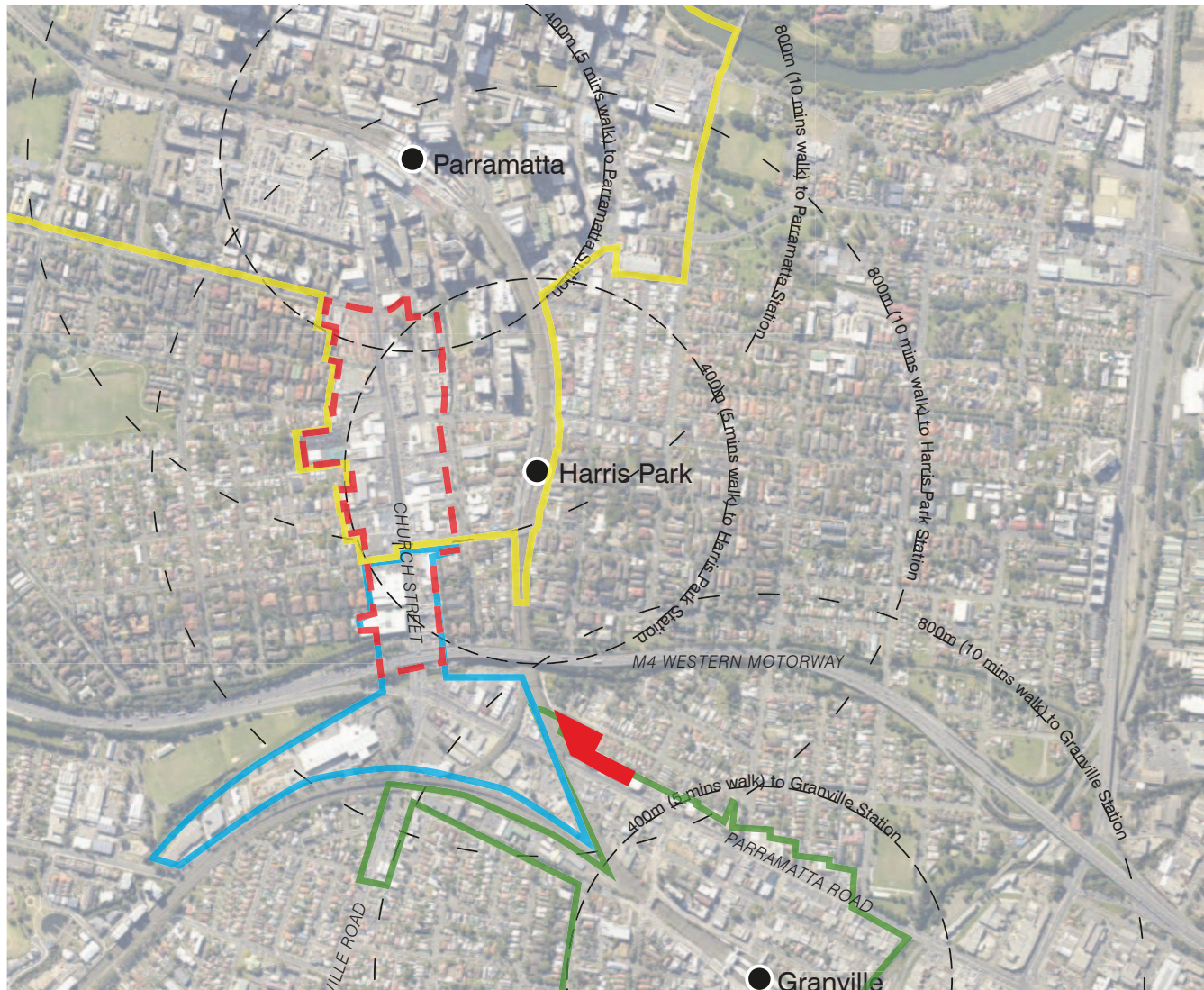
(c) Air quality and amenity.

(d) Social/community."

This report is structured as follows:

- **Section 1 - Introduction and context.** Analysis updated from the Preliminary Rezoning Concept to address further issues.
- **Section 2 - Initial testing for Preliminary Rezoning Concept.** Includes the options testing set out in the Preliminary Rezoning Concept and Council's feedback on these options.
- **Section 3 - Future local Context.** Sets out Architectus' considerations of how the local context of the site may change in the future and the key issue of residential use along Parramatta Road.
- **Section 4 - Preferred option.** Sets out a preferred design option for the site and provides testing of this to ensure compliance with key controls and requirements.
- **Section 5 - Recommendations.** Provides recommended changes to LEP and DCP controls as well as recommendations for a design excellence process.

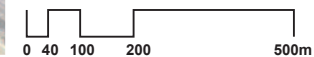
1.2 Site location



Key issues:

- The site is located within the commercial corridor of Parramatta Road.
- It is close to both Harris Park and Granville railway stations (approximately 7 minutes walk)
- It is also located close to the Parramatta CBD, approximately 15 minutes walk from Parramatta railway station.
- The site lies along a 'corridor' of development including non-residential uses which extends from Granville Town Centre along Parramatta Road and Church Street ('Auto Alley') to Parramatta CBD.

- Parramatta CBD boundary
- Auto Alley
- B5 zone within neighbouring Holroyd Council
- Granville Town Centre and Parramatta Road corridor
- Study site



1.3 Westconnex and Parramatta Road Urban Renewal

Urban revitalisation of the Parramatta Road corridor is proposed as part of the WestConnex infrastructure project.

WestConnex is one of the NSW Government's key infrastructure projects. The 33 kilometre project was a key recommendation of the State Infrastructure Strategy released in October 2012. The WestConnex website (<http://www.westconnex.com.au/>) states the following:

"The Urban Revitalisation Project will:

- *Fix transport- putting trucks and cars underground and improving above ground public transport from the inner west to the city*
- *Improve the environment by investing in above ground improvements like new trees, footpaths, on street car parking and power pole removal*
- *Amend planning controls to encourage new investment in residential, retail and commercial enterprises*
- *Work with the private sector to deliver high quality new development projects.*

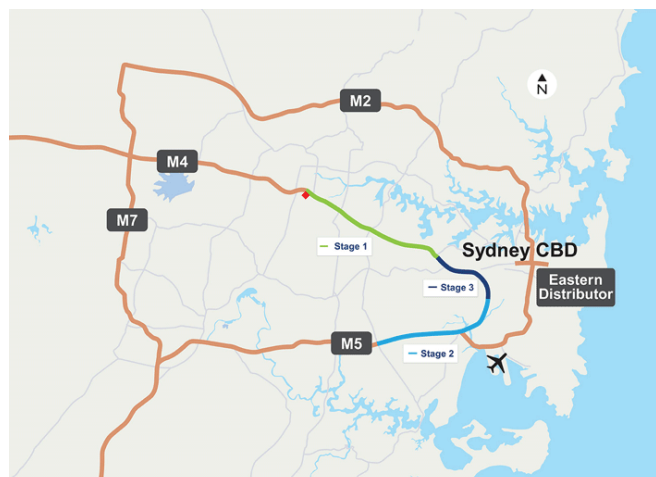
This is expected to see 25,000 new homes and 25,000 new jobs created over the next 20 years. The value of new homes and businesses is expected to exceed \$12 billion."

UrbanGrowth NSW is leading an integrated project team to plan and deliver the WestConnex Revitalisation Strategy. The project team also includes the Department of Planning and Infrastructure, Transport for NSW, Roads and Maritime Services and the WestConnex Delivery Authority. The project team is working closely with the ten councils in the corridor.

The UrbanGrowth NSW website notes that

"We are currently preparing a Draft Revitalisation Strategy which includes a Draft Land Use and Transport Concept Plan, principles for urban amenity improvements and the results of market soundings. We anticipate the strategy will be displayed for public comment in mid-2014."

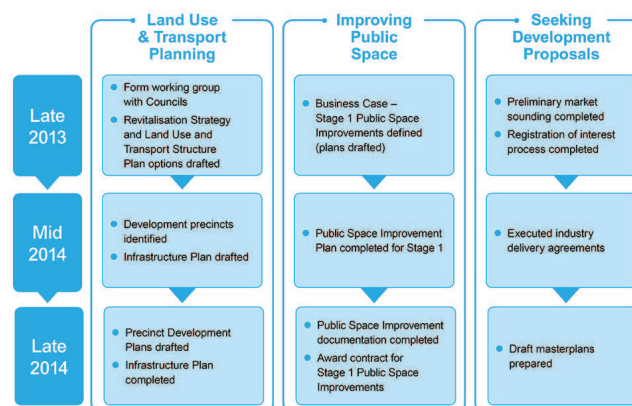
Westconnex Plan (approx. location of site marked in red)



Visualisations of Parramatta Road as existing (above) and Westconnex vision (below)



Westconnex urban revitalisation process



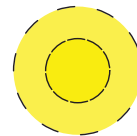
Updated 1 October 2013

1.4 Railway Stations in proximity to Parramatta Road



Key issues:

- The site is located in one of a few areas where Parramatta Road is close to railway stations (the others being around Homebush, Lewisham and Central).
- Within the context of the WestConnex renewal of the Parramatta Road corridor, these areas will have particular importance.
- The site is suitable for transport oriented development, yield and density.



Distance from stations: 400m (5mins walk) and 800m (10mins walk)



Parramatta Road



Stations within 400m (5 mins walk) of Parramatta Road
Stations within 800m (10 mins walk) of Parramatta Road
Stations greater than 800m (10 mins walk) from Parramatta Road



1.5 Hierarchy of urban centres

Key issues:

- Within the draft Central West Subregional Strategy and in Parramatta's Centres Hierarchy, Granville is one of a number of 'Town Centres' based around the 'Regional City' of Parramatta.
- The table adjacent presents a comparison of the maximum permitted heights and Floor Space Ratios for centres similar to Granville including one step higher in the hierarchy and one step below.
- Compared to other 'Town Centres' nearby, there is currently a moderate amount of development Planned for Granville, comparable to other Town Centres in Parramatta, below that of Merrylands (Holroyd LGA) and above that of the Auburn LGA centres (Auburn and Lidcombe).
- It is notable that one of the Village Centre (Carlingford) currently includes greater maximum Floor Space Ratios and heights than Granville, without Granville's accessibility by transport.
- It should be noted within this comparison that Granville is perhaps the most advantageously connected of the town centres within this area due it its:
 - Proximity to Parramatta
 - Proximity to the major road connections of Parramatta Road and the M4
 - Location at the junction of Railway lines (the Western Railway Line and the Old Main South Line)

Table of Centres by hierarchy and Maximum FSR/Height

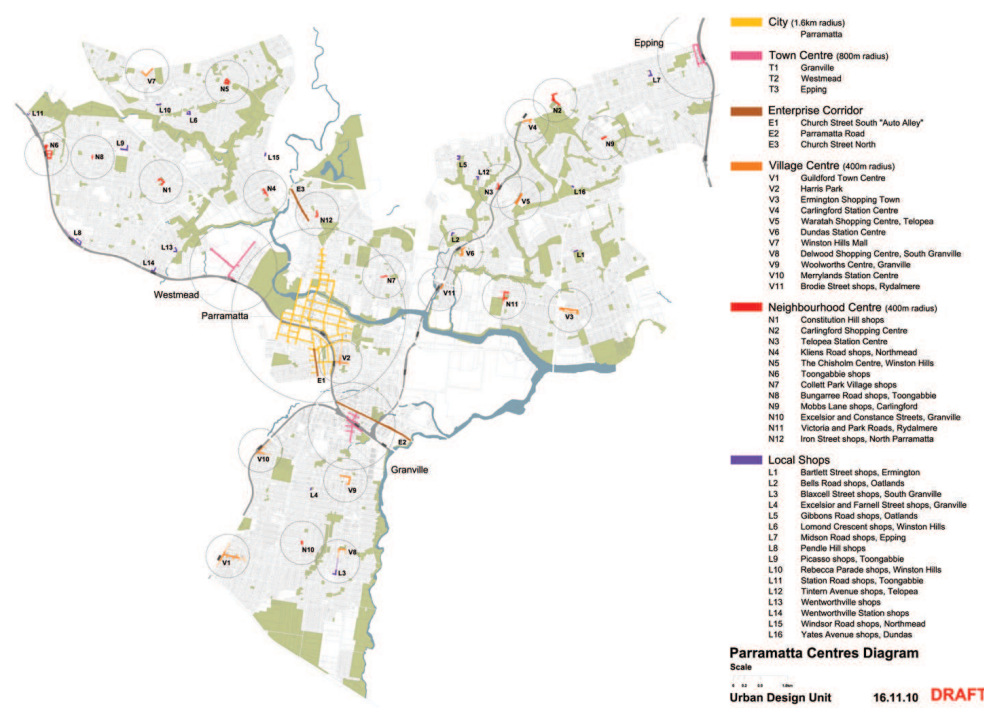
	Local Government Area	Current Max. permitted FSR	Current Max. permitted Height
Regional City			
Parramatta	Parramatta	10:1	200m
Town Centres (and Specialised Centre)			
Merrylands	Holroyd	9:1	65m
Epping	Parramatta / Hornsby	6:1 (both LGAs)	72m (both LGAs)
Granville	Parramatta	6:1	52m
Westmead**	Parramatta	No maximum (4:1 where restricted)	No maximum (48m where restricted)
Auburn	Auburn	3.75:1	49m
Lidcombe	Auburn	3.6:1	36m
Village Centres (as defined under Subregional Strategy)			
Carlingford	Parramatta / Hornsby / Carlingford	5:1 (Carlingford LGA)	57m (Carlingford LGA)
South Wentworthville	Holroyd	3:1	32m
Guildford	Parramatta / Holroyd	2:1	20m

** Westmead is a 'Specialised Centre' in the Subregional Strategy and a Town Centre under the Parramatta Centres Diagram. It contains large areas of SP2 'Infrastructure' land with no designated maximum heights or Floor Space Ratios

Extract from Centres Map - West Central Subregional Strategy



Parramatta Centres Diagram (Parramatta Council)



1.6 Changing scale of precincts within Parramatta

A number of projects are taking place which are shaping the scale and context of areas near to the site. These should be taken into consideration when considering the appropriate scale and context of Granville and the site.

Parramatta City Centre Planning Framework

Architectus with SGS Economics and Planning has prepared a Planning Framework Study for Parramatta City Centre. This study reviewer uses and development capacity in the City Centre to promote Parramatta as Sydney's premier Regional City.

A draft study has been considered by Parramatta Council (8 September 2014) who resolved to adopt its key recommendations including consideration of significant increases in heights and densities including 10:1 Floor Space Ratios across a wide area of the City Centre and 6:1 Floor Space Ratios in outer areas.



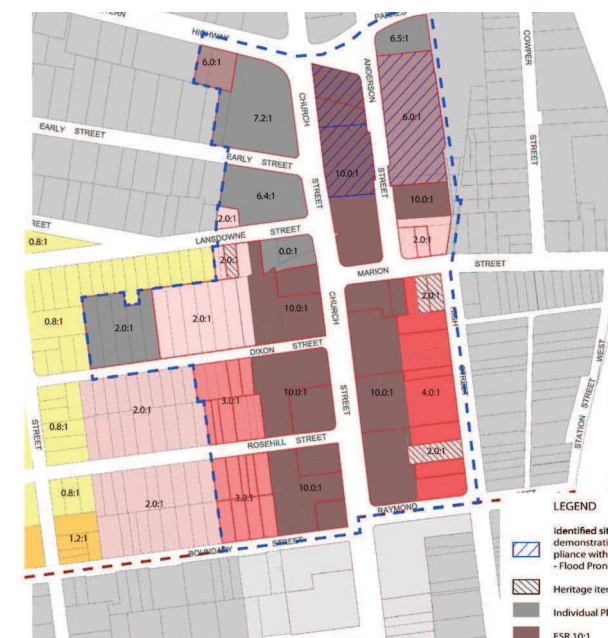
Parramatta City Centre Planning Framework proposed Floor Space Ratios

Source: Draft Planning Framework Study (Architectus, 2014)

Auto Alley

Auto Alley is a 750 metre strip of car yards and ancillary uses along Church Street, extending from the Great Western Highway to the M4 Motorway. In 2010, the State Government identified Auto Alley as part of the Granville "Potential" Urban Renewal Precinct, which triggered consultation with Parramatta and Holroyd Councils and the preparation of an Urban Renewal Study.

Parramatta Council have endorsed a draft study for the purpose of draft planning controls which includes Floor Space Ratios of up to 10:1.



Auto Alley proposed Floor Space Ratios

Source: Option 2D (modified) as recorded in Council Business Papers

Parramatta North Urban Renewal

UrbanGrowth NSW is working in collaboration with NSW Government agencies, Parramatta City Council and other stakeholders to prepare a Framework Masterplan to guide the future of publicly owned sites in the area known as Parramatta North Urban Renewal. The project aims to create a vibrant mixed-use precinct in Parramatta North, including housing and employment opportunities. A key objective will be to upgrade and restore heritage buildings and create a sustainable long-term source of funding for their management.

Draft concepts have been prepared which show high-rise residential development within this precinct which is significantly less accessible than Granville.

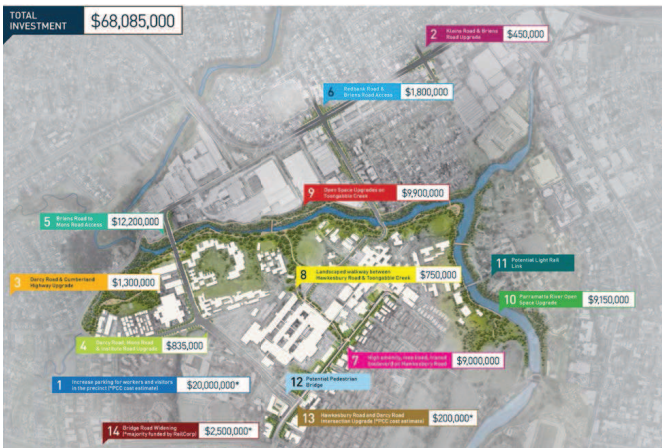


Parramatta North - Draft concept

Source: UrbanGrowth NSW website

Westmead Precinct

A Concept Plan for the Westmead Precinct (northwest of the Parramatta City Centre) has been produced by the Westmead Alliance. It identifies a number of opportunities for to enhance the precinct, primarily focussed on transport and open space upgrades including some projects which may enhance connectivity to the Parramatta City Centre.



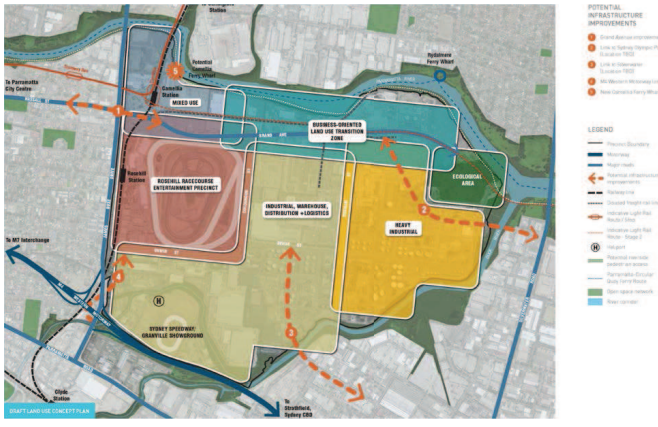
Westmead Precinct

Source: Westmead Precinct Concept Plan - June 2013

Camellia Precinct

The announcement by Shell to cease refining activities in Camellia within five years presents a rare opportunity to develop and rehabilitate a large parcel of land into an eco-industrial precinct with significant environmental and employment benefits for Greater Sydney for the next 50-years.

Parramatta City Council proposes developing Camellia into an eco-industrial precinct specialising in the sustainable building, bio-fuel and renewable energy fields. This builds on a number of existing enterprises within the precinct to create employment opportunities and potential links to UWS.

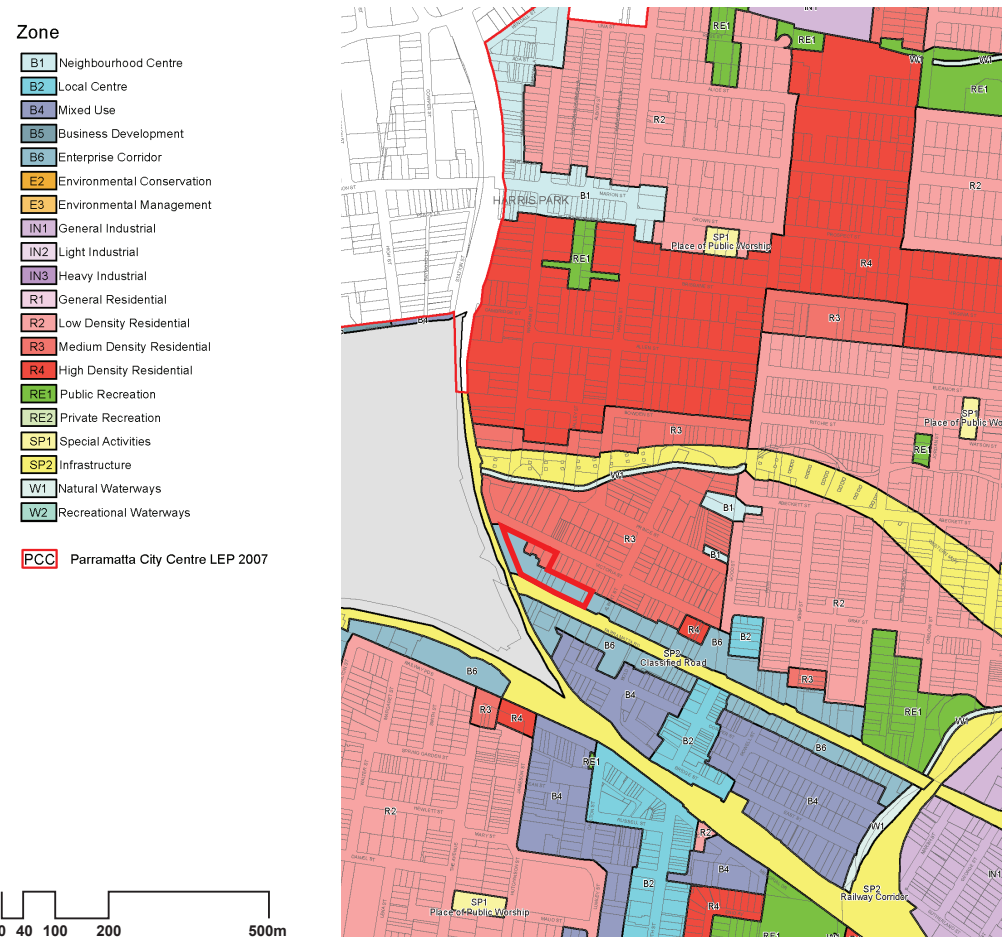


Camellia - Draft Land Use Concept Plan

Source: Camellia Discussion Paper Version 1

1.7 Key existing LEP controls

Land Use Zoning



Floor Space Ratio



Height of Buildings

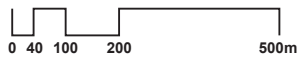
Maximum Building Height (RL)

Heights shown on map in RL (m)

RL 11
RL 14

Maximum Building Height (m)

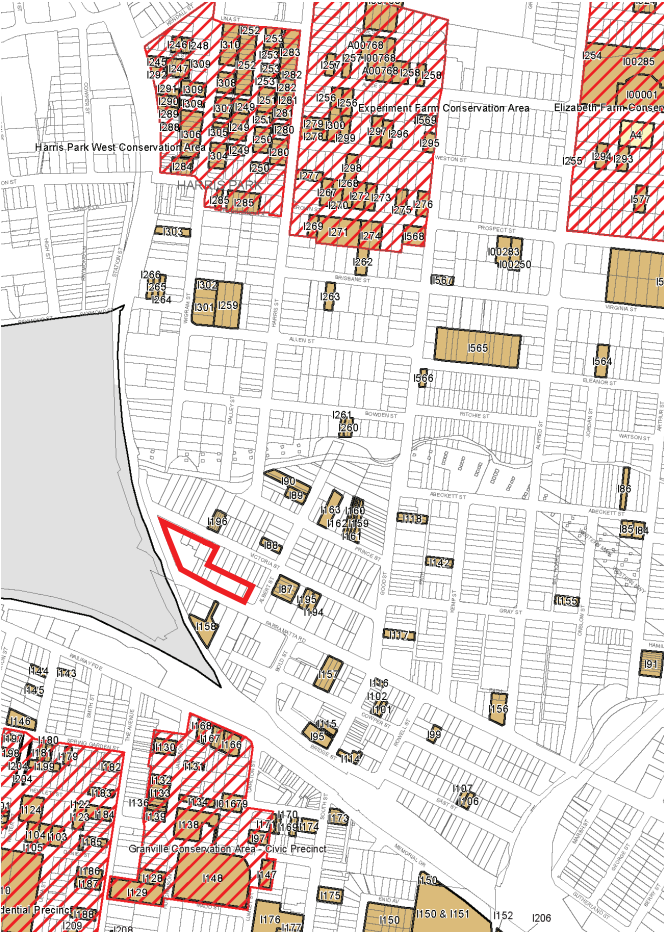
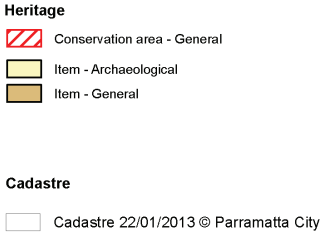
E	6
J1	9
J2	9.2
J3	9.5
K	10
L	11
M	12
N1	13
N2	14
O1	15
O2	16
P1	17
P2	18
Q	20
R	21
T1	25
T2	28
U1	31
U2	34
V	37
W	40
Y	52
Refer to table in CI 4.3(2A)	



Key issues:

- The majority of the site is currently zoned within the B6 Enterprise Corridor at a 2:1 FSR with a 15m height limit. Parts of the site facing Victoria Street are zoned R3 Medium Density Residential with a 11m height limit and a 0.6:1 FSR.
- The LEP allows for significant height and density (54m, 6.0:1 FSR) within the B4 Mixed Use zone south of Parramatta Road.

Heritage



Key issues:

- The site is within the context of some heritage items, including “single storey terraces” (item I196) opposite the site Victoria Street and “Substation No 1” (item I158) south across Parramatta Road.
- Many other areas which are located close to railway stations include a significant concentration of heritage items and conservation areas (including south of Granville Station and east of Harris Park Station) which are likely to constrain significant future development of parts of these areas.

1.8 Parramatta cycleways



Key issues:

- The main off-road cycle connection through the area runs alongside and underneath the M4 Western Motorway.
- Parramatta Road provides an on road cycle connection.
- The site may provide the potential to improve north-south connectivity where at present there is no link between Granville and Harris Park (cycle connections are either via Good Street or Church Street, approximately 400m to the east and west of the site respectively).

1.9 Photographic analysis



View from site east along Parramatta Road



View east along Victoria Street



View of southwestern edge of site facing railway



View from site south across Parramatta Road



View of eastern end of Victoria Street facing railway



View across site to single-storey heritage terraces



Panoramic view of site from Parramatta Road (south of site)



Panoramic view of site from Victoria Street (north of site)



3d simulated view of site and context from southwest (source: Here maps). Approximate site boundary shown in red.

Key issues:

- The site lies within a mixed context including the busy Parramatta Road and railways to the south and east, with a predominantly single-storey residential precinct to the north.



3d simulated view of site and context from southeast (source: Here maps). Approximate site boundary shown in red.



3d simulated view of site and context from north (source: Here maps). Approximate site boundary shown in red.

1.10 Quadrants of Granville centre

Northwest quadrant:

- Close to Parramatta and Church Street (Auto Alley) regeneration.
- On Parramatta Road, within the context of the Westconnex Urban Renewal.
- Fewer heritage issues.

Southwest quadrant:

- Existing town centre.
- Significant heritage issues including a large number of heritage items and heritage conservation areas.

Southeast quadrant:

- Significant heritage items near the centre
- Existing zoning for high-density residential
- Some industrial uses

Northeast quadrant:

- On Parramatta Road, within the context of the Westconnex Urban Renewal.
- Much of this area lies behind the barrier of the Carlingford railway line
- Significant industrial uses connecting to a larger industrial precinct to the northeast.



1.11 Availability of sites and indicative amalgamation

Introduction

The plans on the following pages describe how the context of the site may be developed in the future, assuming a development typology of towers for the Parramatta Road corridor and south of this with a smaller walk-up apartment blocks to the north.

The process undertaken in this testing is as follows:

- Identify the availability of sites for significant development based on features such as lot size, heritage status and typology of existing development.
- Identify an indicative development form based on amalgamating sites to provide the appropriate development form where possible.
- Identify amalgamation patterns based on this indicative development form, noting where sites are likely to be constrained from delivering significant development.

Key issues raised by the each of these steps have been raised over the following pages.

Availability of sites for significant development



Key issues

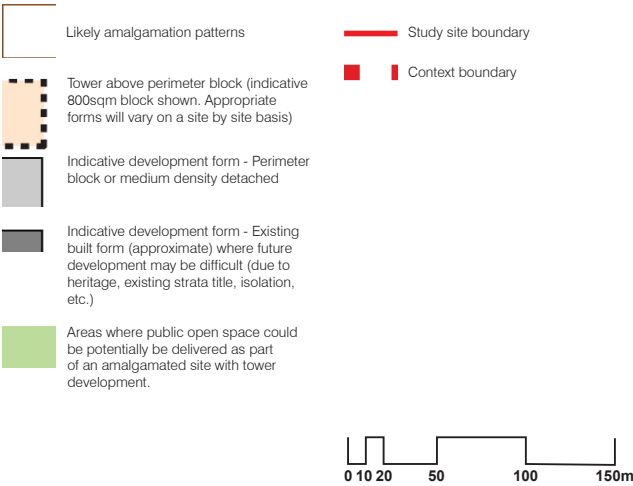
- Relatively few sites located south of Parramatta Road, which are currently zoned to allow for higher density and taller development, are easy to develop. This is due to existing heritage items, strata titled sites and small Torrens titled lots.
- Sites along Parramatta Road, of which the study site is a major one, provide the easiest opportunity for development.

Indicative development form



Key issues

- The site is one of few amalgamated sites with the potential to deliver public open space for the area in addition to a tower.



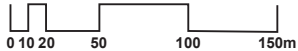
Indicative amalgamation patterns



Key issues

- The local context of the site includes the potential for amalgamation to allow for larger development forms however few sites can provide this without an amalgamation of lots.
- Under the existing LEP a significant portion of land south of Parramatta Road is zoned for 52m heights and a 6:1 FSR. However, there are only around three sites within this area which, when amalgamated, are capable of providing tower forms. This site is one of these.
- This sketch demonstrates that the required amalgamated lot size for a tower development in this area is approximately 2500sqm.

- Likely sites for tower development with perimeter block development
- Likely sites for perimeter block development with lesser potential for tower development above.
- Likely sites for medium density detached development
- Existing heritage sites - Development may be difficult
- Existing strata title sites
- Isolated site
- Areas zoned for taller development (52m/6:1 FSR under current LEP)
- Study site boundary
- Context boundary





2.0 Initial testing for Preliminary Rezoning Concept



2.1 Introduction and Council assessment

This section sets out the initial urban design testing and options for the site and context which were also provided in the Urban Design Analysis for the Preliminary Rezoning Concept (13 November 2013), which has been considered by Council (16 December 2013).

Council's officers provided a preliminary assessment of these options, which is provided adjacent Council's resolution regarding the Preliminary Rezoning Concept requires that a future planning proposal address these matters.

Following this process, the preferred option and recommended controls for the site have been developed. These are provided in the following sections of this document and have been updated to include consideration of Council's feedback and other issues which have arisen through this process.

Council assessment of Preliminary Rezoning Concept (Emphasis added on key urban design issues)

WESTCONNEX

6. The Westconnex Project, for the Parramatta LGA, consists of widening the M4 Motorway and the potential urban revitalisation of Parramatta Road.

UrbanGrowth NSW has advised that a draft Structure Plan (containing future land use and transport options for Parramatta Road) will be publicly exhibited in early 2014.

7. The subject site provides an opportunity to act as a catalyst for urban revitalisation along Parramatta Road, consistent with the Westconnex initiative.

PRELIMINARY ASSESSMENT

8. The site is located approximately 1.2km south of the Parramatta CBD and is within walking distance from Granville Town Centre. **It is adjacent to a busy road, a railway corridor and a medium density residential area (containing some heritage items). Revisions to development controls must take these matters into consideration.**

9. Land fronting Parramatta Road is zoned B6 Enterprise Corridor in Parramatta LEP 2011. This zone prohibits residential development. This zone was applied in response to the (then) Department of Planning's Development near Rail Corridors and Busy Roads - Interim Guideline (2008).

This Guideline was prepared by the Department to assist in the planning, design and assessment of development in or adjacent to, rail corridors and busy roads from a noise, air quality and amenity perspective. This Guideline has however not been finalised by the Department. Of note, Parramatta Road traverses ten (10) local government areas; of which six (6) allow residential development along this road largely in the form of shop top housing.

10. The Economic Report at Attachment 1 provides limited justification for allowing residential uses on Parramatta Road. Further investigations will be required in relation to noise, pollution and amenity impacts on future apartments on Parramatta Road. This is critical as this proposal, if supported is likely to set a precedent. Nevertheless, **no residential uses will be supported at ground level fronting Parramatta Road.**

11. The concept of increasing the maximum building height and floor space ratio on the subject site is supported. Further testing however is required to determine the most appropriate building height and floor space ratio controls through the consideration of the following:

11.1 The site is located on Parramatta Road and in close proximity to the Granville Town Centre and Parramatta CBD. Appropriate scale and transition of the tower(s) element of any development within the local context and to the Parramatta CBD (skyline legibility and hierarchy) are crucial. This has been acknowledged by the submitted Urban Design Analysis. **The extent of increase of height and floor space ratio should be consistent with the hierarchy of the urban centres within the local government area.**

11.2 Seven (7) levels of podium residential apartments are proposed along Parramatta Road and 6 levels along Victoria Street. The built edge along Victoria Road would overshadow the dwellings located on lower levels of the podium along Parramatta Road. It is recommended that the street-wall/frontage height along Parramatta Road is limited to 6 levels and along Victoria Street to 4 levels. This reduces the number of apartments located along the busy Parramatta Road corridor and allows a better transition of scale to the existing 2-3 storeys developments north of the site which are unlikely to change in the long term.

12. As illustrated in Figure 1, **Lot X DP163366, which is included in the Urban Design Analysis, is currently not owned by the subject landowner. Any progress of this concept should include this lot to facilitate a complete and legible development.**

13. Design excellence has been explored in the preliminary concept proposal. **The proposal acknowledges the importance that a design excellence process is followed for development of the scale proposed. Securing this will be required should this proposal progress to a planning proposal.**

14. The subject site is located above the 1:100 year flood level.

15. The concept outlines the potential public benefit of the re-development of this site facilitated by the proposed changes to the development controls These are (and should be further explored):

15.1 **a through site pedestrian/ bicycle link between Parramatta Rd and Victoria Street; and**

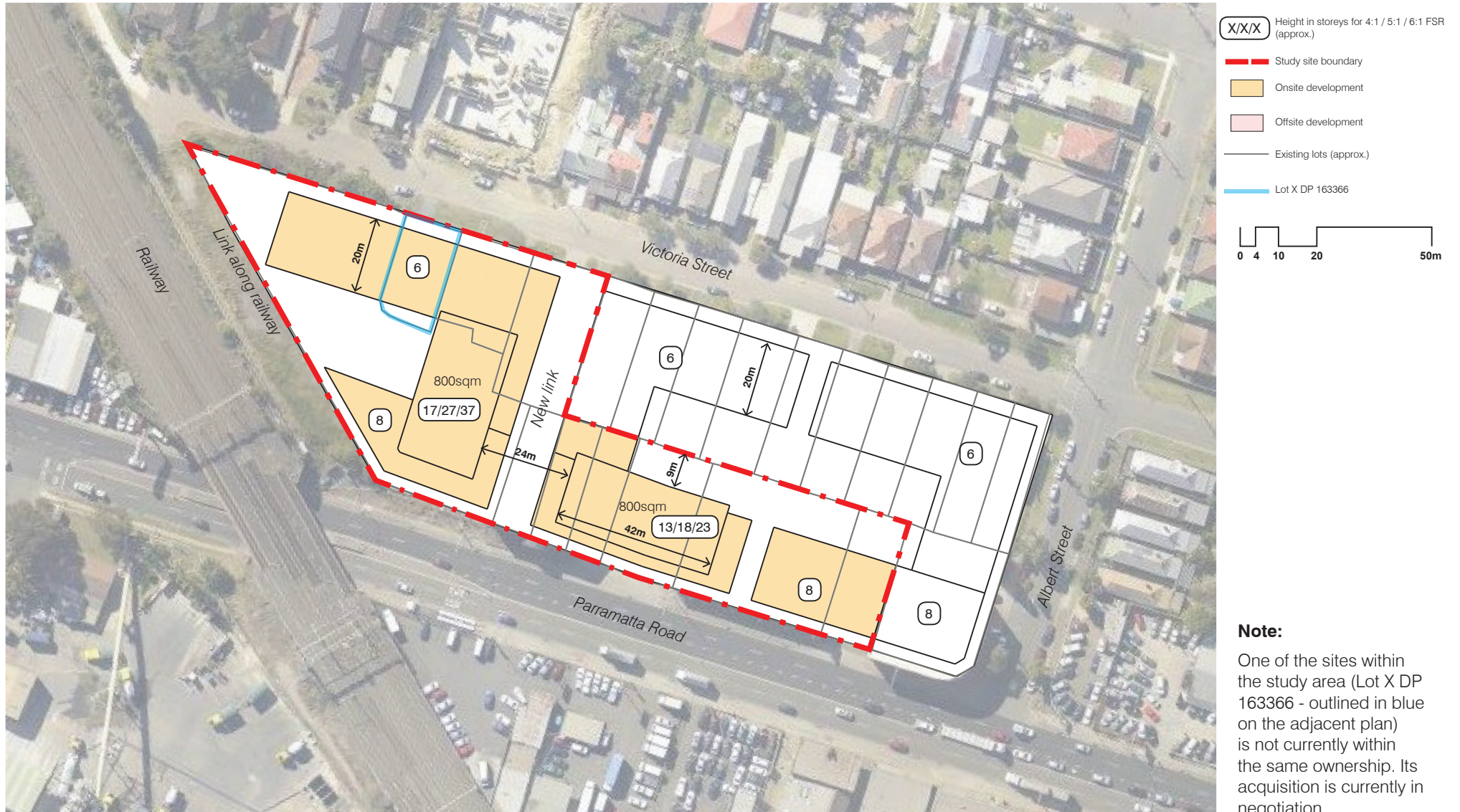
15.2 **Public domain improvements, particularly on Parramatta Road.**

16. Preliminary discussions have recently occurred with other landowners of significant landholdings (between Parramatta Road and the railway line) interested in redeveloping their sites. A strategic analysis will be conducted by Council staff to ensure each development will collectively result in a good built form outcome for this area.

2.2 Urban design testing of the street block - principles



2.3 Urban design layout test of site



2.4 Contextual massing - As existing controls

Onsite development: (approx. heights)

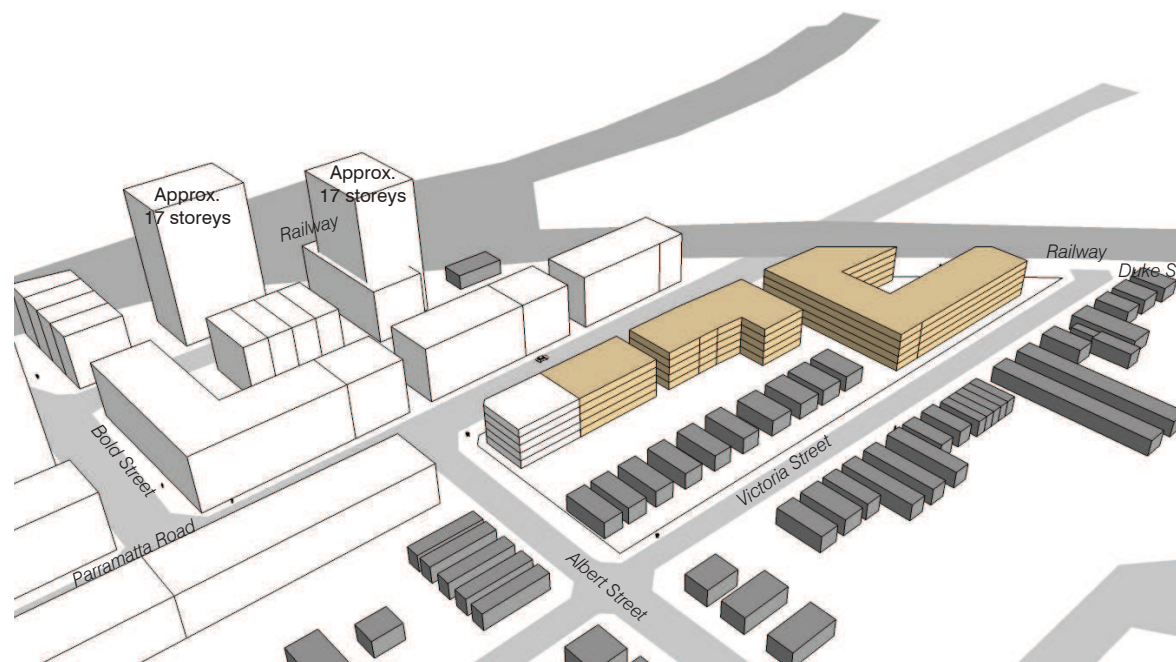
Podium: 5 storeys (15m)

Assumed development context:

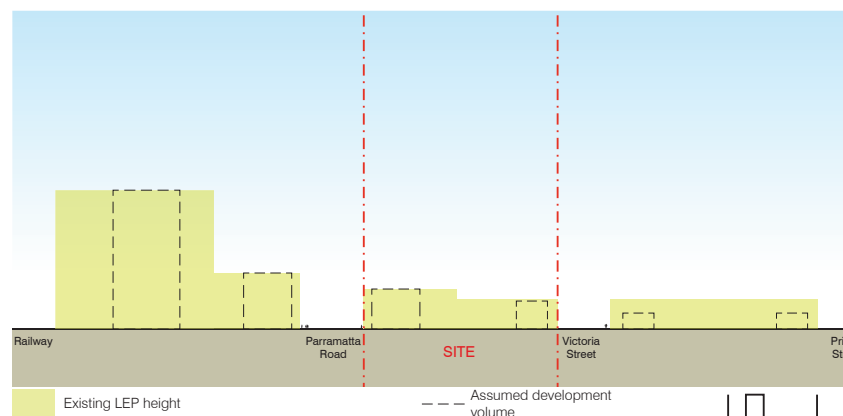
LEP-compliant height and FSR assumed for all sites.

Notes:

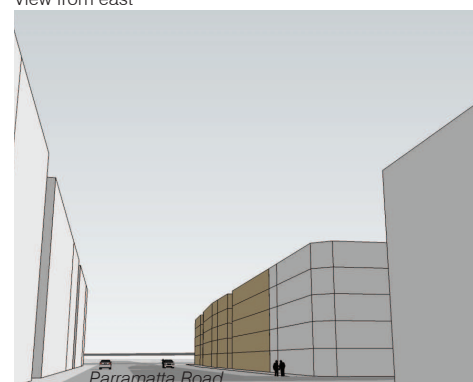
- Site amalgamation and separation issues mean that few sites to the south of Parramatta Road are likely to be developed to meet the 52m potential of the LEP.
- All development along Parramatta Road (at up to 7 storeys) is likely to be heavily affected by noise and amenity issues.
- The existing controls do not provide significant incentive for the redevelopment of land to the north of the site.



View from east

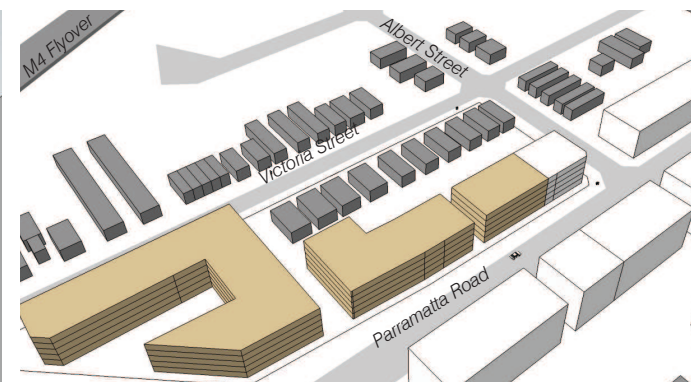


Illustrative north-south section



View west along Parramatta Road

3d visualisations



View from southwest

Onsite development Offsite development Existing buildings likely to be retained

2.5 Contextual massing - 4:1 FSR

Onsite development: (approx. heights)

Podium: 8 storeys to Parramatta Road, 6 storeys to Victoria Street

Tower 1: 17 storeys / 51m

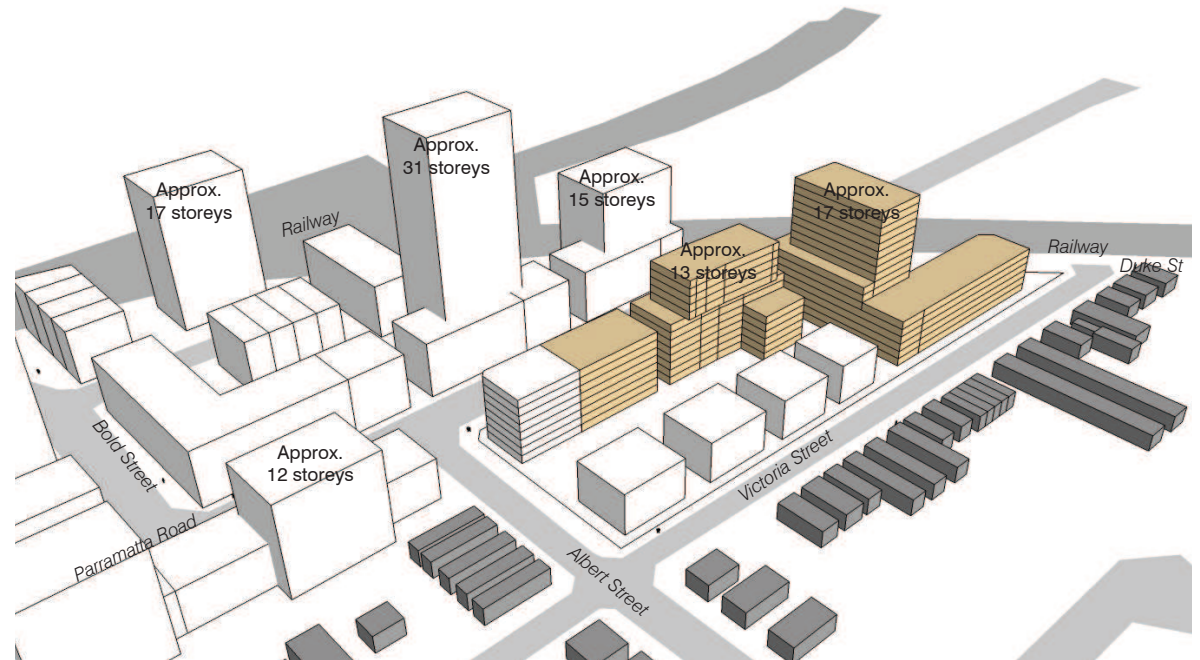
Tower 2: 13 storeys / 39m

Assumed development context:

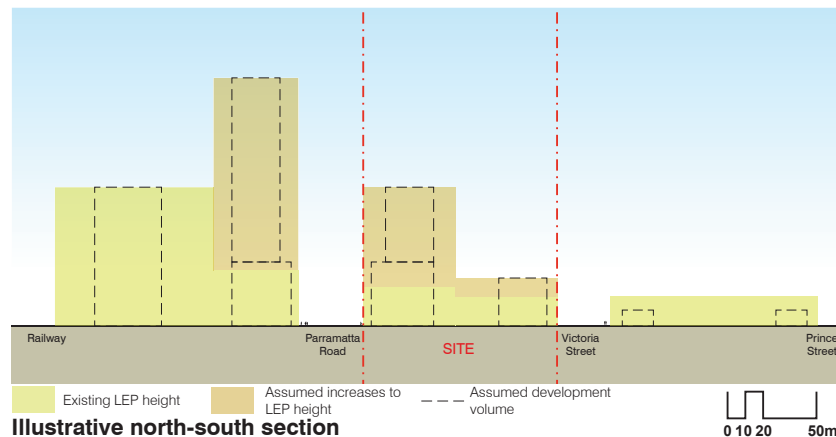
Development to 4:1 FSR assumed for Parramatta Road corridor. LEP heights which are currently available for sites to the south are proposed to be on both sides of Parramatta Road, with a single exception to the south where the FSR allows for a taller building volume.

Notes:

- The extension of the LEP height limit across Parramatta Road will provide a significant increase in development capacity within the area.
- Tower forms provided are of a similar height to the podium, creating a less elegant appearance.
- The subject site is available now and enables Granville development to be more easily brought forward.

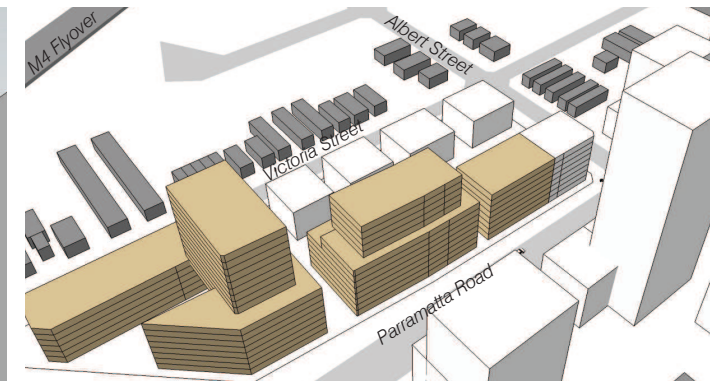


View from east



View west along Parramatta Road

3d visualisations



View from southwest

Onsite development Offsite development Existing buildings likely to be retained

2.6 Contextual massing - 5:1 FSR

Onsite development: (approx. heights)

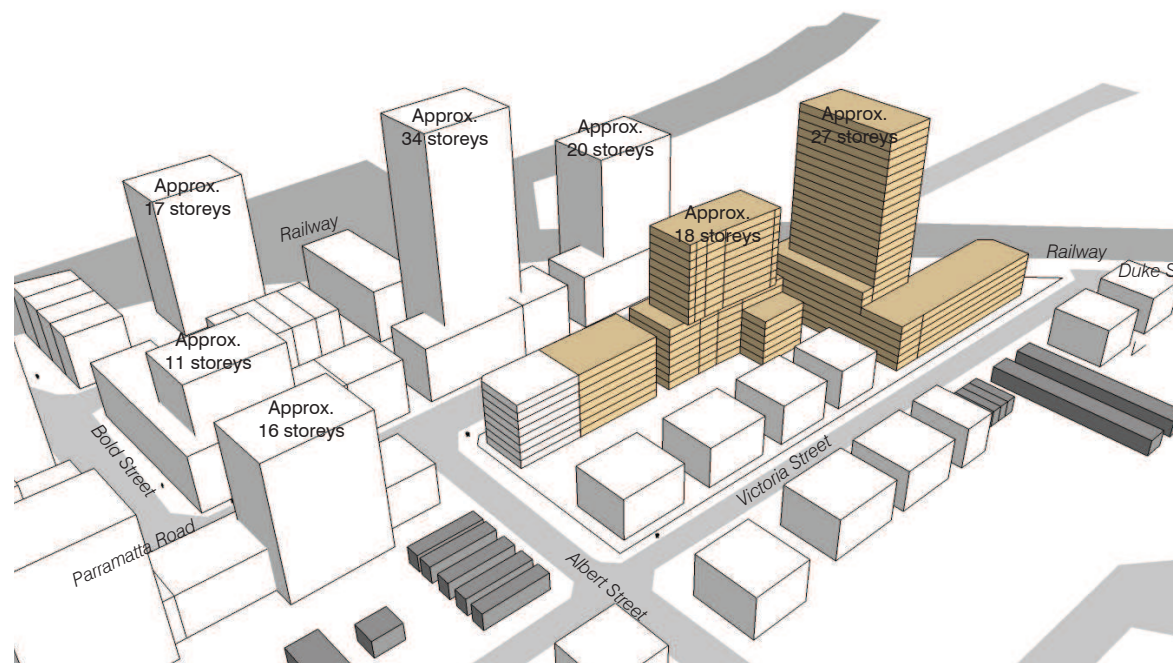
Podium: 8 storeys to Parramatta Road, 6 storeys to Victoria Street

Tower 1: 27 storeys / 81m

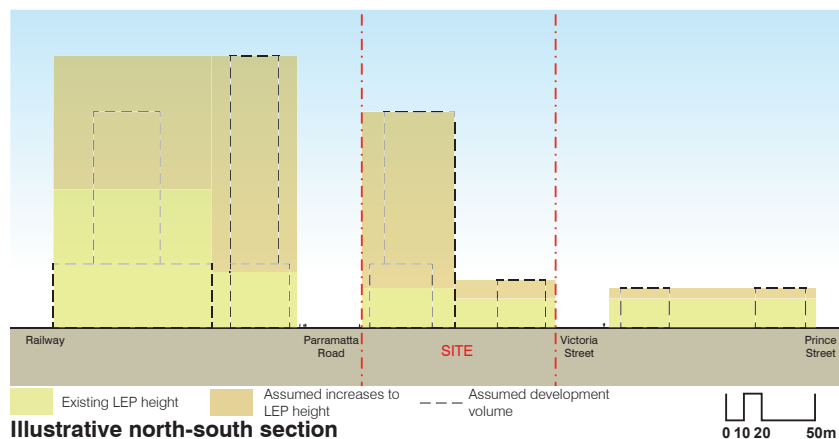
Tower 2: 18 storeys / 54m

Assumed development context:

Development to 5:1 FSR assumed for the Parramatta Road corridor. LEP heights which are currently available for sites to the south are permitted for the Parramatta Road corridor, with a further increase in height provided for key focal towers. Some increase in development capacity (4-6 storey apartment buildings) assumed for sites to the north.

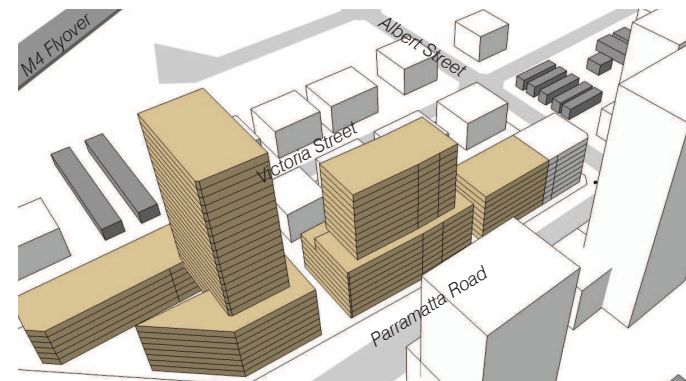


View from east



View west along Parramatta Road

3d visualisations



View from southwest

Legend:

- Onsite development (Orange)
- Offsite development (Light Grey)
- Existing buildings likely to be retained (Dark Grey)

2.7 Contextual massing - 6:1 FSR

Onsite development: (approx. heights)

Podium: 8 storeys to Parramatta Road, 6 storeys to Victoria Street

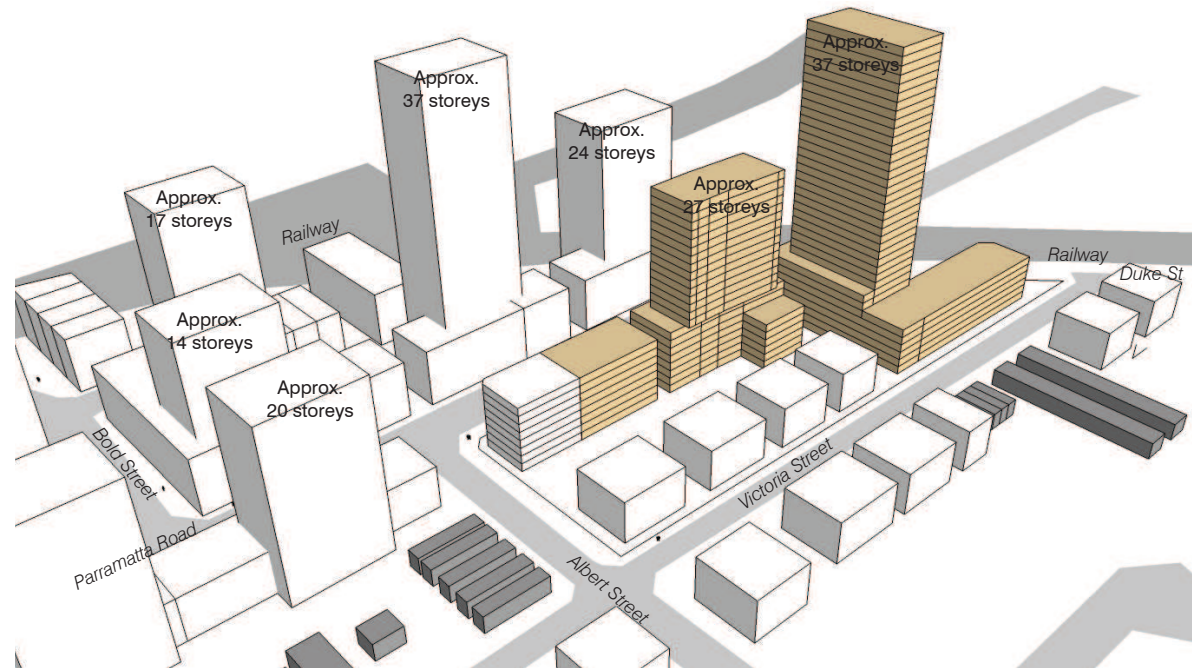
Tower 1: 37 storeys / 111m

Tower 2: 23 storeys / 69m

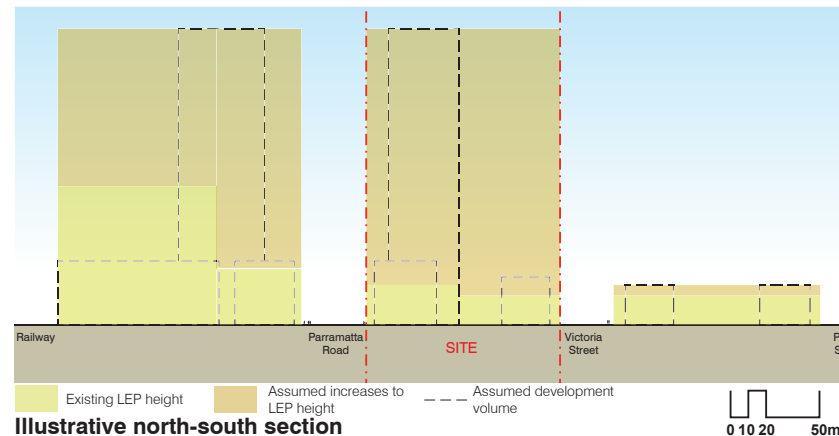
Assumed development context:

Significant height increases envisaged for key sites, along with an uplift in FSR to 6:1 for the Parramatta Road corridor and sites to the south. General uplift in development controls assumed.

Architectus consider that development of this scale is appropriate for the site and its context. This is further described in the following sections of this report.

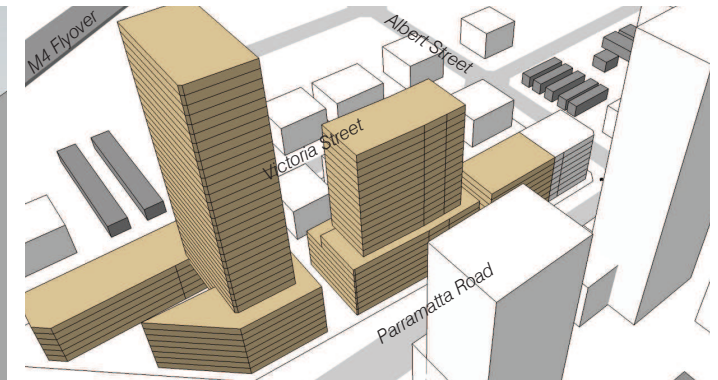


View from east



View west along Parramatta Road

3d visualisations



View from southwest

Onsite development Offsite development Existing buildings likely to be retained