Henry Street, Penrith Urban Design Study

39-45 Henry Street, 47-49 Henry Street, Penrith, NSW, 2750

Draft



SJB Architects

Project

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1.1 Executive Summary

SJB have been appointed by Trifalga to prepare an urban design study for 39-49 Henry Street, Penrith. The study considers land owned by Trifalga, as wells as the remaining block to provide a consolidated masterplan for the site.

Pursuant to Penrith Local Environmental Plan (PLEP) 2010, the site is nominated as a 'Key Site'. A planning proposal to amend 'Incentive Clause for Key Sites' is currently proposed by Council to provide the site with an FSR of 5:1 and no maximum building height.

The incentive clause however, is only triggered if all sites within the key site block are amalgamated and developed. This assumption forms the basis of the urban design report.

The proposal is consistent with the priorities and actions of a suite of strategic planning policies including Draft West Central District Plan, which reinforces Penrith as a key residential and employment centre for Western City supported by new infrastructure investment including Badgery's Creek.

The proposal has also been informed by local planning strategies including 'Penrith Progression - A Plan for Action', which locates the site in the 'Central Hub' and 'Live Work' categories. The site will be the Eastern Gateway into the centre, which will include a mix of high density, residential and mixed use developments.

Benchmarking analysis of comparable strategic centres across Sydney suggests higher FSR controls are required for Penrith CBD to ensure its future viability as a key employment and residential centre is maintained.

Site specific design principles have been created, which have been informed by an analysis of site parameters, opportunities and constraints. These principles are consistent with strategic priorities and actions for the centre.

The proposal seeks to provide an FSR of 7.05:1. This has been informed by rigorous testing of the development capacity of the site, consolidated impact of development on surrounding land uses and the opportunity for the site to provide enhanced public benefit.







Key Site Total Figures

Overview of the regional, urban and local context to provide an initial understanding of the site.

1.1 Introduction

Penrith is a major centre within the metropolitan area located 50km west of the Sydney CBD, adjacent to the Nepean River. The centre is under the Local Government Area (LGA) of Penrith City Council and will continue to strengthen its role as a mixed use centre with a combination of civic, recreation, commercial, retail and residential uses.

The analysis and options in this report are undertaken in the context of the current planning controls and strategies which include:

- · Penrith LEP 2010
- · Penrith DCP 2014
- Planning Proposal to amend Penrith LEP 2010 Incentives Clause for Key Sites 2016
- Penrith Progression A Plan for Action 2015

This analysis includes a review on the current and potential controls under the key sites incentive clause in order to develop and test three possible concept options.



Key

Arterial Route
Penrith
Town Centres

1.2 Draft West District Plan

The Draft West District Plan was released in late 2016. It defines a 20-year vision, priorities and actions for the West District.

Sydney is envisioned to be a metropolis of three cities - the Western City, Central City and Eastern City. Penrith is within the Western City and the economic growth from the Western Sydney Airport will create opportunity for affordable and diverse housing, transport, social infrastructure and jobs to enforce Penrith's role as a strategic centre within the Western City.

The Plan outlines the need to foster Penrith as an economic and service hub for the District and enhance transport connections to the proposed Badgerys's Creek Airport.

The Plan identifies Penrith City Centre as the Districts largest concentration of commercial activities, needing to expand and grow its knowledge-intensive jobs and services. This would require the need to provide an integrated land use and transport vision, supported by high quality urban design principles and co-location of residential growth.

The Plan also identifies Greater Penrith as a Collaboration Area, which will provide a strong mix of liveability, productivity and sustainability drivers across different levels of government and private landowners.

The Plan also provides a five year housing target of 6,600 dwellings for Penrith, including a priority to provide sufficient capacity and monitor the delivery of housing.

The Penrith LGA is anticipated to record a 64% growth in single person households by 2036, eluding to the need to provide more affordable housing in the form of apartment buildings.

Key housing delivery actions for Penrith Council include:

- Monitor delivery of 6,600 housing targets
- Investigate future dwelling opportunities near major transport infrastructure;
- Address demand and diversity around local centres and infill areas.

A Productive City

- · P1: Establish Western Sydney City Deal
- P2: Develop and implement an Economic Development Strategy for the Western City
- P4: Develop and implement a centres framework for the District
- · P5: Coordinate activites to grow jobs in Greater Penrith
- $\cdot\,$ P7: Enhance public transport access to Penrith City Centre

A Liveable City

- · L1: Prepare local housing strategies
- L2: Identify the opportunities to create the capacity to deliver 20-year strategic housing supply targets
- L3: Councils to increase housing capacity across the District
- · L4: Encourage housing diversity
- L6: Support Councils to achieve additional affordable housing
- L11: Provide design-led planning to support high quality urban design

A Sustainable City

- S4: Develop a Strategic Conservation Plan for Western Sydney
- S6: Use funding programs to deliver the West District Green Grid priorities
- S7: Develop support tools and methodologies for local open space planning
- S13: Incorporate the mitigation of the urban heat island effect into planning for urban renewal projects and Priority Growth Areas.



1.3 Penrith City Places

The Penrith Progression is a collaborative vision between Penrith City Council, the Penrith Business Alliance and the community with the aims of transforming the city centre, providing new jobs, places to live and becoming the heart of the New West. The City Centre is defined by six 'City of Places' which are as follows:

Central Hub:

The Central hub will play an important role in the ongoing revitalisation of the City Centre with existing education facilities, the potential for student accommodation and an urban education model. This area will include high density residential, commercial and mixed use developments.

Civic and Retail:

Strengthening the retail heart of Penrith with Westfield Penrith and the Nepean Village, this city place will provide opportunity for housing, retail and both night time and day time dining. Station Street, an important pedestrian link to public transport is envisioned to have a night time character with a wide range of food and entertainment options.

Culture and Community:

This city place is a gateway from the West and provides a link from the Nepean River to the Penrith City Centre. There is opportunity to develop high quality housing options as well as commercial uses.

Lifestyle Village:

The Lifestyle Village provides a diverse range of housing choice and is the benchmark for the '15 minute neighbourhood' with amenity accessible within a 15 minute walk.

Sports and Tourism:

This city place reflects the growth potential of Penrith City as a destination for adventure, sport and living options around the edge of the City Centre.

Live and Work:

This area is a gateway site to the Penrith City Centre from the east and is bordered by the Nepean Hospital. There is opportunity to support the development of employment generators associated with health and medical related offices, as well as encourage mixed use developments that provides retail, business and high density living options. With the location of the Justice Precinct within this City Place, the area should have a calmer day time character with minimal after hours activity.



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1.4 Penrith City Character Areas

The Penrith DCP 2014 has identified 8 character area precincts within the City Centre which will guide the future development and are as follows:

High Street Mixed Use:

This is the central spine of the City Centre and should continue to strengthen the focus of retail and commercial activity with pedestrian friendly streets. A new City Park and City Square will also be offered within this precinct.

Commercial Core:

This precinct is the gateway to Penrith by rail and should therefore be the focus for high quality development. The interface between Westfield Penrith and street activity along High Street and Station Street should be strengthened.

City East Mixed Use:

The subject site is located within this mixed use precinct and it has been identified as the eastern gateway into the city centre. The precinct should have a live-work village character and encourage walkability and allow for an ease of access.

City South Mixed Use:

This precinct is envisaged to be a mixed use precinct with a relationship to the adjoining high density residential precinct and act as the shopping and service hub for the surrounding areas.

City West Mixed Use:

This precinct will be redeveloped primarily as a high density residential precinct that will complement and bring additional activity to the civic and cultural precinct. Opportunity for an 'eat street' to be located here.

Civic and Cultural Precinct:

This precinct comprises of council's offices, library as well as the Joan Sutherland Performing Arts Centre.

Community Hub:

There is an opportunity to amalgamate several community facilities within the City Centre into this location in the heart of the city.

Recreation/Tourist:

This precinct will enhance Penrith's character as the River City providing a recreation link between the City Centre and the Nepean River through a number of sporting and leisure facilities.



1.5 Key Sites and Opportunity Sites

Several key and opportunity sites have been identified within Penrith City Centre which are outlined within Penrith LEP 2010 and the Penrith Progression Plan 2015.

The Key Sites have been identified within the Penrith LEP 2010 as sites with an opportunity to be developed with an incentive clause. This allows for development with a variation from the existing building height and FSR provisions within the LEP in order to be key landmarks within the city. The key sites and their bonus FSRs are as follows:

- · Key Site 1 5.5:1
- · Key Site 2 5.5:1
- · Key Site 3 6:1
- · Key Site 4 5:1
- · Key Site 5 2:1
- · Key Site 6 2.5:1
- Key Site 7 5:1
- · Key Site 8 5.5:1
- · Key Site 9 5.5:1
- · Key Site 10 6:1

The Opportunity Sites are key developments within the 'City Places' as identified within the Penrith Progression Plan and will define the character of the area. The sites are as follows:

a. Central Park Village

- b. Living Well Precinct
- c. Commerce and Education Precinct
- d. Health Link Precinct
- e. Community, Culture and Civic Precinct
- f. Justice Precinct





1.1 Strategic Centre FSR Review

Based on a review of other strategic centres, it would appear that many are increasing their FSR controls to cater for the growing demand for housing and jobs. The table below identifies key centres throughout Sydney with significant maximum Floor Space Ratio controls that are comparable to that proposed on the subject site in Penrith.

The range of existing and future Maximum FSR controls for key centres would suggest that the proposed uplift for the subject site is appropriate within the greater Strategic context of a growing Sydney.

Strategic Centre	FSR (Existing and Proposed)
Penrith	5:1
Blacktown	8.5:1
Merrylands	9:1
Parramatta	12:1
Chatswood	7-8:1
Hurstville	9:1

Key	
\bigcirc	Site Location
	Renewal Precincts
	Railway Line
Ο	Major Centres
	Centres with FSR 6:1 and over



Figure 1.5.1 Sydney Metro-Wide Plan

1.6 Planning Proposal Review

We have identified a number of proposals in Liverpool and Parramatta CBD, which have either been approved or waiting Gateway Determination. These proposals confirm the growing need to provide greater density in closer proximity to job concentration and transport.

We understand Penrith City Council has recognised this growing need and currently has a planning proposal seeking to apply new FSR controls of 5-6:1 across a number of identified sites within Penrith.

This has been fuelled by the need to create landmark developments at key gateways, support housing mix and affordability, facilitate additional residential development into the CBD and improve local amenity by enhancing the public domain and landscape setting.

However, in order to cater for future residential capacity in the future, Penrith CBD needs to support higher FSR controls to enable the viability of the centre in the long-term, specifically in relation to other centres.

The provision of additional FSR can be achieved without compromising on the local context, character and amenity of surrounding development. This includes design excellence, appropriate built form responses at the ground level and provision of quality public amenity and open space.

The proposed scheme is considered consistent with the broader action for the West District and facilitates housing demand and diversity in infill areas.



118 Harris Street, Parramatta



311 Hume Street, Liverpool

Strategic Centre	Address	Existing FSR	Propo
Penrith	614-652 High Street and 87-91 Union Street	3:1	6:1
Liverpool	133 Bigge Street, 26-28 Elizabeth Street and 148 George Street.	2.5:1 and 5:1	10:1
Liverpool	311 Hume Street	3:1	6:1
Parramatta	197 Church Street	4:1	15:1*
Parramatta	87 Church Street	3.5:1	10:1*
Parramatta	48 Macquarie Street	3:1	10:1*
Parramatta	2-10 Philip Street	6:1	10:1*
Parramatta	118 Harris Street	4:1	7:1*



48 Macquarie Street, Parramatta

197 Church Street, Parramatta



d FSR	Proposed GFA	Propsoed Dwellings
	-	850
	9,000m²	600
	-	318
	70,950m² (mixed use)	600
	34,718m² (mixed use)	432
	37,856m ²	416
	39,210m² (mixed use)	330
	25,079m ²	291

* Not inclusive of 15% Design Excellence

Site Analysis

Exploring the existing urban conditions and context to assist in developing an appropriate urban response.

2.1 Site Parameters



Movement

North Street is a major road through Penrith City Centre which connects into the Great Western Highway and carries high speed traffic. Evans Street is also a well used local road which connects the residential area to the north to the city centre and the intersection at Henry Street and Evans Street is subject to traffic congestion during peak hours.

Easement and Drainage Lines

There are a number of easements which run through the site which will restrict development on the ground floor and basement parking will not be possible if the existing lines are to be retained. In reference to the survey, the various easements are as follows:

- 1. Easement to drain water 4.4m wide and variable;
- 2. Easement to drain water 1.2m wide and variable; and
- 3. Easement for storm water channel.

Site Analysis

2.2 Site Parameters



Road Widening to North Street

To alleviate traffic congestion and provide better road infrastructure within Penrith, North Street has been earmarked to be widened in the near future to be approximately 30m in width.

Topography

The topography of the site falls 2.5m from the north of the site and rises slightly on the south western corner of the site.

Site Analysis

2.3 Site Parameters



Front Setbacks

In reference to the Penrith DCP 2014, the site has a front setback which is built to street alignment (0m) on Henry Street and a 2-3m average front setback to North Street.

Street Wall Height

In reference to the Penrith DCP 2014, the site has a minimum street wall height of 16m and a maximum of 20m. Any development above this must be setback a minimum of 5m.

2.4 Site Parameters



Mixed Use Envelope

In reference to the Penrith DCP 2014, the above diagram depicts the side and rear setbacks which forms the extent of the mixed use buildable envelope. Additionally, non-residential uses above 20m is to have a maximum footprint of 900m² and a maximum building depth of 20m.

Residential Envelope

In reference to the Penrith DCP 2014, the above diagram depicts the side and rear setbacks which forms the extent of the residential buildable envelope. Additionally, residential uses above 20m is to have a maximum footprint of 750m² and a maximum building depth of 18m.

2.5 Opportunities and Constraints



Opportunities

- 1. The corner of Henry Street and Evans Street has the opportunity to be a primary marker into Penrith City Centre;
- 2. The eastern end of the site will become the secondary marker to traffic coming from the Nepean Hospital and the east;
- 3. The northern end of the site will become the secondary market to traffic coming from the residential area from the north;
- 4. New public amenity on the northern edge of the site will provide space for a new pedestrian walkway and cycleway leading to Penrith Station;
- 5. Opportunity to draw retail foot traffic from High Street to the site through the provision of retail and eateries;
- 6. Active street frontage to Henry Street and Evans Street to strengthen the retail presence;
- 7. Identified key sites for development within the Penrith LEP 2010 which ensures height within the city is evenly distributed;
- 8. Widening of North Road to provide for better amenity and ease road congestion;
- 9. Internal open space within the site as a strategy to retain the easement alignment; and
- 10. Low scale residential to the north of the site ensures that the development receives good solar amenity.

Leaend

Logona			
Rrimary gateway	Open Space	🗾 Key Sites	••
Secondary gatew	vay [Retail Heart	Mactive Frontage	

North Street

Constraints

- 1. Traffic congestion at the intersection of Henry Street and Evans Street;
- 2. Overshadowing to heritage items to the south;
- 3. Noise from railway line will require acoustic treatment;
- 4. Additional noise from North Street which is widened to be closer to the site;
- 5. Development must be sensitive to the character of the adjacent properties;
- 6. Easement within the site will limit what can be built on the ground floor;
- 7. Irregular ground floor footprint to maintain existing easement;
- 8. Topography of the site falls approximately 2.5m from the north and rises on the south; and
 - 9. Interface between neighbouring lots must be considered to ensure the development does not appear as a long consistent block.

Legend



🛜 Noise from Road Railway Line Easement Congestion

Adjacent Character

Irregular Footprint 🛛 \leftrightarrow Interface between lots -- Topography

Heritage Items

Vision, principles and concept design for the key site.

ign for the key

3.1 Visualisation of New Open Space Above Easements



3.2 Design Principles



Built Form

The built form should create a strong presence on the street which can be achieved through height and architectural treatment as the site is the Eastern gateway into Penrith City Centre.

Height within the block should be concentrated closer to the City Centre which transitions down to the east, creating a human scale interface with the adjacent park. A consistent street wall should also be implemented to hold the street edge.

Built form will also look to articulate and activate street frontages and be located to provide passive surveillance opportunities.

The built form should be suitable in scale and oriented to avoid additional overshadowing to the heritage items on High Street between 9am and 3pm.



Access and Connectivity

A new pedestrian and cycle path is envisioned along North Street on the northern boundary of the site which will be delivered as part of a VPA. This new link will improve pedestrian connection and provide an upgrade to the footpath leading to Penrith Station a short walk or cycle away.

Mid-block shared surface links should be provided in the redevelopment to not only break up the built form but to also provide pedestrian access to the new pedestrian and cycle link.



Public Domain and Streetscapes

There is opportunity to provide a new plaza above the easement which allows for outdoor dining, retail, public art and an entry to the hotel lobby.

Public art murals should also be incorporated onto blank walls, particularly where the mid-block links occur and is an opportunity to celebrate local artists.

Upgrades to be provided to the open space on the corner of Henry Street and North Street for it to become a welcoming, inclusive and safe public space.

Upgrades also to be provided to the streetscape with the retention of trees and upgrades to footpaths.



provided.



Amenity and Sustainability

Buildings to be orientated in order to maximise solar access and achieve cross ventilation. As development to the north consists predominantly of 1-2 storey single detached dwellings, the site has excellent solar amenity.

Where possible, awnings for sun shading should also be

3.3 Concept Plan

This plan has been developed to guide the design of the three concept options for the mixed use site. The following points have been identified as key concepts:

- 1. In order to maintain the existing easements, a new open space will be provided with outdoor seating and landscaping;
- 2.A new pedestrian friendly plaza accessed off Henry Street into the open space;
- 3. Active frontage along Henry Street to strengthen the retail presence of the development;
- 4. Pedestrian and cycle path adjacent to North Street to provide better connections to the station and amenity;
- 5. Landscape buffer between North Street and the northern frontage of the development to provide acoustic and visual privacy; and
- 6. Through site links between Henry Street and North Street to break up the bulk of the development and to provide vehicular access into the buildings.



Legend A 47-49 Henry Street в 39-45 Henry Street 27-37 Henry Street C North Street widening Covered open space Plaza Open space Active frontage Landscape buffer ••• Through-site link ••• Pedestrian and cycle link → Vehicular access Access points

3.4 Public Benefit Strategy

In reference to Penrith Council's Draft Public Benefit Policy 2016, bonus FSR above existing controls will be supplemented with the provision of public benefit that supports the services and amenity of the City Centre. Council has outlined five key categories of preferred public benefits and are as follows:

1. Connectivity

- Improved connectivity to the station and High Street through the provision of a new shared pedestrian and cycle link along the North Street and Evans Street frontages.
- Creation of new through-site links which provides access into the buildings and to North Street.

2. Community

- Public art by local artists within the new plaza and open space of Site A.
- Public art murals on the walls of the through site link.
- Public art on the park at the corner of North Street and Henry Street to mark the eastern gateway.

3. Recreation

- New open space within Site A with seating and outdoor dining to encourage social interaction.
- Building is setback on Site A to allow for an inviting public plaza.
- Upgrades to the park at the corner of North Street
 and Henry Street.

4. Infrastructure

 Provision of a new pedestrian and cycle link along North Street and Evans Street

5. Sustainability

- Opportunity to use architectural language of buildings to provide shading to the new pedestrian and cycle link as well as to the upgraded park.
- Provision of bicycle racks and lockers on the new park and at Site A.



3.4.1 Connectivity + Infrastructure

New pedestrian connections will create mid block thoroughfares and should be an attractive, safe and welcoming environment. Public art can be used as a placemaking strategy.

The new pedestrian and cycle link north of the site which improves the connection to Penrith Station should use landscaping to create a buffer to North Street in order to strengthen a pedestrian friendly environment.











2 3.4.2 Community

Public art can be used to embellish blank walls to create a vibrant space. It is also an opportunity to celebrate local artists and create an engagement with their community.





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3.4.3 Recreation

The new plaza above the easement provides opportunity for outdoor dining and can become a meeting space for social interaction.

The upgrade to Council land at the corner of Henry Street and North Street will create a place for rest and play. This will be supplemented by landscaping to create a safe and attractive environment to gather.







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3.4.4 Sustainability

Awnings and architectural treatment of buildings within the site as well as additional street trees can provide sun shading to streets. Bicycle ranks may also be integrated into the architecture and be provided along the pedestrian/cycle link north of the site along North Street.









3.4.5 Screening to Podium Parking

Facade treatments should be used in order to conceal podium parking within the site. The screens should be visually attractive and contribute to the character of the Penrith.





3.5 Illustrative Masterplan



3.6 Massing



Preferred Option Massing View 01

Preferred Option Massing View 02





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3.7 Visualisation of Henry Street Frontage



3.8 Typical Floor Plan

The residential floorplates for each of the sites can accomodate 8-10 dwellings per floor. An apartment mix of 15% 1 beds, 70% 2 beds and 15% 3 beds will be achieved. Communal open space will be provided on the podium.



Legend ---- Site Boundary Dwellings Balcony Open Space on Podium Podium

3.9 Cross Flow and Solar Plan

The design of the building and arrangement of apartments will meet the requirement for 60% of dwellings achieveing cross ventilation. Similarly, 70% of dwellings must receive a minimum of 2 hours of sunlight between 9am - 3pm to living rooms and private open spaces which these floorplates achieve.



Legend → Site Boundary → Cross Flow • Solar Access

3.10 Long Section



Section A-A



3.11 Cross Section





Section C-C



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Detailed design testing and analysis of the concept.





4.1 Shadow Analysis



21st of June - 9am

21st of June - 10am

Legend Heritage items Shadow cast by proposal Existing shadows

4.2 Shadow Analysis



21st of June - 11am

21st of June - 12pm

4.3 Shadow Analysis



21st of June - 1pm

21st of June - 2pm

Legend Heritage items Shadow cast by proposal Existing shadows

4.4 Shadow Analysis



21st of June - 3pm

Legend Heritage items Shadow cast by proposal Existing shadows

4.5 Solar Insulation



Solar Insulation View 01

Solar Insulation View 02

The northern, eastern and western frontages all have good solar access and receive a more than 2 hours of sunlight between 9am - 3pm.

The southern frontage does not have good solar access and the number of apartments on this frontage have been minimised.





4.6 Development Staging



Short Term Development Scenario

As the land north of the subject site is envisioned to accomodate the widening of North Street with a time frame that is yet to be determined, council have proposed a potential car park to use in the interim. The short term development scenario would assume development across the three sites with the provision of a 3m colonnade to allow for a pedestrian and cyclist link to the Penrith Station, Penrith City Centre and to the potential car park to the north. A landscape buffer within Council land will soften the environment and create a safe and attarctive pedestrian link.

Long Term Development Scenario

The long term development scenario assumes the widening of North Street. Land north of the site boundary will be landscaped to create a visual, safety and acoustic buffer between the road and pedestrian/cyclist link. Mid-block shareways will also provide access to the pedestrian link and the landscaped space.

Legend Plaza Pedestrian Paths Landscaping Outdoor Furniture Council Land ←→ Pedestrian and Cyclist Link → North Street Widening

Recommendations

Key findings and recommendations for the site.

Recommendations

5.1 Recommendations

This report has provided detailed analysis of the site in relation to strategic planning policy, site parameters, constraints, opportunities and design testing to support the provision of an FSR of 7.05:1 across the site.

Changes to FSR

The proposed built form outcome is consistent with key planning strategies including Draft West District Plan, Penrith Progression - A Plan for Action. These strategies support the role of the site as a key gateway into Penrith and will ensure the delivery of housing and employment opportunities across the centre. A benchmark review of relevant centres across Sydney supports the provision of higher FSR controls for Penrith CBD.

An FSR of 7.05:1 on the subject site will facilitate enhanced public amenity across the site and improve the site's integration into the surrounding context. The delivery of higher FSR could facilitate the following public benefit outcomes including:

- New plaza with public art, retail and outdoor dining;
- Activated ground floor frontages along Henry Street and the northern boundary;
- Mid-block shared-ways to break up the built form and provide vehicular access into the buildings;
- Public art murals to embellish blank walls along sharedways to celebrate local artists and embrace local context;
- Landscaping treatments to the north to create a visual and safety barrier to North Street;
- Open space upgrades at the corner of North and Henry Street;
- Upgrades to existing footpaths to provide green streets with new trees and landscape planting.

The built form has been tested against key provisions of the ADG and SEPP 65 including building separation and solar access and found to be satisfactory.

Conclusion

This urban design report supports a planning proposal for 39-49 Henry Street to provide the following amendments to PLEP 2010:

Control	Existing	Proposed
FSR	5:1 (subject to PLEP 2010 key site amendment clause)	7.05:1



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