

PLANNING PROPOSAL

St John's Cathedral

195 Church Street, 38 and 41-45 Hunter Street, and 65-79
Macquarie Street

January 2020



**CITY OF
PARRAMATTA**

PLANNING PROPOSAL

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TABLE OF CONTENTS

TABLE OF CONTENTS1

INTRODUCTION 2

PART 1 – OBJECTIVES OR INTENDED OUTCOMES 5

PART 2 – EXPLANATION OF PROVISIONS 7

PART 3 – JUSTIFICATION 11

PART 4 – MAPPING38

PART 5 – COMMUNITY CONSULTATION..... 50

PART 6 – PROJECT TIMELINE 51

Appendices

Planning Proposal drafts

Proponent version:

No.	Author	Version
1.	Architectus	29 May 2018

Council versions:

No.	Author	Version
1.	City of Parramatta Council	Dec 2019 - Report to Local Planning Panel and Council on the assessment of planning proposal
2.	City of Parramatta Council	Jan 2020 - Amendments following Council's resolution of 16 December 2019 and forwarding to DPIE for Gateway determination

INTRODUCTION

This planning proposal explains the intended effect of, and justification for, the proposed amendment to *Parramatta Local Environmental Plan 2011*. It has been prepared in accordance with Section 55 of the *Environmental Planning and Assessment Act 1979* and the Department of Planning, Industry and Environment (the Department) guides, 'A Guide to Preparing Local Environment Plans' (August 2016) and 'A Guide to Preparing Planning Proposals' (August 2016), 'Guidance for merged councils on planning functions' (May 2016).

Background and Context

On 29 May 2018, Council received a planning proposal, the master plan and supporting documents from Jattca Property Solutions (the applicant) on behalf of landowners (a) the Anglican Church Property Trust Diocese of Sydney as Trustee for the Parish of Parramatta (ACPT) and (b) the St. John's Parramatta Endowment Fund affecting the land at 195 Church Street, 38 and 45 Hunter Street, and 65-79 Macquarie Street, Parramatta (St John Anglican Cathedral). Prior to its lodgement, several preliminary planning proposal workshops were held with Council officers.

The Site

The Planning Proposal contemplates redevelopment of several properties adjacent to or in close proximity to St John's Cathedral and cover the site area of 10,857 square metres as illustrated in **Figure 1**.

Figure 1. Site Area (outlined in red) subject to the Planning Proposal



The subject site is irregularly shaped and comprises land centrally located within the Parramatta City Centre with direct frontages to Macquarie Street to the north of approximately 44 metres, Church Street to the east of approximately 86 metres, the rail corridor to the south of approximately 24 metre and Hunter Street cul-de-sac to the west. Adjoining the western boundary of the subject site is a site-specific planning proposal at

57 Macquarie Street, currently under assessment by Council officers. The site is within 100 metres of Parramatta Railway Station and the future Stage 1 Light Rail, and is adjacent to Parramatta Square, a key destination commercial and cultural precinct within the Parramatta CBD.

The subject site comprises twelve (12) allotments which contain various existing buildings on-site as identified in **Table 1**. These items as they relate to their respective allotments, contribute to the setting and curtilage of the St. John's Anglican Cathedral.

Table 1. Site description and land ownership

Address	Legal Description	Existing (with heritage items highlighted in bold)	Heritage listed	Owners
65-75 Macquarie Street	Lots E - I, DP 15108	Astra Chambers (two-storey Art Deco commercial building)	N/A	St John's Parramatta Endowment Fund
77 Macquarie Street 79 Macquarie Street	Lot J, DP 15108 Lot K, DP 15108	Interwar period two-storey commercial building	N/A	St John's Parramatta Endowment Fund
38 Hunter Street	Lot M, DP 15108	St John's Building (two-storey commercial building)	Local (I651)	St John's Parramatta Endowment Fund
45 Hunter Street	Lots 1 & 2, DP 575473	Interwar Anglican Home Mission Society (two-storey commercial building) and associated car parking	N/A	St John's Parramatta Endowment Fund
195 Church Street	Lots 1 & 2, DP 1110057	St John's Anglican Cathedral	State (I011805)	Anglican Church Property Trust
		St John's Parish Hall and attached Youth Centre	Local (I713)	
		Warden's Cottage (also known as Verger's Cottage)	Local (I653)	

Notes

The Parramatta LEP 2011 defines the environmental heritage of Centenary Square as 'Bicentennial Square and adjoining buildings'. The St John's Building is therefore only identified as heritage to the extent that it frames and defines Centenary Square.

Under *Parramatta Local Environmental Plan 2011*, the subject site:

- is zoned SP1 Place of Public Worship and B4 Mixed use;
- has a maximum building height of 36 metres, 24 metres and 18 metres;
- has a maximum floor space ratio (FSR) of 3:1 in the zoned B4 Mixed Use area and no maximum FSR applicable to the land zoned SP1;
- contains four (4) listed heritage items:
 - St John's Anglican Cathedral (State)
 - St John's Parish Hall (Local)
 - St John's Building (Local)
 - Warden's Cottage (Local);
- is subject to Clause 7.4 - Sun Access to protect the adjacent Parramatta Square;

- is subject to the Probable Maximum Flood (PMF) level.

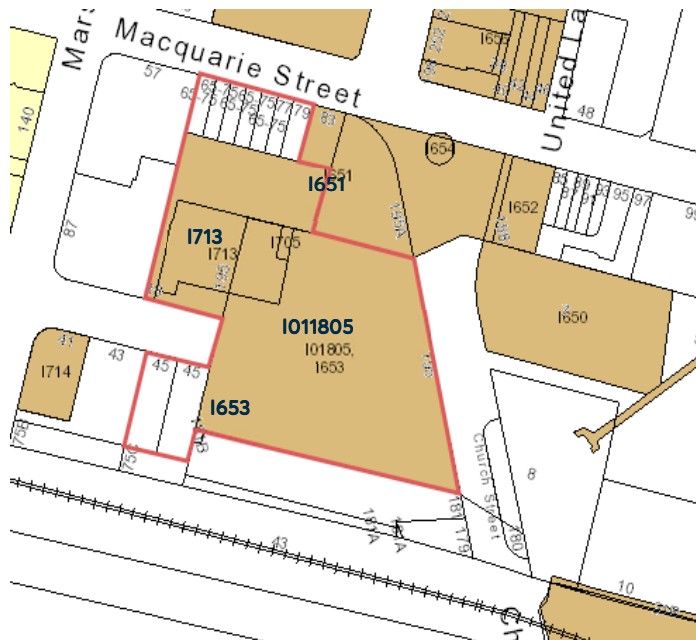
Heritage context and site surrounds

The surrounds of the site are characterised by a diversity of land uses including low-rise heritage buildings and medium to high-rise mixed use and commercial buildings including the following:

- the broader Bicentennial Square and adjoining buildings (I651),
- Centennial Memorial Clock (I654),
- Parramatta Town Hall (I650),
- Murray's Building (I652),
- Leigh Memorial Uniting Church (I719), and
- a two-storey residence (I714) west of the site.

Figure 2 below provides an overview of the locations of heritage items both within and outside of the site.

Figure 2. Key heritage buildings in and surrounding the site outlined in red



41 and 43 Hunter Street

During the assessment of this Planning Proposal application, an assessment of the access issues has resulted in a recommendation that part of 41 and 43 Hunter Street are included as part of the Planning Proposal.

The proposed changes to the Parramatta LEP 2011 that will apply to these two sites are discussed in further detail in this report.

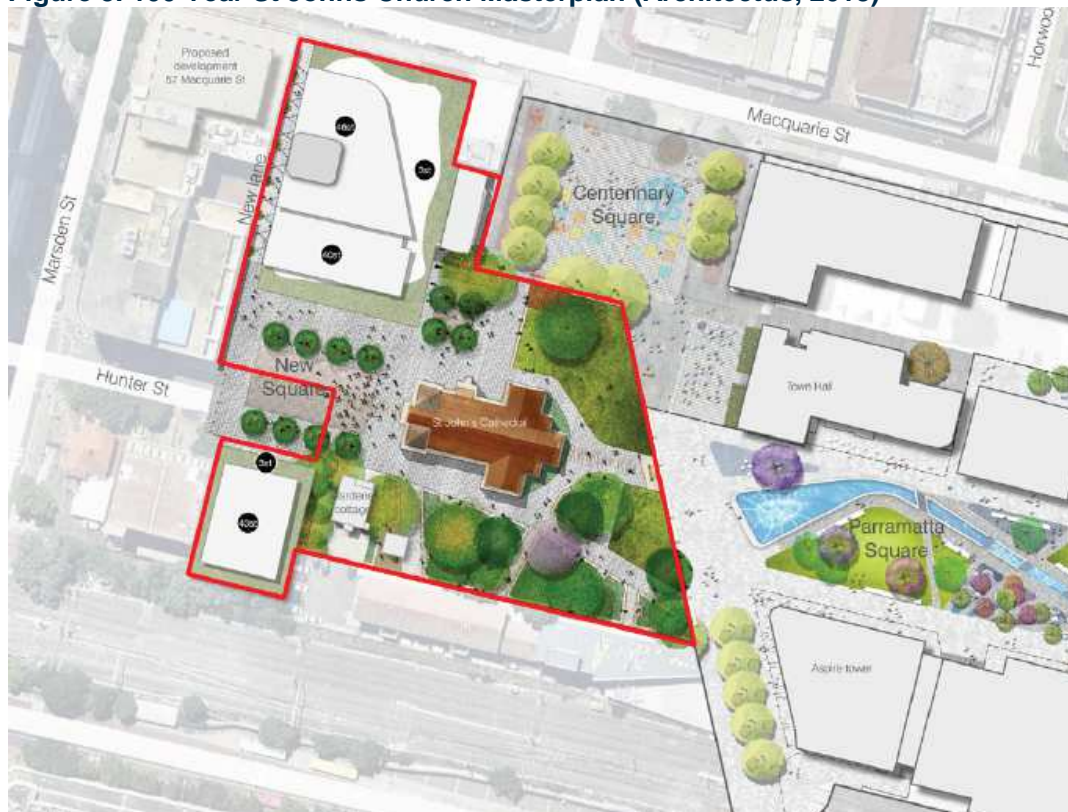
A two storey strata subdivided commercial building containing four units is located on 43 Hunter Street. A heritage cottage (I714 on Figure 2) is located on 41 Hunter Street.

PART 1 – OBJECTIVES OR INTENDED OUTCOMES

This Planning Proposal seeks to changes to Parramatta Local Environmental Plan (LEP) 2011 to rezone land, apply a 'no height' limit and increase Floor Space Ratio (FSR) controls to facilitate the redevelopment of the site.

The Applicant's planning proposal was based on a 100-year master plan envisaged for the site in the context of a growing Parramatta CBD. The master plan seeks to address the future operation and increased development potential of the site amid the setting of St. John's Cathedral and surrounding properties, to better meet the Church's congregational needs and provide an economically viable outcome for the Church in the long term.

Figure 3. 100 Year St Johns Church Masterplan (Architectus, 2018)



The Master Plan submitted by the applicant, as shown in Figure 3 envisages the future site comprising a publicly accessible square, through-site link, new commercial premises and residential accommodation in the Parramatta City Centre, more specifically:

- A new setting for the St. John's Anglican Cathedral through an enhanced public domain comprised of the provision of a new public square, and a new pedestrian laneway with proposed access from Macquarie Street,
- A northern tower comprised of 45-storeys including a minimum of 3500sqm of church uses ancillary to the Cathedral, ground floor active uses within a three-storey podium, and approximately 52,000sqm of A-grade commercial office space within the tower element (generating approximately 4825 jobs based on applicant's calculation of 12 sqm GFA per job);

- A southern mixed use tower comprised 43 storeys containing ground floor active uses and 13,000 sqm residential accommodation (approximately 168 dwellings); and
- Shared basement car parking extending from the north of the site, to the south of the site with proposed vehicular access off Macquarie Street.

Council's assessment of the Planning Proposal considered the most recent Council decisions on the CBD Planning Proposal as the basis of its assessment. The controls endorsed by Council supports the following aspects of the applicants Masterplan:-

- The proposed new setting for the St. John's Anglican Cathedral through an enhanced public domain comprised of the provision of a new public square, and a new pedestrian laneway with proposed access from Macquarie Street,
- A northern tower for commercial activity
- Shared basement car parking extending from the north of the site, to the south of the site with proposed vehicular access off Macquarie Street.

However the scale of the southern mixed use tower was not supported. Instead Council is seeking to apply controls consistent with the current draft CBD Planning Proposal for the southern part of the subject site. Council's objective for the southern part of the site is to promote amalgamation of church land with adjoining sites to achieve optimal urban design outcomes.

41 and 43 Hunter Street, Parramatta

The assessment also identified vehicle access issues that Council should address to encourage orderly development of the subject site and adjoining sites and to promote safe access arrangements that minimise potential pedestrian/vehicle conflicts. As a result it is proposed that 41 and 43 Hunter Street Parramatta will be included in the Planning Proposal. However, the only change to the current planning controls for 41 and 43 Hunter Street, Parramatta is that a 6m strip parallel to the rail line will be included in the Land Reservation Acquisition (LRA) Map in Parramatta LEP 2011. All other controls for these two sites will remain unchanged.

Please note: 41 and 43 Hunter Street are not included in many diagrams within this report, as the only planning change proposed at these properties is the aforementioned change to the LRA map.

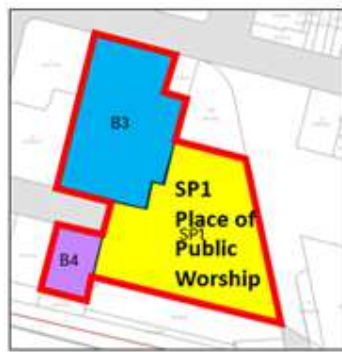
PART 2 – EXPLANATION OF PROVISIONS

This planning proposal seeks to amend *Parramatta LEP 2011* (*Parramatta LEP 2011*) in relation to the zoning, height and floor space ratio controls.

In order to achieve the desired objectives, Council officers recommended the following amendments be made to the Parramatta LEP 2011 to achieve the intended outcome of the proposed plan.

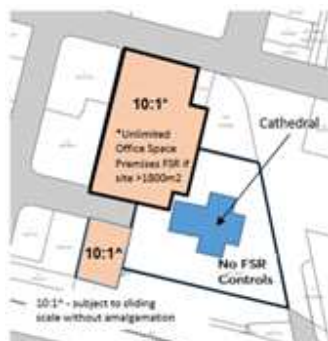
- i. The land be rezoned from part B4 - Mixed Use and SP1 – Special Activities (Place of Public Worship) to part B3 - Commercial Core, part B4 Mixed Use and part SP1 Special Activities (Place of Public Worship) as shown Figure 4.

Figure 4 - Proposed Zoning



- ii. The Floor Space Ratio (FSR) map be amended to apply a maximum incentive FSR of 10:1 in the location shown in Figure 5 with no FSR being applied to the portion containing the Cathedral, also mapped in Figure 5.

Figure 5 Proposed FSR



- iii. An additional site-specific local provision be included, which allows unlimited FSR for commercial development on the portion of the site labelled 10:1* in Figure 5.
- iv. The sliding-scale provisions contained within Parramatta LEP 2011 remain applied to the subject site.

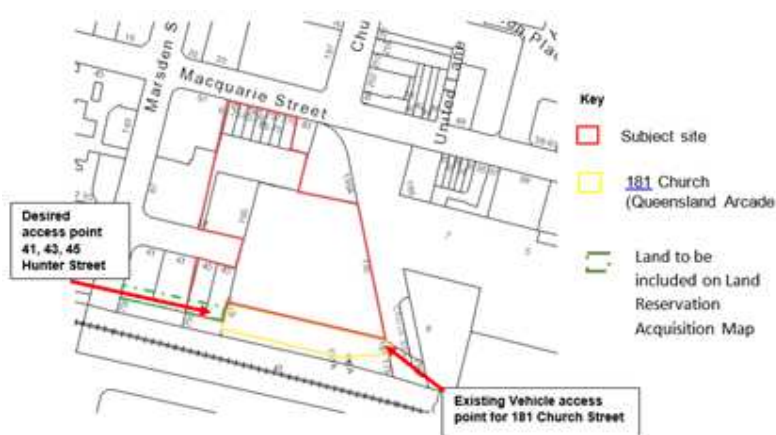
- v. The Height of Building Map be amended to apply a maximum building height controls of 211 metres Reduced Level and 12 metres in the locations shown in Figure 6 (Recommended - Building Height) of this report with no building height being applied to the portion containing the Cathedral, also mapped in Figure 6 (Recommended - Building Height) of this report.

Figure 6 Proposed Height of Building



- vi. The site is identified on the Special Provisions map to permit the application of Clause 7.6 Airspace operations.
- vii. The existing heritage item identified as St. John's Parish Church Hall (Item 1713) be de-listed from Schedule 5 of the LEP.
- viii. The portion of land at 41, 43 and 45 Hunter Street, as shown in Figure 7, is identified on the Land Reservation Acquisition Map to facilitate the creation of a 6 metre wide laneway to provide future vehicle access to these three sites and 181 Church Street, Parramatta. Noting that 41 and 43 Hunter Street have only been included in the Planning Proposal for the purposes of identifying the 6m wide laneway land on the Land Reservation Acquisition Map and that no other changes will be made to the planning controls that apply to these two sites.

Figure 7 Land Reservation Acquisition Plan



- ix. An additional site-specific provision be inserted to allow car-parking as a permissible use on a small portion of the land zoned SP1 – Special Activities (Place of Public Worship), shown in Figure 8 of this report, in conjunction with any redevelopment of the St John's Church Site.

Figure 8 Additional Permitted Use for Parking in SP1 Special Activities Zone



- x. Is consistent with Council's policy position (endorsed 25 November 2019) in relation to Sun Access Plane – Parramatta Square where any new development on affected land must not result in any additional overshadowing between the hours of 12pm to 2pm within the nominated area on Parramatta Square during midwinter on 21 June.
- xi. Maximum parking rates be adopted as an additional local provision, consistent with the CBD Planning Proposal Strategic Transport Study rates endorsed by Council on 10 April 2017.

2.1 Other relevant matters

2.1.1 Draft DCP

Council has resolved to prepare a site-specific DCP amendment to be exhibited with this Planning Proposal. The resolution requires a site-specific DCP be prepared prior to exhibition in accordance with the following principles:

- i. Significant heritage interpretation of the Church Hall recommended above for delisting and potential future demolition;
- ii. A minimum 5 metre width for the new active site-through link (laneway) with no building overhangs and activation of the laneway;
- iii. Requirements for the new civic square including scale, treatment, tree planting and deep soil;
- iv. Controls consistent with the CBD Planning Proposal flood requirements, basement design (flood-proofing), requirement for an overland flow study, water sensitive urban design (WSUD) requirements, no habitable floor space to be provided below the ground level;
- v. Vehicular access and servicing arrangements for the site; and
- vi. Built form controls relating to the tower forms on the site including but not limited to tower setbacks from adjoining properties, and setbacks from heritage items.

A more detailed draft site-specific DCP will be prepared and report back to Council prior to public exhibition (following endorsement from Council).

2.1.2 Planning Agreement

Council has resolved to commence negotiations on a Planning Agreement following an offer from the applicant lodged with the application.

A key issue in the assessment of the Planning Proposal was the request from the applicant to have the St Johns Church Parish Hall removed from the heritage schedule of the Parramatta LEP 2011. The de-listing is to recognise that the Hall will be demolished as part of any redevelopment. The argument put by the applicant and accepted by Council is that the removal of the Hall allows for creation of a larger and better quality piece of publicly accessible open space in front of the Cathedral than would be possible if the Hall is retained. The public benefits from this newly created space outweighs the loss of Heritage if the Hall is demolished.

A draft Planning Agreement will be negotiated with the applicant to ensure that the public benefits associated with the provision of new publically available space is secured on behalf of the community. The draft Planning Agreement negotiations will also address the Council's Draft Community Infrastructure Framework prepared as part of the CBD Planning Proposal.

The draft Planning Agreement endorsed by Council will be exhibited with the Planning Proposal.

PART 3 – JUSTIFICATION

This part describes the reasons for the proposed outcomes and development standards in the planning proposal.

3.1 Section A - Need for the planning proposal

This section establishes the need for a planning proposal in achieving the key outcome and objectives. The set questions address the strategic origins of the proposal and whether amending the LEP is the best mechanism to achieve the aims on the proposal.

3.1.1 Is the Planning Proposal a result of any study or report?

The Planning Proposal is not the result of any site specific study or report and is in response to an owner-initiated Planning proposal. Although the Planning Proposal is inconsistent with the intended controls as proposed in the Parramatta CBD Planning Proposal for the site, it responds to the strategic objectives in the following policy and strategic studies.

Regional and sub-regional:

- A Metropolis of Three Cities – the Greater Sydney Region Plan (2018);
- Central City District Plan (2018);
- Greater Parramatta Interim Land Use and Infrastructure Implementation Plan (2017); and
- GPOP – Greater Parramatta and the Olympic Peninsula (2016)

Council:

- Parramatta CBD Planning Strategy
- Parramatta CBD Planning Strategy (2015)
- Parramatta 2038 Community Strategic Plan

Consistently, these plans highlight Parramatta's role as Sydney's second CBD and as a key area for future development to cater for projected increases in the employment and residential population of the region. This Planning Proposal particularly responds to a shortage of prime commercial office space in the CBD as identified by the Parramatta CBD Planning Strategy and seeks to provide for additional jobs contributing to the employment growth target as set out by the Planning Strategy and its Implementation Plan.

3.1.2 Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

A planning proposal seeking to amend the Parramatta LEP 2011 is the most effective way of providing certainty for the landowner and the local community allowing for orderly and economic development of the land. The existing zoning, building height and FSR standards would not permit majority part of the form of development envisaged in the Planning Proposal and would not allow the site to capitalise on its location within the Parramatta CBD.

3.2 Section B – Relationship to strategic planning framework

This section assesses the relevance of the Planning Proposal to the directions outlined in key strategic planning policy documents. Questions in this section consider state and local government plans including the NSW Government's Plan for Growing Sydney and subregional strategy, State Environmental Planning Policies, local strategic and community plans and applicable Ministerial Directions.

3.2.1 Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy?

Greater Sydney Region Plan - A Metropolis of Three Cities

In March 2018, the NSW Government released the *Greater Sydney Region Plan: A Metropolis of Three Cities* ("the GSRP") a 20 year plan which outlines a three-city vision for metropolitan Sydney for to the year 2036. The adoption of the Greater Sydney Region Plan will supersede A Plan for Growing Sydney as Sydney's overarching metropolitan strategy.

The GSRP is structured under four themes: Infrastructure and Collaboration, Liveability, Productivity and Sustainability. Within these themes are 10 directions which are each contains Potential Indicator and, generally, a suite of objective/s with each objective supported by a Strategy or Strategies. Those objectives and or strategies relevant to this planning proposal are discussed below.

Infrastructure and Collaboration

An assessment of the planning proposal's consistency with the GSRP's relevant Infrastructure and Collaboration objectives is provided in Table 2, below.

Table 2 – Consistency of planning proposal with relevant GSRP Actions – Infrastructure and Collaboration

Infrastructure and Collaboration Direction	Relevant Objective	Comment
A city supported by infrastructure	O1: Infrastructure supports the three cities	The Planning Proposal will facilitate an increase in A-Grade office space and therefore jobs within the commercial core of Parramatta CBD on a site and within the GPOP area in line with the vision of the Regional Plan. The planning proposal will also allow for efficient land use by locating new office and commercial spaces in the vicinity of Parramatta railway station and the future Parramatta Light Rail network. Future occupants and users of the site will have access to the existing and proposed transport infrastructure and will benefit from the commuting advantages.
	O2: Infrastructure aligns with forecast growth – growth infrastructure compact	
	O3: Infrastructure adapts to meet future need	
	O4: Infrastructure use is optimised	

Liveability

An assessment of the planning proposal's consistency with the GSRP's relevant Liveability objectives is provided in Table 3, below.

Table 3 – Consistency of planning proposal with relevant GSRP Actions – Liveability

Liveability Direction	Relevant Objective	Comment
A city for people	O7: Communities are healthy, resilient and socially connected	<p>The Planning Proposal enables employment generating floor space in the commercial core of the Parramatta CBD adjacent to public transport interchange providing people from all age easy access to services, work and education.</p> <p>The proposed public accessible open square and modern Church function space in the podium of the proposed building as envisaged in the design plan would provide a community place with active street life and inclusive social space for congregation.</p>
Housing the city	O10: Greater housing supply	<p>The Planning Proposal seeks to provide a mixed use building in the south-western portion of the site which is currently occupied by a two-storey building. The proposed plan will facilitate an increase in FSR that will allow for increased apartment numbers on this site. The number of dwellings delivered will depend on whether the site is developed by itself or as part of an amalgamated site with adjoining properties. A sliding scale mechanism is being applied to encourage amalgamation as a larger development site will deliver optimal urban design outcomes. Additional residential dwellings can be achieved if amalgamation occurs.</p> <p>The development will also be subject to a design excellence process that will ensure the delivery of a high-amenity and high quality mixed-use development on the site.</p>
A city of great places	O12: Great places that bring people together	The site will contribute to the vibrant character of the area by activating the ground floor with retail uses in the South Tower and further activation of the proposed public open space, civic space and community facilities to the north of the site.
	O13: Environmental heritage is identified, conserved and enhanced	This proposal seeks to de-list the St John's Parish Hall as part of a proposal to demolish the Hall. The impacts of the removal and replacement of the Parish Hall have been assessed in reports submitted by the applicant and an independent review initiated by Council (Refer to attached documents). The assessments do not come to a consistent conclusion on whether the Hall should be retained. Council does not deny the significance of the Hall however, its justification for de-listing the Hall is that the public benefit associated with achieving a larger and better activated publically available space outweighs the loss the community bears if the

		<p>Church Hall is demolished. On balance de-listing and removal of the Hall will result in a net public benefit.</p> <p>The Planning Proposal will be accompanied by a site specific development control plan that ensures an appropriate relationship with adjacent existing and planned development.</p> <p>The impact of the potential creation of a 6m wide vehicle access has minimal impact on 41 Hunter Street. The land take is less than 2m away from the heritage item on this site,</p>
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Productivity

An assessment of the planning proposal's consistency with the GSRP's relevant Productivity objectives is provided in Table 4, below.

Table 4 – Consistency of planning proposal with relevant GSRP Actions – Productivity

Productivity Direction	Relevant Objective	Comment
A well connected city	O14: The plan integrates land use and transport creates walkable and 30 minute cities	<p>The site is located in the city centre area with easy access to public transport, shops, open space, schools and related infrastructure encouraging the use of green ways of travelling such as walking and cycling.</p> <p>It has been identified that many residents have to travel outside of the LGA for professional work opportunities. By providing A-Grade employment generating floor space and jobs in close proximity to Parramatta transportation interchange, the proposed development will help to attract people to live and work in the area and create a walkable and 30mins city in Parramatta.</p>
Jobs and skills for the city	O19: Greater Parramatta is stronger and better connected	<p>The proposed development indicatively provides approximately 57900sqm for high quality commercial floor space, and retail space, which is equivalent to 4825 jobs (based on the assumption of 12sqm per job). However the controls will allow for unlimited FSR for the proposed commercial building so the jobs figures represent a current estimate. The number of jobs created by this proposed development will contribute towards employment targets for the Parramatta CBD as set out by Parramatta CBD Planning Strategy and in line with the Central City District Plan's vision for Parramatta to be the central CBD for metropolitan Sydney.</p>

Sustainability

An assessment of the planning proposal's consistency with the GSRP's relevant Sustainability objectives is provided in Table 5, below.

Table 5 – Consistency of planning proposal with relevant GSRP Actions – Sustainability

Sustainability Direction	Relevant Objective	Comment
A city in its landscape	O30: Urban tree canopy cover is increased	The concept plan for the public domain of the site proposed the removal of two of the existing 20 trees on the site and to replace with 12 new trees in their place.
	O31: Public open space is accessible, protected and enhanced	The Planning Proposal proposes to expand the existing underutilised open space and create a new publicly accessible civic square responding to the needs and values of communities as population growth also providing a high level of connectivity with the adjoining centenary Square and Parramatta Square.
An efficient city	O33: A low-carbon city contributes to net-zero emissions by 2050 and mitigates climate change	The proposed plan adopts the maximum car parking rates in line with the Parramatta CBD Strategic Transport Study with an aim to reduce private car usage and encourage public transport patronage and sustainable ways of travelling. This will effectively reduce the carbon emissions and contribute to create a low-carbon city in Parramatta LGA.

Central City District Plan

In March 2018, the NSW Government released *Central City District Plan* which outlines a 20 year plan for the Central City District which comprises The Hills, Blacktown, Cumberland and Parramatta local government areas.

Taking its lead from the GSRP, the *Central City District Plan* ("CCDP") is also structured under four themes relating to Infrastructure and Collaboration, Liveability, Productivity and Sustainability. Within these themes are Planning Priorities which are each supported by various Actions. Those Planning Priorities and Actions relevant to this planning proposal are discussed below.

Infrastructure and Collaboration

An assessment of the planning proposal's consistency with the CCDP's relevant Infrastructure and Collaboration Priorities and Actions is provided in Table 6, below.

Table 6 – Consistency of planning proposal with relevant CCDP Actions – Infrastructure and Collaboration

Infrastructure and Collaboration Direction	Planning Priority/Action	Comment
A city supported by infrastructure O1: Infrastructure supports the three cities O2: Infrastructure aligns with forecast growth – growth infrastructure compact O3: Infrastructure adapts to meet future need O4: Infrastructure use is optimised	PP C1: Planning for a city supported by infrastructure <ul style="list-style-type: none"> A1: Prioritise infrastructure investments to support the vision of <i>A metropolis</i> A3: Align forecast growth with infrastructure A6: Maximise the utility of existing infrastructure assets and consider strategies to influence behaviour changes to reduce the demand for new infrastructure, supporting the development of adaptive and flexible regulations to allow decentralised utilities 	<p>The planning proposal will allow for efficient land use by locating new office and commercial spaces in the vicinity of Parramatta railway station and future Parramatta Light Rail network. Future occupants and users of the site will have access to the existing and proposed transport infrastructure and will benefit from the commuting advantages.</p>

Liveability

An assessment of the planning proposal's consistency with the CCDP's relevant Liveability Priorities and Actions is provided in Table 7, below.

Table 7 – Consistency of planning proposal with relevant CCDP Actions – Liveability

Liveability Direction	Planning Priority/Action	Comment
A city for people O6: Services and infrastructure meet communities' changing needs	PP C3: Provide services and social infrastructure to meet people's changing needs <ul style="list-style-type: none"> A8: Deliver social infrastructure that reflects the need of the community now and in the future A9: Optimise the use of available public land for social infrastructure 	<p>The Planning Proposal enables employment generating floor space in the commercial core of the Parramatta CBD adjacent to public transport interchange providing people from all age easy access to services, work and education.</p> <p>The proposed public accessible open square and modern Church function space in the podium of the proposed building as envisaged in the design plan would provide a community place with active street life and inclusive social space for congregation.</p>
O7: Communities are healthy, resilient and socially connected with diverse neighbourhoods	PP C4: Working through collaboration <ul style="list-style-type: none"> A10: Deliver healthy, safe and inclusive places for people of all ages and abilities that support active, resilient and socially 	<p>The planning proposal will allow for efficient land use by locating new office and commercial spaces in the vicinity of Parramatta railway station and future Parramatta Light Rail network. Future occupants and users of the site will have access to the existing and proposed</p>

	<p>connected communities by (a-d).</p> <ul style="list-style-type: none"> • A15: Strengthen social connections within and between communities through better understanding of the nature of social networks and supporting infrastructure in local places 	<p>transport infrastructure and will benefit from the commuting advantages.</p> <p>The proposed public accessible open square and modern Church function space in the podium of the proposed building as envisaged in the design plan would provide a community place with active street life and inclusive social space for congregation.</p>
<p>Housing the city</p> <p>O10: Greater housing supply</p> <p>O11: Housing is more diverse and affordable</p>	<p>PP C5: Providing housing supply, choice and affordability, with access to jobs, services and public transport</p> <ul style="list-style-type: none"> • A16: Prepare local or district housing strategies that address housing targets 	<p>The Planning Proposal seeks to provide a mixed use building in the south-western portion of the site which is currently occupied by a two-storey building. The proposed plan will facilitate an increase in FSR that will allow for increased apartment numbers on this site. The number of dwellings delivered will depend on whether the site is developed by itself or as part of an amalgamated site with adjoining properties. A sliding scale mechanism is being applied to encourage amalgamation as a larger development site will deliver optimal urban design outcomes. Additional residential dwellings can be achieved if amalgamation occurs.</p> <p>The development will also be subject to a design excellence process that will ensure the delivery of a high-amenity and high quality mixed-use development on the site.</p>
<p>A city of great places</p> <p>O12: Great places that bring people together</p> <p>O13: Environmental heritage is identified, conserved and enhanced</p>	<p>PP C6: Creating and renewing great places and local centres, and respecting the District's heritage</p> <ul style="list-style-type: none"> • A18: Using a place-based and collaborative approach throughout planning, design, development and management deliver great places by (a-e) • A19: Identify, conserve and enhance environmental heritage by (a-c) • A20: Use place-based planning to support the role of centres as a focus for connected neighbourhoods 	<p>The Planning Proposal used a place-based approach by recognising the underutilised space in front of the St John's Cathedral and proposing a people-friendly public open space in the centre of its site, readapting the existing heritage items on the site and incorporating a modern Church facilities/lobby in the podium of the proposed building which will ultimately replacing the existing Parish Hall.</p> <p>The proposal Master Plan will complement the set-up of the Centenary Square and Parramatta Square in the vicinity with its diverse land use mix and high amenity and walkability environment within 10-minute walk of centres.</p> <p>This proposal seeks to de-list the St John's Parish Hall as part of a proposal to demolish the Hall. The impacts of the removal and replacement of the Parish Hall have been assessed in reports submitted by the applicant and an independent review initiated by Council (Refer to attached documents). The assessments do not come to a consistent conclusion on whether the Hall should be retained. Council does not deny the significance of the Hall however, its justification for de-listing the Hall is that the public benefit associated with achieving a larger and better activated publically available space outweighs the loss the community bears if the Church Hall is</p>

		<p>demolished. On balance de-listing and removal of the Hall will result in a net public benefit.</p> <p>The Planning Proposal will be accompanied by a site specific development control plan that ensures an appropriate relationship with adjacent existing and planned development.</p> <p>The impact of the potential creation of a 6m wide vehicle access has minimal impact on 41 Hunter Street. The land take is less than 2m away from the heritage item on this site,</p>
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Productivity

An assessment of the planning proposal's consistency with the CCDP's relevant Productivity Priorities and Actions is provided in Table 8, below.

Table 8 – Consistency of planning proposal with relevant CCDP Actions – Productivity

Productivity Direction	Planning Priority/Action	Comment
A well-connected city O19: Greater Parramatta is stronger and better connected	PP C7: Growing a stronger and more competitive Greater Parramatta <ul style="list-style-type: none"> A23: Strengthen the economic competitiveness of Greater Parramatta and grow its vibrancy [abridged] A27: Manage car parking and identify smart traffic management strategies 	<p>The Planning Proposal creates opportunities for an expanded office market in the commercial core of the Parramatta CBD. The proposed commercial building to the northern part of the site together with the proposed residential development to the southern part of the site will enhance the vibrancy and competitiveness economy in the city centre by activating the area in different times of the day.</p> <p>Furthermore, the Planning Proposal includes a site-specific clause that prescribes a maximum car parking rate as identified by the Parramatta CBD Strategic Transport Study with an aim to reduce private car usage and encourage public transport patronage and sustainable ways of travelling.</p>
Jobs and skills for the city O14: The plan integrates land use and transport creates walkable and 30 minute cities	PP C9: Delivering integrated land use and transport planning and a 30-minute city <ul style="list-style-type: none"> A32: Integrate land use and transport plans to deliver a 30-minute city 	<p>The proposed development indicatively provides approximately 57900sqm for high quality commercial floor space, and retail space, which is equivalent to 4825 jobs (based on the assumption of 12sqm per job).</p> <p>The planning proposal satisfies this direction by locating commercial spaces and a mixed use building on a site that is within walking distance to Parramatta Railway Station and the proposed Parramatta Light Rail Station; and will uphold the concept of a 30-minute city.</p>
O24: Economic sectors are targeted for success	PP C12: Supporting growth of targeted industry sectors <ul style="list-style-type: none"> A57: Consider opportunities to implement place-based initiatives to attract more visitors, improve visitor experience and ensure 	<p>The Planning Proposal promotes and encourages the tourism economy to Parramatta by creating an more attractive setting for the Cathedral and resonating with the Centenary Square and Parramatta Park to the north and east of the site respectively.</p>

	connections to transport at key tourist attractions	
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Sustainability

An assessment of the planning proposal's consistency with the CCDP's relevant Productivity Priorities and Actions is provided in Table 9, below.

Table 9 – Consistency of planning proposal with relevant CCDP Actions – Sustainability

Sustainability Direction	Planning Priority/Action	Comment
O30: Urban tree canopy cover is increased	PP C16: Increasing urban tree canopy cover and delivering Green grid connections • A68: Expand urban tree canopy in the public realm	The concept plan for the public domain of the site proposed the removal of two of the existing 20 trees on the site and to replace with 12 new trees in their place.
A city in its landscape O31: Public open space is accessible, protected and enhanced	PP C17: Delivering high quality open space • A71: Maximise the use of existing open space and protect, enhance and expand public open space by (a-g) [abridged]	The Planning Proposal proposes to expand the existing underutilised open space and create a new public accessible civic square responding to the needs and values of communities as population growth also providing a high level of connectivity with the adjoining centenary Square and Parramatta Square. Furthermore, the site is subject to existing provisions within Parramatta LEP 2011 (clause 7.4) ensuring proper sun access protection in place for Parramatta Square to the east of the site.
An efficient city O33: A low-carbon city contributes to net-zero emissions by 2050 and mitigates climate change	PP C19: Reducing carbon emissions and managing energy, water and waste efficiently • A75: Support initiatives that contribute to the aspirational objectives of achieving net-zero emissions by 2050	The Proposal seeks to construct an A-grade commercial building on the site which usually means more high-specification renovation and amenities with naturally-lit space. The proposed plan also adopts the maximum car parking rates in line with the Parramatta CBD Strategic Transport Study with an aim to reduce private car usage and encourage public transport patronage and sustainable ways of travelling. This will effectively reduce the carbon emissions and contribute to create a low-carbon city in Parramatta LGA.

3.2.2 Will the planning proposal give effect to a council's endorsed local strategic planning statement, or another endorsed local strategy or strategic plan?

The following local strategic planning documents are relevant to the planning proposal.

Parramatta 2038 Community Strategic Plan

Parramatta 2038 is a long term Community Strategic Plan for the City of Parramatta and it links to the long-term future of Sydney. The plan formalises several big and transformational ideas for the City and the region.

The planning proposal is considered to meet the strategies and key objectives identified in the plan including:

- allowing for the concentration of employment particularly A-grade commercial floor space around transport nodes which was identified as being critical for the growth of the Parramatta City Centre
- contributing towards dwelling target for Parramatta CBD
- increasing the attractiveness of the City Centre for investment and visitation

Draft Parramatta Local Strategic Planning Statement

The Draft Local Strategic Planning Statement sets out that planning framework for the Parramatta LGA. The strategy recognise that the Parramatta CBD is evolving into the Central CBD for Greater Sydney and identifies a series of priorities and objectives and series of actions to achieve them. The progression of the CBD Planning proposal is an action in the Statement that is important in achieving the following objectives:-

- Expand Parramatta's business, culture and recreation role as the Central City of Greater Sydney
- Focus housing and employment growth in the GPOP and Strategic Centres and stage housing release
- Provide for a diversity of housing types and sizes to meet community needs into the future
- Increase commercial space in Strategic Centres and Parramatta CBD

This site specific Planning Proposal is consistent with the objectives of the CBD Planning Proposal and therefore is also seeking to achieve the priorities listed in the Planning Statement.

Parramatta CBD Planning Strategy

Council adopted the "Parramatta CBD Planning Strategy" at its meeting of 27 April 2015. The Strategy is the outcome of detailed technical studies which reviewed the current planning framework and also a significant program of consultation with stakeholders and the community. The objectives of the Strategy are as follows:

1. To set the vision for the growth of the Parramatta CBD as Australia's next great city.
2. To establish principles and actions to guide a new planning framework for the Parramatta CBD.
3. To provide a clear implementation plan for delivery of the new planning framework for the Parramatta CBD.
4. Parramatta CBD Planning Proposal

The CBD Planning Strategy vision has evolved via the preparation of the Draft CBD Planning Proposal. The actions in the strategy have been pursued to allow the draft CBD Planning Proposal to be prepared and the policies recommended in the strategy have evolved as the more detailed planning proposal has been drafted.

Parramatta CBD Planning Proposal

The draft CBD Planning Proposal was initially endorsed by Council on 11 April 2016 and forwarded to the Department of Planning Industry and Environment to seek a gateway determination be issued. A gateway determination was received on 13 December 2018 requiring Council to meet a series of conditions prior to the CBD Planning Proposal being exhibited.

A series of studies and further analysis was prepared to respond to the conditions of the Gateway Determination with this work culminating in the Council endorsing an amended Planning Proposal on 25 November 2019 for re-submission to the Department of

Planning Industry and Environment. Council has requested the Department provide authorisation for the plan to be placed on public exhibition.

This Planning Proposal seeks to make amendments to the existing Parramatta LEP 2011 that are inconsistent with the provisions of the CBD Planning Proposal but which if endorsed by Council and the Department of Planning Industry and Environment would be included in Draft CBD Planning Proposal before it is finalised.

Figures 9-11 contains a series of diagrams that show the proposed zoning, FSR and height controls proposed in this site specific Planning Proposal compared to the controls proposed in the CBD Planning Proposal endorse by Council on 25 November 2019.

Figure 9: Zoning control under CBD Planning Proposal (left) and proposed Zoning in this Planning Proposal (right)

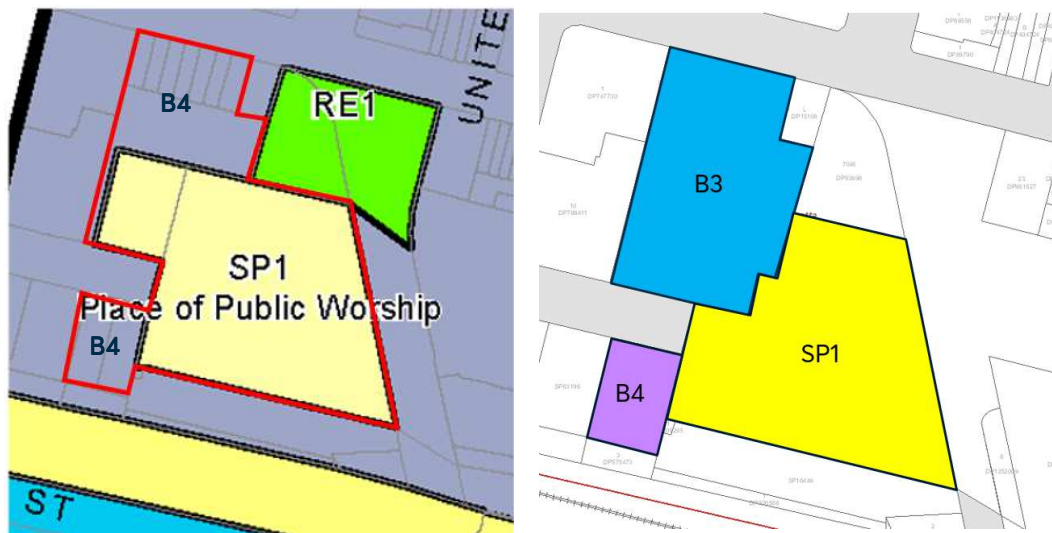


Figure 9 shows this Planning Proposal seeks to introduce a B3 Commercial Core zoning in an area the draft CBD Planning Proposal shows zoned part B4 Mixed Use and Part SP1 Special Activities (Place of Public Worship).

The introduction of the B3 Commercial Core zoning whilst a departure from the endorsed draft DCP Planning Proposal is consistent with the objectives of Council's Parramatta CBD Strategy and relevant State Government strategies which support an increase in employment in the Parramatta CBD. It is recommended to enable the development of an A-grade commercial office building on this portion of the site. It is noted that the B4 Mixed Use allows for commercial office buildings to be constructed. The impact of this change is that commercial office buildings and other permitted commercial uses will be still be permitted on the site but residential uses permitted will not be permitted under the B3 Commercial core zoning.

The reduction in the extent of Special Activities (Place of Public Worship) zoned land on this site reflects Council decision to allow for the demolition of St Johns Church Hall. . The impacts of the removal and replacement of the Parish Hall have been assessed in reports submitted by the applicant and an independent review initiated by Council (Refer to attached documents). The assessments do not come to a consistent conclusion on whether the Hall should be retained. Council does not deny the significance of the Hall however, its justification for de-listing the Hall is that the public benefit associated with achieving a larger and better activated publically available space out weights the loss the community bears if the Church Hall is demolished. On balance de-listing and removal of the Hall will result in a net public benefit.

Figure 10: Height control under CBD Planning Proposal (left) and proposed height of building in this Planning Proposal



The increase in permitted 211m RL proposed in this site specific Planning Proposal reflects the proposal to allow for an A-Grade office building on this part of the site. The justification for the proposed height and FSR controls in the draft CBD Planning Proposal relates to potential heritage impacts. The retention of these heights was recommended in a CBD Heritage Study prepared by Urbis Pty Ltd as part of the draft CBD Planning Proposal preparation. The applicant submitted Heritage Assessments (refer to attached documents) that argued that a tall commercial building could be accommodated on this site without significantly impacting on the heritage significance of the adjoining items.

Council engaged Hector Abraham Architects to provide an independent review of the controls and the conclusion reached was that a tall building could be accommodated on this site but that the St Johns Church Hall should be retained (refer to attached documents). As discussed previously Council has balanced this heritage advice against the public benefits available if the Hall is demolished and resolved to allow the Church Hall to be de-listed. In this context the proposed height of 211m RL is supported.

Otherwise the heights proposed in this Planning Proposal are consistent with those proposed in the draft CBD Planning Proposal

Figure 11: FSR control under CBD Planning Proposal (left) and proposed FSR in this Planning Proposal



The differences between the images in Figure 11 are the inconsistencies of the proposed plan with the CBD Planning Proposal in respect to FSR. The draft CBD Planning Proposal FSR of 3:1 in the northern part of the site is based on advice from the Urbis Heritage study. In the previous section that discussed the height of building controls a review the process followed to assess the heritage impact of a taller commercial building on the northern portion of the site was described. Council supports a taller commercial building on the northern portion of the site and a de-listing of the St Johns Church Hall buildings. To reflect the Council position two controls are proposed:-

- Applying an FSR of 10:1 on the FSR map for this portion of the site. This is consistent with the draft CBD Planning Proposal which has 10:1 as the FSR applied to the majority of sites in the CBD that are not impacted by solar access provisions.
- Introduce a site specific clause that allows for unlimited officer floor space on the subject site. The draft CBD Planning Proposal proposes to allow unlimited FSR for office premises on sites zoned B3 Commercial Core where they have a minimum site area of 1800 square metres. This provision will apply the same site policy to the subject site.

Solar access provisions to protect the public domain of Parramatta Square and an aeronautical operations clause and new maximum car parking rates will also be included in this site specific Planning Proposal. All of these controls are also included in the draft CBD Planning Proposal.

3.2.3 Is the planning proposal consistent with the applicable State Environmental Planning Policies?

The following State Environmental Planning Policies (SEPPs) are of relevance to the site (refer to Table 10 below).

Table 10 – Consistency of planning proposal with relevant SEPPs

State Environmental Planning Policies (SEPPs)	Consistency:	Comment
	Yes = ✓	
	No = x	
	N/A = Not applicable	

SEPP No 1 Development Standards	N/A	The SEPP is not applicable to the subject land under Clause 1.9 of <i>Parramatta LEP 2011</i> .
SEPP 4 – Development Without Consent and Miscellaneous Exempt and Complying Development	N/A	This policy was repealed by the State Environmental Planning Policy (Exempt and Complying Development Codes) Amendment (Commercial and Industrial Development and Other Matters) 2013.
SEPP 6 – Number of Storeys in a Building	N/A	The SEPP has been repealed.
SEPP 33 – Hazardous and Offensive Development	N/A	The SEPP is not relevant to the Planning Proposal.
SEPP No 55 Remediation of Land	✓	<p>The subject site has existing Class 4 and Class 5 Acid Sulfate Soils constraints.</p> <p>The planning proposal does not seek to increase the potential sensitive land uses permitted on the site. Residential development is already permitted on the portions of the site already zoned B4 Mixed use. If the site was developed under the current controls the contamination issues would need to be resolved as part of the Development Application process. Given this context a contamination report was not required to be submitted with the application and soil contamination issues should be assessed at development application stage.</p>
SEPP 60 – Exempt and Complying Development	N/A	This policy was repealed by the State Environmental Planning Policy (Exempt and Complying Development Codes) Amendment (Commercial and Industrial Development and Other Matters) 2013.
SEPP 64 – Advertising and Signage	N/A	The SEPP is not relevant to the Planning Proposal.
SEPP No 65 Design Quality of Residential Flat Development	✓	<p>The rezoning of the portion of the site to B3 Commercial Core means this SEPP will only apply to the proposed B4 Mixed Use portion at 45 Hunter Street.</p> <p>The assessment undertaken by Council demonstrates that a better urban design outcome that maximises compliance with SEPP 65 objectives is achieved if 45 Hunter Street is developed in conjunction with the adjoining site at 43 Hunter Street. For this reason the sliding scale provision in the current Parramatta LEP 2011 will continue to apply to the subject site.</p> <p>Future development proposals will be assessed for compliance with SEPP 65 objectives at development application stage.</p>

SEPP No.70 Affordable Housing (Revised Schemes)	N/A	The SEPP is not relevant to the Planning Proposal.
SEPP (Affordable Rental Housing) 2009	N/A	The SEPP is not relevant to the Planning Proposal.
SEPP (BASIX) 2004	✓	The Planning Proposal does not inhibit any operations of this SEPP. Any future development application for residential uses at the site would be accompanied by a BASIX certificate.
SEPP (Exempt and Complying Development Codes) 2008	✓	This SEPP may apply to future development of the site.
SEPP (Infrastructure) 2007	✓	This SEPP may apply to future development of the site.
Sydney Regional Environmental Plan No 18—Public Transport Corridors	N/A	This policy was repealed by the State Environmental Planning Policy (Integration and Repeals) 2016.
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	N/A	The SEPP is not relevant to the Planning Proposal.
SEPP (Urban Renewal) 2010	N/A	The SEPP is not relevant to the Planning Proposal.

3.2.4 Is the planning proposal consistent with applicable Ministerial Directions (s.9.1 directions)?

In accordance with Clause 9.1 of the *EP&A Act 1979* the Minister issues directions for the relevant planning authorities to follow when preparing planning proposals for new LEPs. The directions are listed under the following categories:

- Employment and resources
- Environment and heritage
- Housing, infrastructure and urban development
- Hazard and risk
- Housing, Infrastructure and Urban Development
- Local plan making

The following directions are considered relevant to the subject Planning Proposal.

Table 11 – Consistency of planning proposal with relevant Section 9.1 Directions

Relevant Direction	Comment	Compliance
1. Employment and Resources		
Direction 1.1 – Business and Industrial Zones	This Planning Proposal seeks to rezone part of the subject site from B4 Mixed Use and SP1 Special Activities to B3 Commercial Core and part SP1 Special Activities to B4 Mixed Use. The proposed development indicatively provides approximately 57900sqm for high quality commercial floor space, and retail space, which is equivalent to 4825 jobs (based on the assumption of 12sqm per job).	Yes
2. Environment and Heritage		
Direction 2.3 - Heritage Conservation	<p>The subject site contains a number of heritage items listed in Schedule 5 of the Parramatta LEP 2011, including,</p> <p>State heritage</p> <ul style="list-style-type: none"> I01805 - St John's Anglican Cathedral <p>Local heritage</p> <ul style="list-style-type: none"> I713 - St John's Parish Hall I653 - Warden's cottage (verger's cottage) I651 - Bicentennial Square and adjoining buildings <p>This proposal seeks to de-list the St John's Parish Hall as part of a proposal to demolish the Hall. The impacts of the removal and replacement of the Parish Hall have been assessed in reports submitted by the applicant and an independent review initiated by Council (Refer to attached documents). The assessments do not come to a consistent conclusion on whether the Hall should be retained. Council does not deny the significance of the Hall however, its justification for de-listing the Hall is that the public benefit associated with achieving a larger and better activated publically available space out weights the loss the community bears if the Church Hall is demolished. On balance de-listing and removal of the Hall will result in a net public benefit.</p> <p>The site is also located in close proximity to other local heritage listed items, such as Parramatta Town Hall and Murray's Building. The proposed height and bulk sought as part of this planning</p>	No

	<p>proposal would inevitably impact on views of nearby heritage items. However, these impacts are considered acceptable given the location of the subject site and heritage items in a densely-built CBD context. The density proposed is consistent with the CBD PP, and is therefore consistent with the desired future context of the site.</p> <p>The Planning Proposal will be accompanied by a site specific development control plan that ensures an appropriate relationship with adjacent existing and planned development.</p> <p>Further refinement and detail will need to be provided during the Design Excellence process and later at the Development Application stage which will be suitable in ensuring the item is managed appropriately.</p> <p>The impact of the potential creation of a 6m wide vehicle access has minimal impact on 41 Hunter Street. The land take is less than 2m away from the heritage item on this site.</p>	
3. Housing, Infrastructure and Urban Development		
Direction 3.1 - Residential Zones	<p>The Planning Proposal is consistent with this direction, in that it:</p> <ul style="list-style-type: none"> provides residential development in an existing urban area that will be fully serviced by existing infrastructure The proposal to rezone part of the site B3 Commercial Core will reduce the residential capacity of the CBD but the employment benefits in a location with excellent justify a relatively small reduction on residential capacity in the Parramatta CBD. 	Yes
Direction 3.4 - Integrating Land Use and Transport	<p>The Planning Proposal is consistent with this direction, in that it:</p> <ul style="list-style-type: none"> will maintain and provide additional commercial premises in proximity to existing transport links will provide new dwellings in close proximity to existing public transport links makes more efficient use of space and infrastructure by increasing densities on an underutilised site. Applies car parking rates to the site which are endorsed by Council through the Parramatta CBD Strategic transport Study. 	Yes
4. Hazard and Risk		
Direction 4.1 - Acid Sulfate Soils	<p>Based on the Acid Sulfate Soils Map in Parramatta LEP 2011, the northern part of the site contains mostly Class 4 Acid Sulfate Soils. In this class, works more than two metres below natural ground surface or that are likely to lower the water table more than two metres below the natural ground surface present an environmental risk.</p> <p>The southern part of the site is identified as Class 5 on the Acid Sulfate Soils Map in Parramatta Local Environmental Plan 2011. Acid sulfate soils are generally not found in Class 5 areas however this</p>	Yes

	will be addressed further at the development application stage.	
Direction 4.3 - Flood Prone Land	<p>As the majority of the Parramatta CBD is affected by the Probable Maximum Flood (including the subject site), Council commissioned Molino Stewart consultants to undertake an update of the Flood Risk Management Plan (FRMP) for Parramatta in 2016 in support of the CBD Planning Proposal. The objective of this work was to address the intensification of development on land impacted by the PMF, issues associated with the safety of residents and workers, management of the potential for damage to property, and to demonstrate consistency with this direction, required as part of the assessment of planning proposals.</p> <p>Due to the nature of flooding within the Parramatta CBD, it was recommended that Council adopt additional development controls to minimise risk to life and property, and seek exceptional circumstances from the Department to adopt a new Flood Planning Level (FPL) for the CBD to implement controls above the standard Flood Planning Level (i.e. 1 in 100 Year ARI). These controls would then be applied across CBD sites as relevant. Council lodged an application with the Department seeking exceptional circumstances in November 2017.</p> <p>Council's flood engineers did not raise concern with the planning proposal's consistency with the Section 9.1 Ministerial Direction, 4.3 Flood Prone Land. It is, however, acknowledged that this planning proposal will be required to be consistent with the broader CBD Planning Proposal update to the Flood Risk Management Plan.</p> <p>Notwithstanding the above, specific concerns were raised in relation to basement design (flood-proofing), requirement for an overland flow study to determine flood levels for the site, water sensitive urban design requirements. Based on information available to date, no habitable floor space, such as the auditorium shown in the applicant's reference design, should be provided located below existing ground level. These concerns will be addressed as part of a site-specific DCP, in addition to provisions informed by the flood policy relating to the CBD Planning Proposal.</p>	Yes
6. Local Plan Making		
Direction 6.1 - Approval and Referral Requirements	The Planning Proposal does not introduce any provisions that require any additional concurrence, consultation or referral.	Yes
Direction 6.3 - Site Specific Provisions	The Planning Proposal seeks to introduce site specific provisions relating to:-	Yes

	<ul style="list-style-type: none"> • Unlimited office space on B3 Commercial Core zoned sites • Aeronautical Operations • Car parking rates • Additional permitted use for basement parking in a portion of the SP1 Special Activities (Place of Public Worship zone) <p>It does not impose any unnecessarily restrictive site-specific controls. The provision above are either seeking to apply policies proposed in Council's CBD Planning Proposal or in the case of the basement parking to facilitate a reasonable development opportunity for the site.</p>	
7. Metropolitan Planning		
Direction 7.1 - Implementation of A Plan for Growing Sydney	As detailed in this report, the Planning Proposal is consistent with the planning principles, directions and priorities for subregions, strategic centres and transport gateways in the Greater Sydney Region Plan, which has replaced A Plan for Growing Sydney as Sydney's overarching metropolitan strategy.	Yes
Direction 7.5 – Implementation of Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	<p>The proposal is consistent with the actions in the interim Land Use and Infrastructure Plan in that the proposal:</p> <ul style="list-style-type: none"> • Is in line with the Parramatta CBD Planning Proposal • Will contribute towards employment targets within the Parramatta City Centre • May assist in the funding of infrastructure should the site be developed for part residential purposes. 	Yes

3.3 Section C – Environmental, social and economic impact

This section considers the potential environmental, social and economic impacts which may result from the Planning Proposal.

3.3.1 Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

The subject site is located in the centre of the Parramatta City Centre and there is no critical habitat, threatened species, populations, ecological communities or their habitats located on the site or on the immediately surrounding land.

3.3.2 Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

The main potential environmental impacts to be examined in detail with any future development proposal for the site are:

- Acid Sulfate Soils (addressed in Hazard and Risk – 4.1 Acid Sulphate Soils, Section 3.2.4)
- Heritage
- Urban Design
- Transport and Traffic
- Flooding

Heritage

The controls endorsed by Council for CBD Planning Proposal for this precinct are based on the Heritage Study prepared by Urbis in December 2015 as part of the CBD Planning Proposal process. It recommended that sites adjoining the Cathedral retain the current zoning, FSR and height which would have limited buildings on the subject site to an FSR in the order of 3:1 with heights ranging from 12 metres (2-3 storeys) to 32 metres (10 storeys).

The applicant lodged a heritage analysis and other supporting documents (refer to **Attachments 4, 5, 6, 10 and 14**) which:

- a. Put forward a case that an increase in the density and height beyond current controls could be accommodated on site around the Cathedral without any significant detrimental impact on the heritage significance of the Cathedral or any other adjacent Heritage items (with the exception of the Church Hall); and
- b. Seek to justify the demolition of the Church Hall, which is a locally listed item.

The applicant's justification for the removal of the Church Hall is summarised as follows:

- c. The Church Hall has continuously evolved over time to support the needs of the Church congregation and now needs to evolve again to meet modern day requirements. The design and configuration of the Hall does not meet the need of modern congregations;
- d. The Church wishes to expand its ancillary facilities in the podium of the new proposed building on the northern side of the site and retaining the Church Hall means the new facilities would be fragmented across two buildings rather than incorporated and integrated in one new building;
- e. The cost of constructing an A-grade office tower that is designed to accommodate the Church Hall and cantilever over the top of the Hall will add to the design complexity and cost of the redevelopment;
- f. The Church wishes to provide a new civic space and new pedestrian laneway linking the new civic space to Macquarie Street along the western edge of the site (refer to **Figure 3**), to provide an improved public domain outcome in front of the Cathedral. Removing the Church Hall will allow for the new civic space to be larger, better connected to other civic space around the Church and to Centenary Square and better activated as the existing Church Hall has limited opportunities for openings and interactions along its southern edge fronting the new civic space. The area of civic space that the Church is able to contribute to

- the new civic square can be increased by 640 square metres from 1,210 square metres to 1,850 square metres, if the Hall is removed;
- g. The Church in order to make their 100 year masterplan financially viable needs to be able to develop a viable A-grade office building; this would also be a valuable contribution to the CBD where employment uses should be encouraged;
- h. Retaining the Hall would limit the ability to achieve a continuous functional basement; and
- i. The public benefit from the new public domain and the additional A-grade jobs will outweigh the public loss associated with the future demolition of the Hall.

The City's Heritage Advisor and Heritage Advisory Committee do not support the potential demolition of the Hall.

On 15 August 2018, a briefing of the planning proposal was provided to the Heritage Advisory Committee (HAC) of Council. An extract from the Committee minutes of this meeting stated the following:

"The Committee noted their grave concern on the impact of this development especially regarding the scale of the development, impact on major community open space and the change in amenity from a religious/community gathering point".

An independent assessment was sought from Hector Abrahams and Associates (refer to **Attachment 9**). The key conclusions were that an increase in density on sites around the Cathedral could be supported but that the Church Hall should be retained and that development should not encroach over the top of the Church Hall in a cantilevered form. The Heritage Advisory Committee were provided with a copy of the analysis and the feasibility study discussed below. The Committee resolved to support the Hector Abrahams recommendation to allow an increase in the density next to the Church Hall but retain the Church Hall without any cantilevering.

The City engaged JPW Architects to undertake an architectural feasibility analysis to test the applicant's contention that:

- an A-grade Office building could not be constructed if the Church Hall is retained;
- that the Church's needs cannot be met if the Hall is retained; and that activation of the new civic space is improved if the Hall is removed.

Refer to the full copy of the report in **Attachment 12** for further detail on their recommendations.

JPW Architect's key conclusions were:

- An A-grade office building can only be achieved if the Church Hall is removed or the new tower is able to cantilever over the Church Hall. The floorplate achievable if the Church Hall is retained without cantilevering is not sufficient to accommodate an A-grade office building;
- The Church's needs can still be accommodated and integrated within a redevelopment if the Church Hall is retained. However, the integration of the facilities will increase the design complexity;

- Cantilevering over the Church Hall and integrating all the Church activities when the Church Hall is retained means a more complex design exercise to resolve the design issues arising and will result in greater costs in constructing the development; and
- Activation of the new civic space is possible with the Church Hall retained, but it will be easier to achieve a better activation outcome if the Church Hall is removed.

The applicant was provided with a copy of both the Heritage and Architectural studies commissioned by Council and provided further studies and assessments (refer to **Attachments 10,11, 13 and 14**) to support their preferred option involving demolition of the Church Hall. The issues raised in these reports are all included in the Church's justification for removal of the Hall.

As part of the Council Officer assessment, advice was sought on the economic benefits of realising an A-Grade Office building on this site. Council's Economic Development Team advised that at present, 45 per cent of the Parramatta office market is considered as "Prime" or "A Grade" space. Following the completion of development currently within the pipeline, approximately 288,000 square metres of additional A-Grade office space will be delivered in the Parramatta CBD by 2021, of which 72 per cent is already pre-committed. Based on the high-level of pre-commitment and trend of low A-grade vacancy rates within the Parramatta CBD, demand for additional A-Grade office space beyond 2021 is highly likely.

The recommendation on whether the Church Hall should be demolished rests on the net public benefit from the project. The operational issues associated with the operation of the Church are secondary issues. The key issue is whether the public benefits accruing from the larger new civic space, the improved level of design and activation of this space and the economic benefits of an A-grade office space outweighs loss the community will experience by having a locally listed heritage item demolished. After considering the issues Council Officers consider that the public benefits accruing to the community by the proposal are greater than the loss associated with potential demolition of the Church Hall and so the applicant's request to de-list the heritage item should be supported. De-listing the Church Hall from the heritage schedule in the Parramatta LEP 2011 will simplify the assessment of any future development application for demolition and increase the likelihood that demolition will be approved.

This recommendation is critical to the corresponding Council Officer recommendation on the zoning of the site. If demolition is to be supported then it should be conditional upon the zoning of the relevant portion of the site being amended from B4 Mixed Use (which permits residential development) to B3 Commercial Core (which prohibits residential development). This will effectively "lock in" the public benefit by requiring the site to developed for some office purpose permitted in this zone and prevent the site from being developed for a residential purpose after the Church Hall is demolished. The applicant is supportive of the B3 Commercial Core zoning being applied to this portion of the site.

The critical heritage curtilage for the Cathedral is to retain its SP1 Special Activities (Place of Public Worship). There will be no height or FSR shown on the map as the area does not have any redevelopment potential due to the heritage constraints.

The Heritage Study undertaken by Urbis Pty Ltd on behalf of Council as part of the CBD Planning Proposal raise no objection with the portion of the site zoned B4 Commercial Core (ie 45 Hunter Street) being developed for a taller building form. The

controls for this part of the site are consistent with the CBD Planning Proposal and the findings of the Urbis Study.

Urban Design and Planning

On the portion of the site to be zoned B3 Commercial Core an Office tower building is proposed. Key urban design issues for this part of the site include:-

- Protecting views along Church Street by limiting the height of any part of the building immediately adjoining centenary square to 12m
- Ensuring the development does not overshadow the protect portion of the public domain of Parramatta Square on 21 June between 12pm and 2pm
- Ensuring setbacks from boundaries allow for adequate separation between the proposed tower and those on any adjoining site

Figure 12 shows the proposed office tower development. Council is satisfied based on the concept design provided by the applicant that this site can adequately address the key urban design issues.

Figure 12 – Design Concept Submitted by Applicant



The portion of the site at the southern end of the site zoned B4 Mixed Use proposed to be redeveloped for an office tower is a relatively small site with an area of 864m². If this site is developed by itself side setbacks would need to be minimised to allow for a feasible floor plate as indicated in Figure 13.

However if the site is amalgamated with the adjoining site at 44 Hunter Street a better urban design outcome can be achieved as demonstrated in Figure 14.

Figure 13 Redevelopment 45 Hunter Street

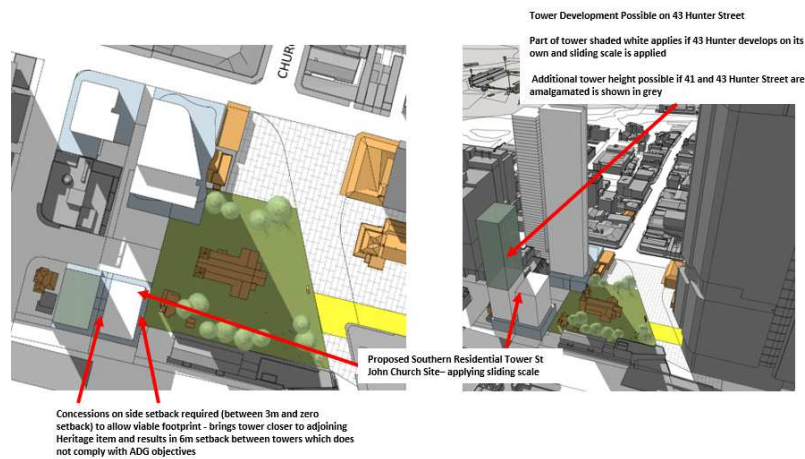
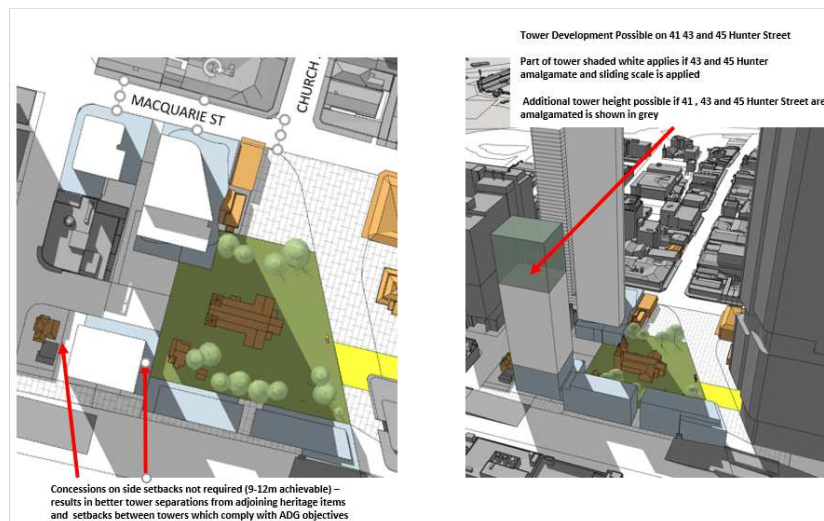


Figure 14 Redevelopment of 41 and 45 Hunter Street as amalgamated site



Council Officers have recommended the sliding scale provision in the existing Parramatta LEP 2011 continue to apply to this part of the site. Applying the sliding scale means that the owners of 43 and 45 Hunter Street have the potential to achieve a higher development potential if they are able to redevelop as an amalgamated site. If they amalgamate an FSR of 10:1 can be achieved across both sites. If redeveloped separately the sliding scale will limit the FSR achievable on both sites to 6:1.

It is for this important urban design reason that the sliding scale provisions will be applied to this portion of the site. It should also be noted that this is the approach being applied in the draft CBD Planning Proposal.

The delivery of a through site link along the western boundary between Macquarie and Hunter Streets and the new publicly accessible space immediately west of the Cathedral proposed as part of the application will make important contributions to connectivity activation and availability of publicly accessible open space in this part of the CBD.

Flooding

As the majority of the Parramatta CBD is affected by the Probable Maximum Flood (including the subject site), Council commissioned Molino Stewart consultants to undertake an update of the Flood Risk Management Plan (FRMP) for Parramatta in 2016 in support of the CBD Planning Proposal. The objective of this work was to address the intensification of development on land impacted by the PMF, issues associated with the safety of residents and workers, management of the potential for damage to property, and to demonstrate consistency with this direction, required as part of the assessment of planning proposals.

Due to the nature of flooding within the Parramatta CBD, it was recommended that Council adopt additional development controls to minimise risk to life and property, and seek exceptional circumstances from the Department to adopt a new Flood Planning Level (FPL) for the CBD to implement controls above the standard Flood Planning Level (i.e. 1 in 100 Year ARI). These controls would then be applied across CBD sites as relevant. Council lodged an application with the Department seeking exceptional circumstances in November 2017.

Council's flood engineers did not raise concern with the planning proposal's consistency with the Section 9.1 Ministerial Direction, 4.3 Flood Prone Land. It is, however, acknowledged that this planning proposal will be required to be consistent with the broader CBD Planning Proposal update to the Flood Risk Management Plan.

Notwithstanding the above, specific concerns were raised in relation to basement design (flood-proofing), requirement for an overland flow study to determine flood levels for the site, water sensitive urban design requirements. Based on information available to date, no habitable floor space, such as the auditorium shown in the applicant's reference design, should be provided located below existing ground level. These concerns will be addressed as part of a site-specific DCP, in addition to provisions informed by the flood policy relating to the CBD Planning Proposal.

Transport, Traffic and Access

The Planning Proposal seeks to adopt Council's policy position regarding maximum parking rates within the Parramatta CBD as recommended by the CBD Traffic and Transport Study. An additional local provision will be based on the following:

Residential accommodation

0.1 space per studio dwelling 0.3 space per 1-bedroom dwelling 0.7 spaces per 2-bedroom dwelling 1 space per 3-bedroom dwelling

Commercial premises (where FSR greater than 3.5:1)

$$M = (G * A) / (50 * T)$$

where: M = maximum car parking spaces; G = GFA of all office buildings/business premises in the building (sqm) A = Site area (sqm) T = Total GFA of all buildings on the site

Given this planning proposal is largely seeking a commercial use, and that residential development of the site is recommended to be consistent with the CBD Planning Proposal, it is not considered that transport impacts will be significantly different to those expected from the CBD PP and so future transport impacts will be addressed via the transport and traffic strategy that will accompany the draft DCP Planning Proposal.

During the assessment of the planning controls the issue of vehicle access arrangements for the Church, 41, 43 and 45 Hunter Street and 181 Church Street was identified. Currently, vehicular access is provided to the subject site from Hunter Street. However, access to 181 Church Street involves vehicles driving over a part of the pedestrianised precinct that runs from the rail underpass to Centenary Square. Given the influx of pedestrians expected with the completion of Parramatta Square and more generally as the CBD continues to develop, the current access arrangements for 181 Church Street pose an increasing pedestrian safety risk as well as amenity and accessibility issues.

To minimise the impact of vehicle movements on pedestrians a new vehicle laneway in along the rear of 41, 43 and 45 Hunter Street between Marsden Street and the western boundary of 181 Church Street. Council will facilitate this in this planning proposal by including a 6m strip at the southern end of these sites on the Land Reservations and Acquisitions Map in Parramatta LEP 2011.

The intent is to improve pedestrian safety and amenity in the pedestrianised area east of 181 Church Street and the new proposed civic square. The applicant has accepted that this outcome will improve access arrangements and is willing to include provisions in any Planning Agreement to commit the land at the southern end of 45 Hunter Street for the creation of the vehicle laneway. The applicant has also offered to provide conditional temporary vehicle access to the 181 Church Street through their site until the new laneway can be created and to include this in any Planning Agreement.

Inclusion of this land on the Land Reservation Acquisition Map will allow Council to acquire the 6m strip of land if necessary but Council's preferred outcome would be to have the laneway created as part of future development approval processes when these sites are redeveloped.

3.3.3 How has the planning proposal adequately addressed any social and economic effects?

There is adequate justification for this planning proposal which will facilitate a mix of land uses on site by delivering both commercial, retail and residential uses and an increase in FTE to approximately 4825 jobs. The planning proposal also envisages an increase in capacity of approximately 5000 sqm of GFA for Church uses should the replacement of the existing Parish Hall occurs.

These economic outcomes are considered appropriate for the site's central sitting within the Parramatta City Centre and in close proximity to Parramatta transport interchange.

3.4 Section D – State and Commonwealth Interests

3.4.1 Is there adequate public infrastructure for the planning proposal?

There is adequate public infrastructure to support the Planning Proposal. As highlighted throughout, the site and its surrounds are well-sited among existing road infrastructure, public transport (Parramatta Rail Station and bus interchange, and future Parramatta Light Rail), and services to accommodate intensive development, demonstrated by the siting of the adjacent Parramatta Square urban renewal redevelopment.

The proposal is consistent with the Draft CBD Planning Proposal which is addressing infrastructure requirements for the growth proposed. The Parramatta Light Rail and West Metro are example of infrastructure projects that are already being planned and delivered which underpin the Council and State Government strategy to establish Parramatta CBD as the Central CBD for Sydney.

3.4.2 What are the views of State and Commonwealth public authorities consulted in accordance with the gateway determination?

Consultation with the State and Commonwealth public authorities will be undertaken once the gateway determination has been issued.

PART 4 – MAPPING

No amendments to the mapping in the Parramatta LEP 2011 is required regarding this Planning Proposal.

4.1 Existing provision

This section illustrates the current *PLEP 2011* controls which apply to the site.

Figure 15 illustrates the existing zoning of the subject site being part SP1 Place of Public Worship and B4 Mixed Use.

Figure 15 – Existing zoning extracted from Parramatta LEP 2011 Land Zoning Map

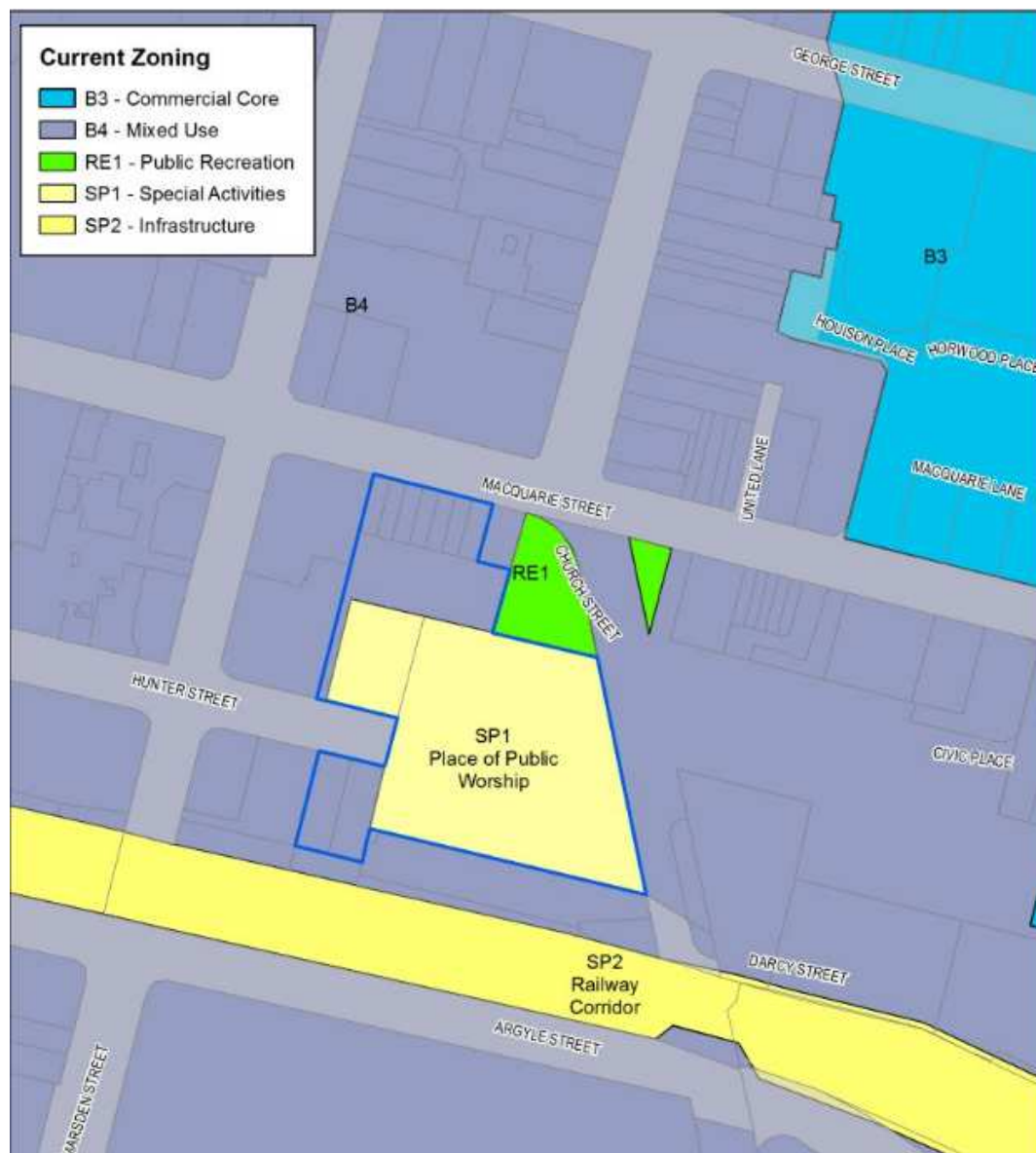


Figure 16 illustrates that parts of the site are subject to maximum building heights of 36 metres, 24 metres and 18 metres. There is no current maximum height prescribed for land zoned SP1 Place of Public Worship.

Figure 16. Existing building heights extracted from the Parramatta LEP 2011 Height of Buildings Map

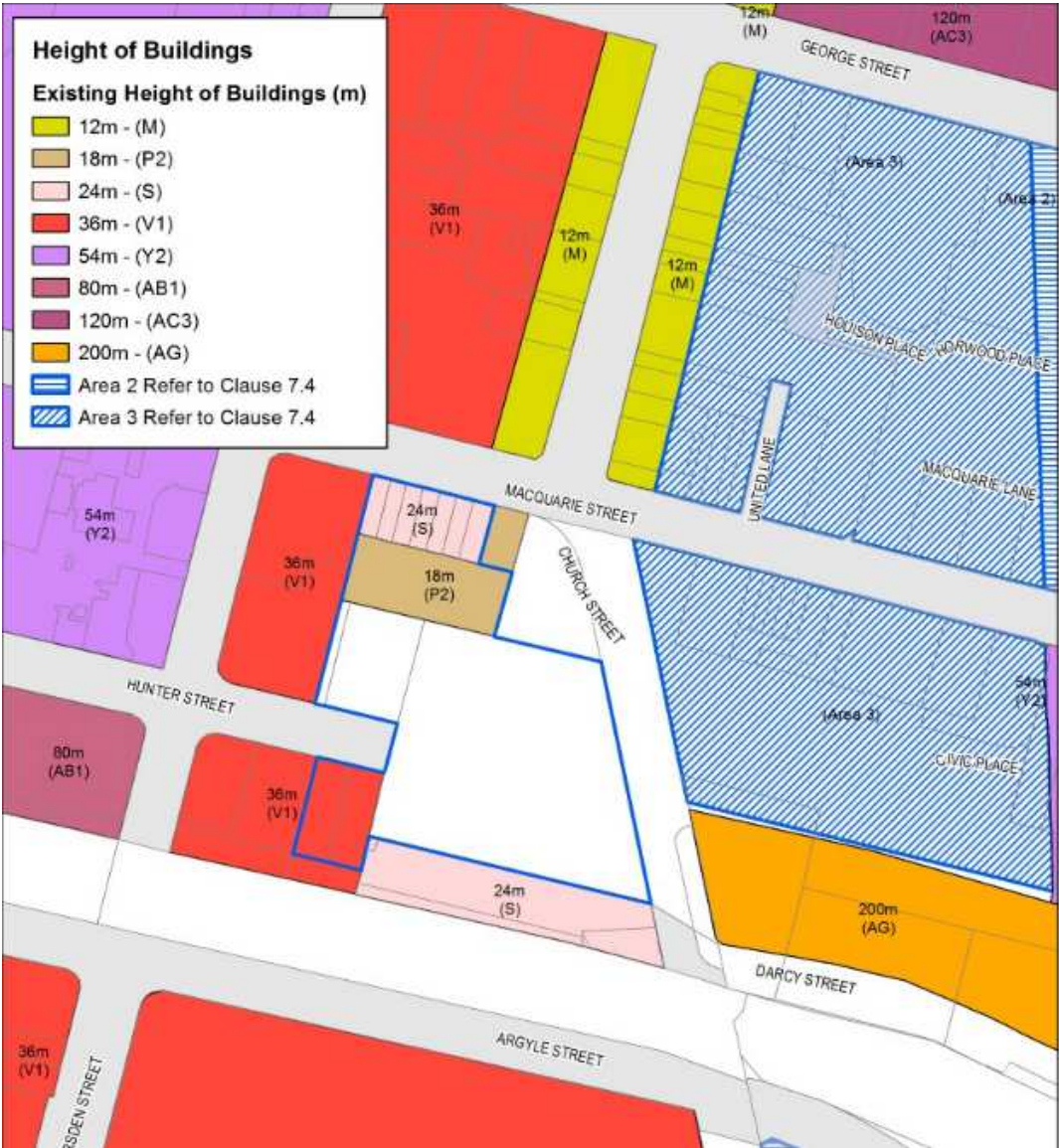


Figure 17 illustrates the existing maximum FSR of 3:1 on Parts of the site zoned B4 Mixed Use and no maximum FSR on land zoned SP1 Place of Worship.

Figure 17. Existing floor space ratio extracted from the Parramatta LEP 2011 Floor Space Ratio Map

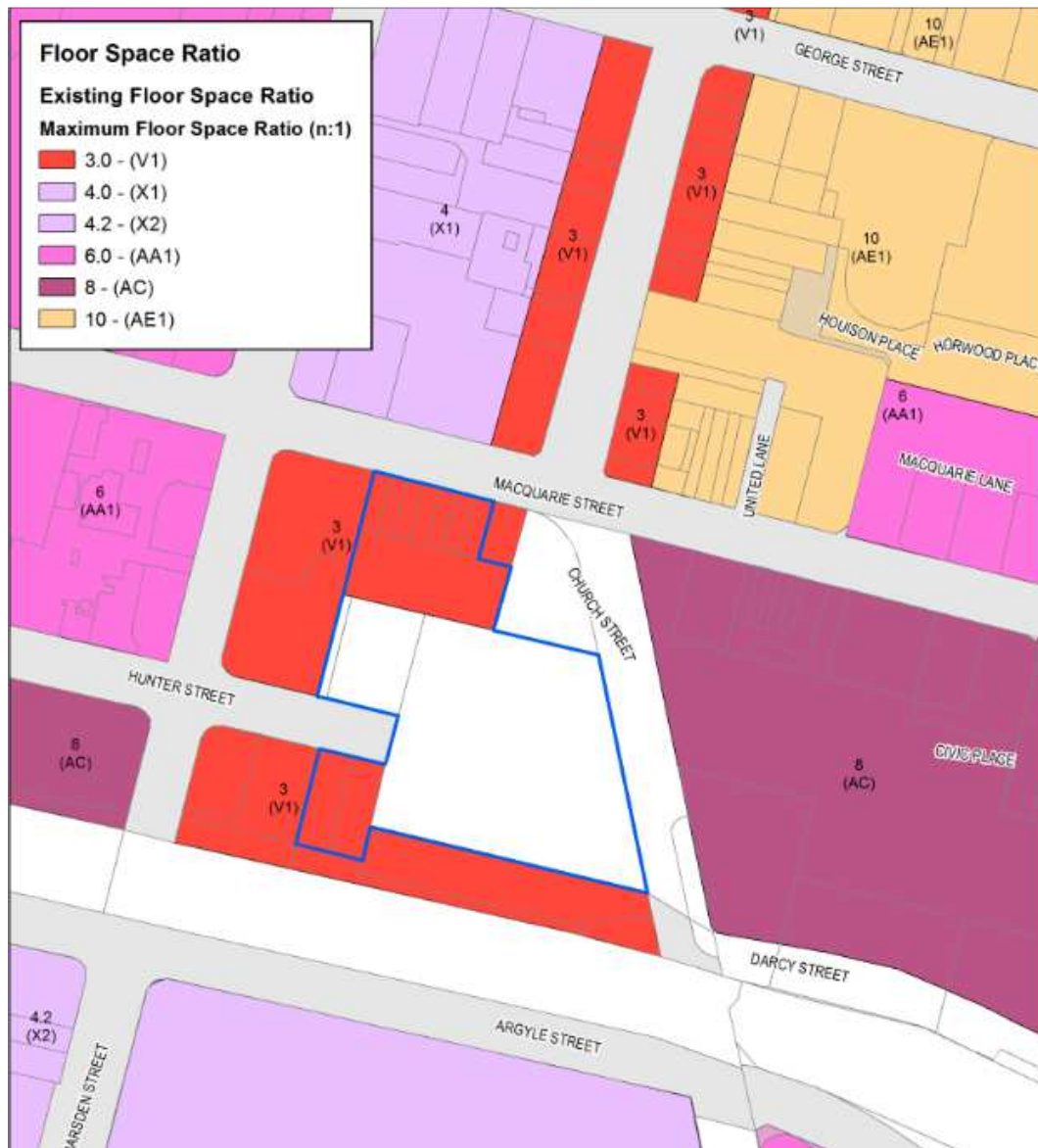


Figure 18 illustrates the existing heritage items on the site including the State heritage listed St John's Anglican Cathedral and a number of local heritage listed items being St John's Parish Hall, St John's Building (façade), and Warden's Cottage.

Figure 18. Existing heritage items extracted from the Parramatta LEP 2011 Heritage Map

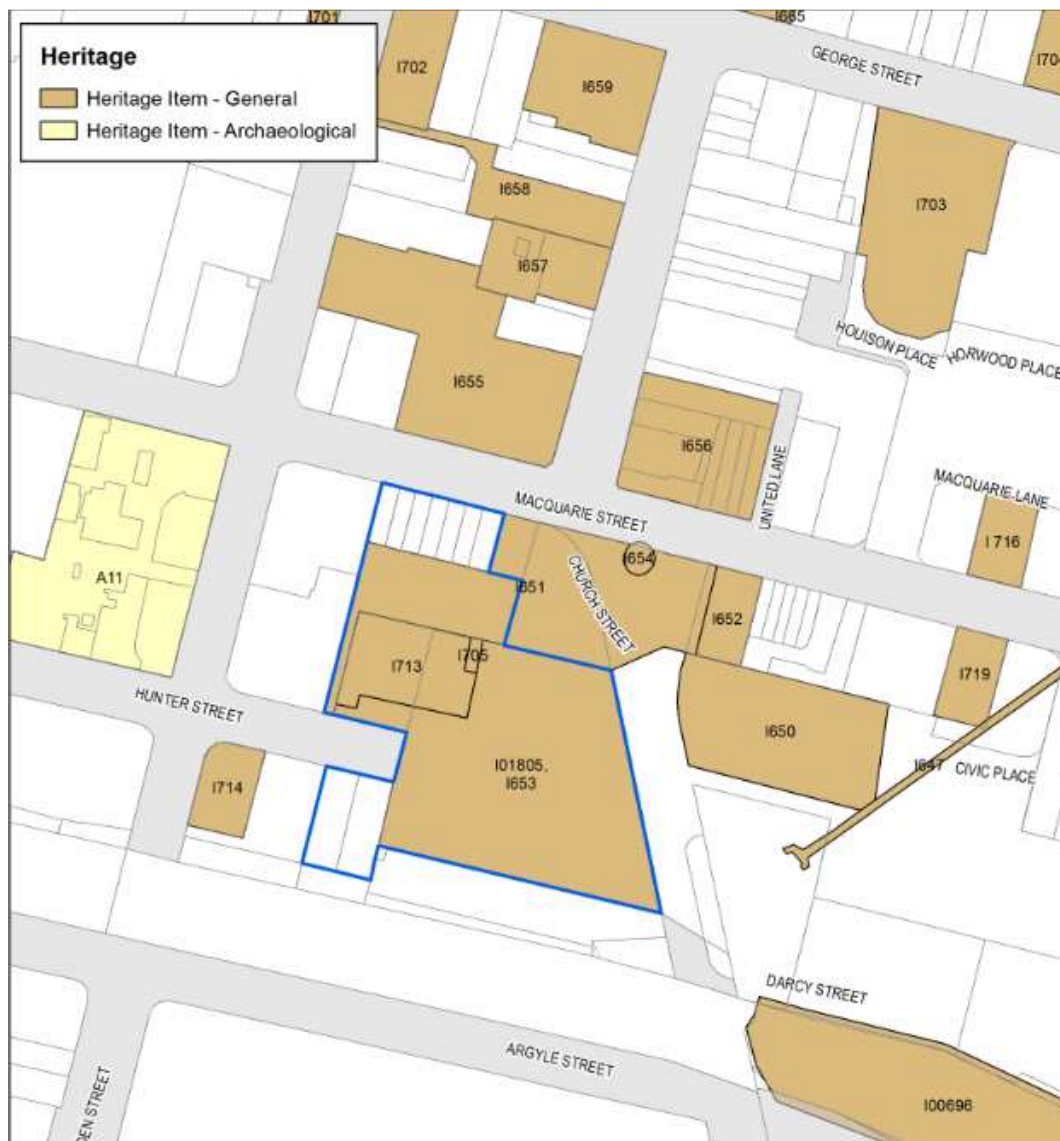


Figure 19 illustrates the Key Sites, Special Provisions and Sun Access Protection areas in the vicinity of the site.

While no part of the site is subject to any special provisions under this map, the adjacent Parramatta Square area of protected sun access is illustrated above. This is relevant to this Planning Proposal as the Master Plan has been designed to not overshadow this area.

Figure 19. Existing Key Sites, Special Provisions and Sun Access Protection areas extracted from the *Parramatta LEP 2011* Key Sites, Special Provisions and Sun Access Protection Map

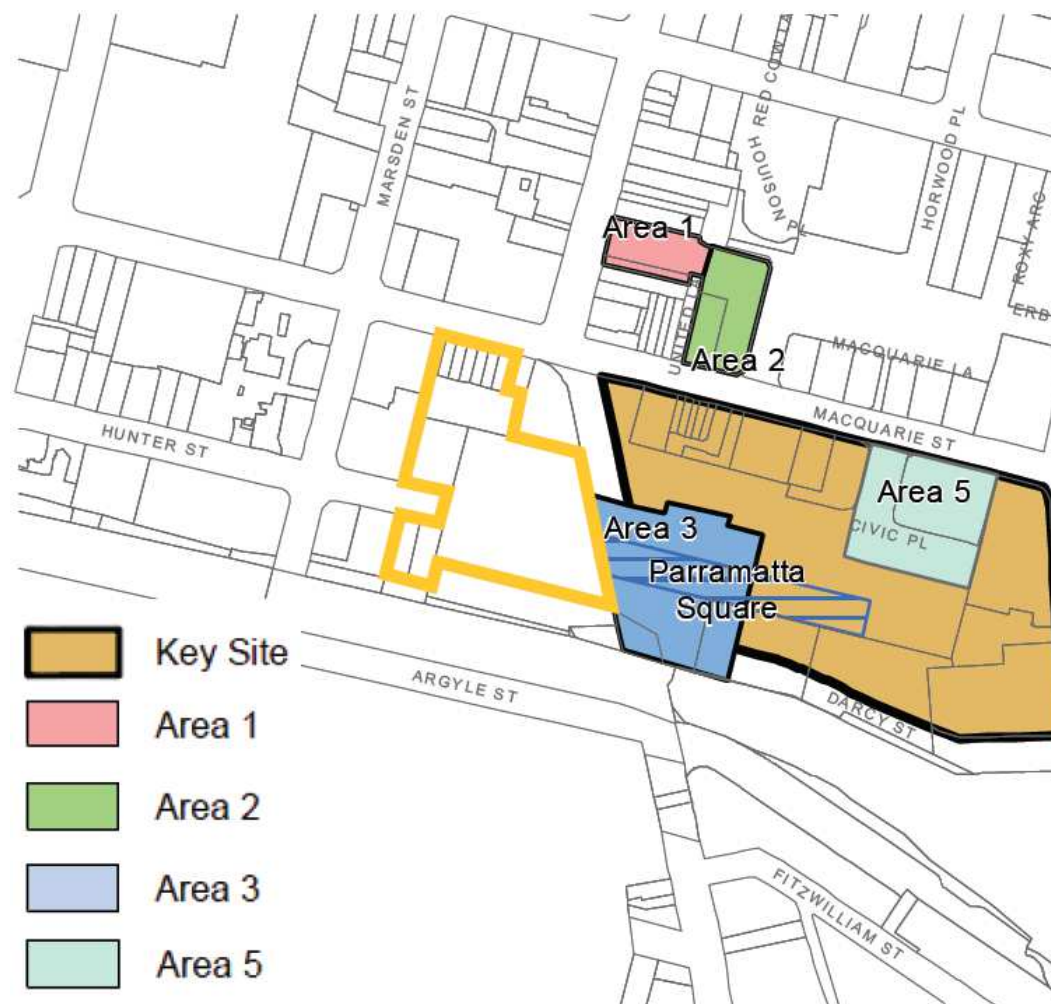
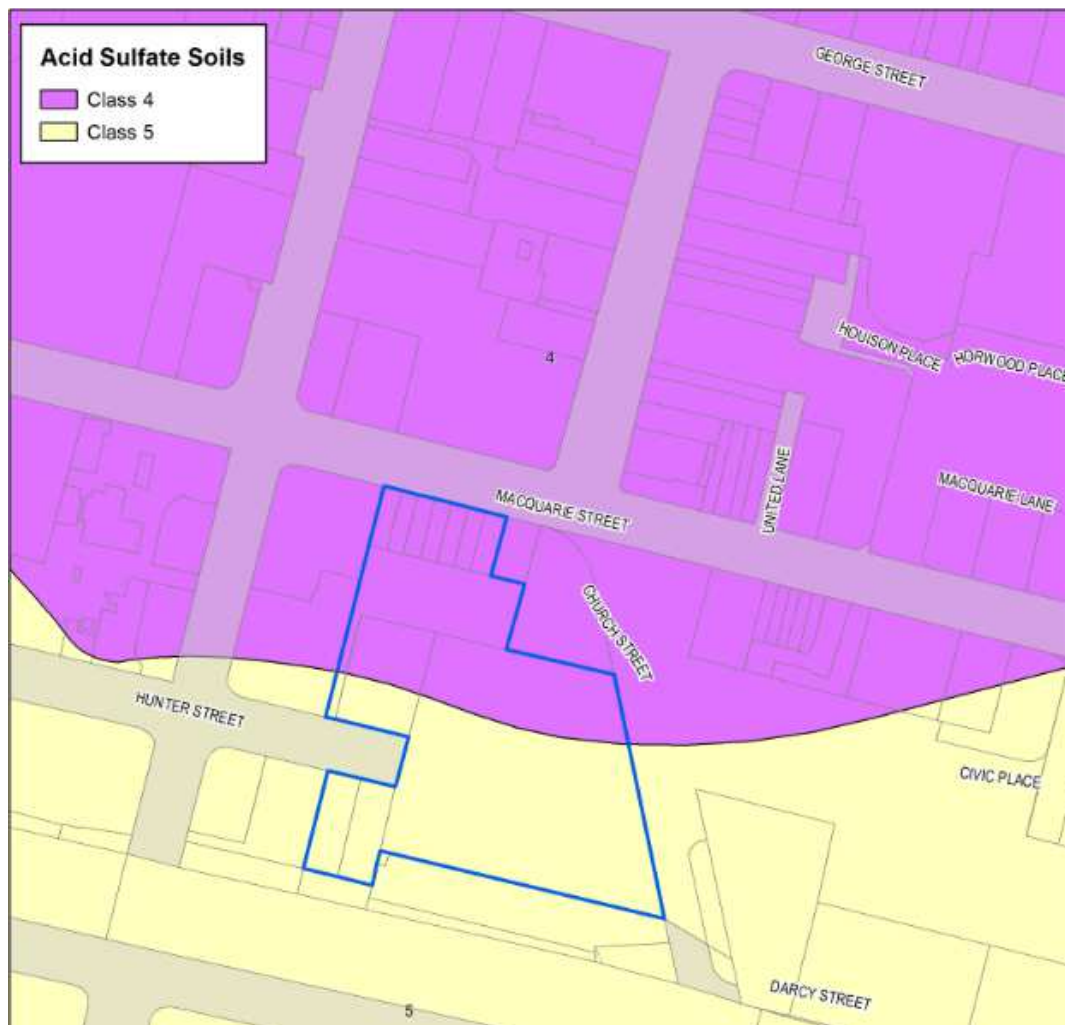


Figure 20. Acid Sulfate Soils areas identified on the site extracted from the Parramatta LEP 2011 Acid Sulfate Soil Map



4.2 Proposed Provision

To achieve the objectives and intended outcomes of this Planning Proposal, the Land Use Zoning Map is proposed to be amended. To facilitate the Height and FSR controls sought, the applicant put forward the following preferred option.

Figure 21. Proposed land use zoning map



Figure 22. Proposed height of buildings map

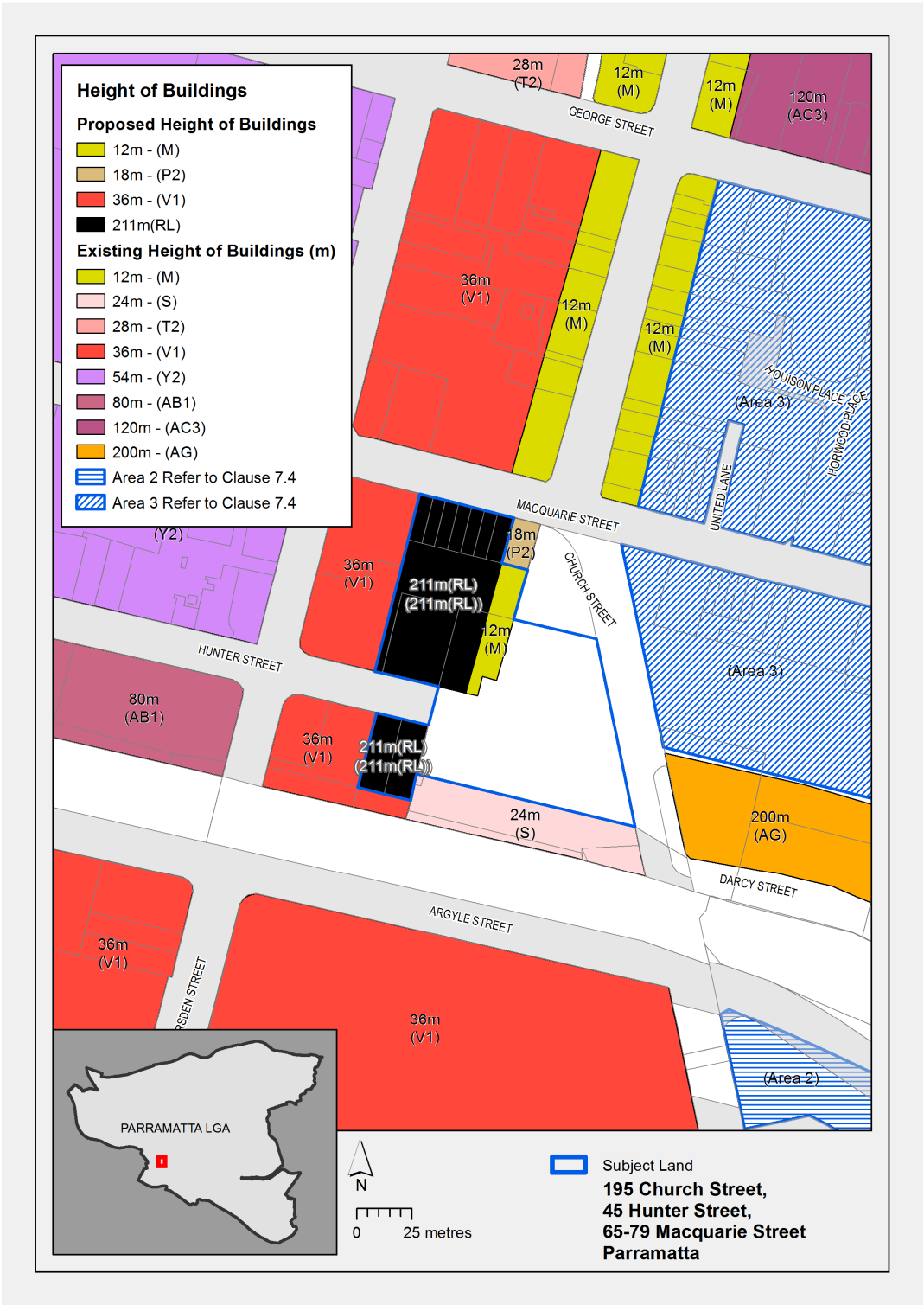


Figure 23. Proposed floor space ratio map

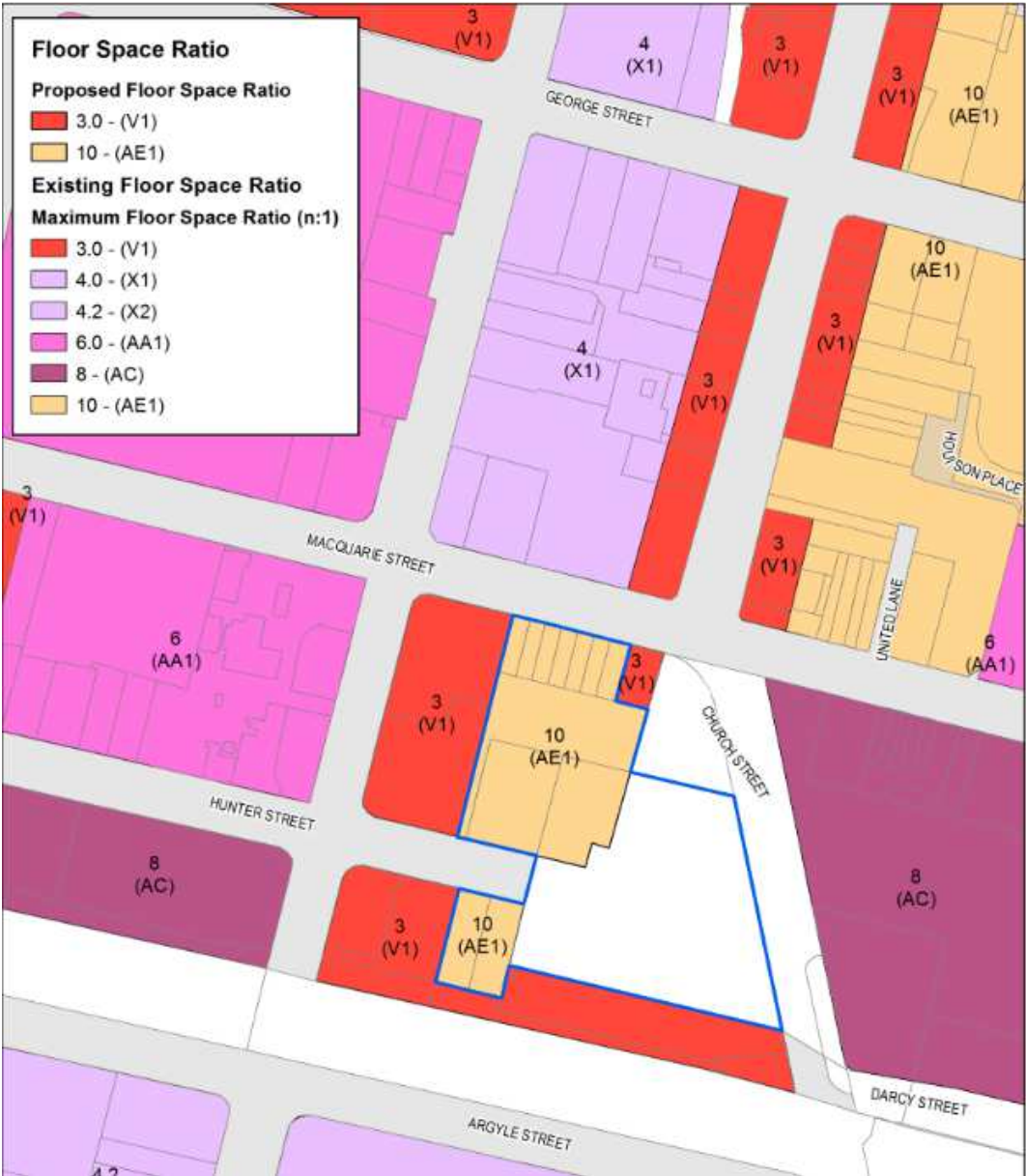


Figure 24. Proposed special provisions map

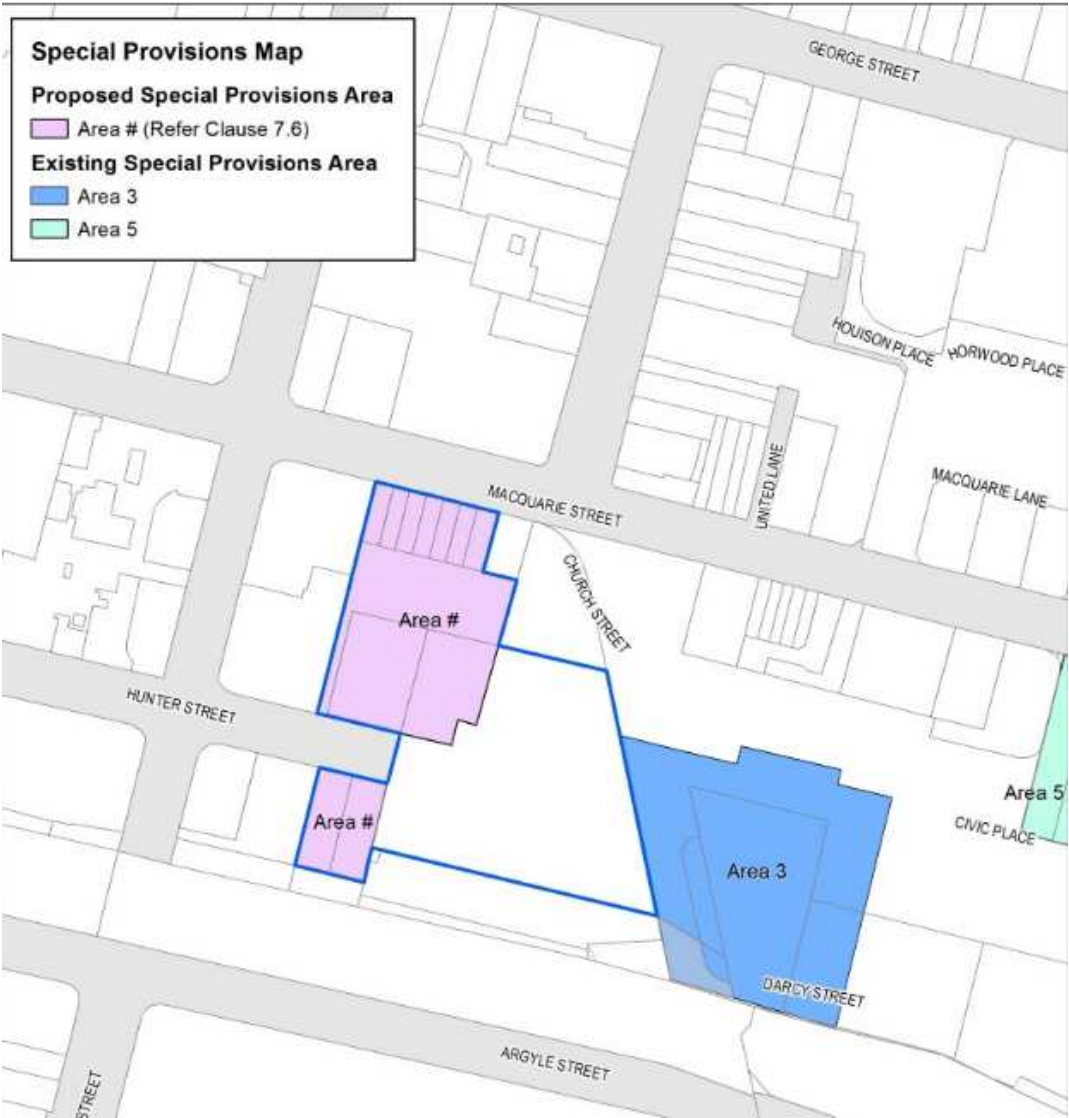
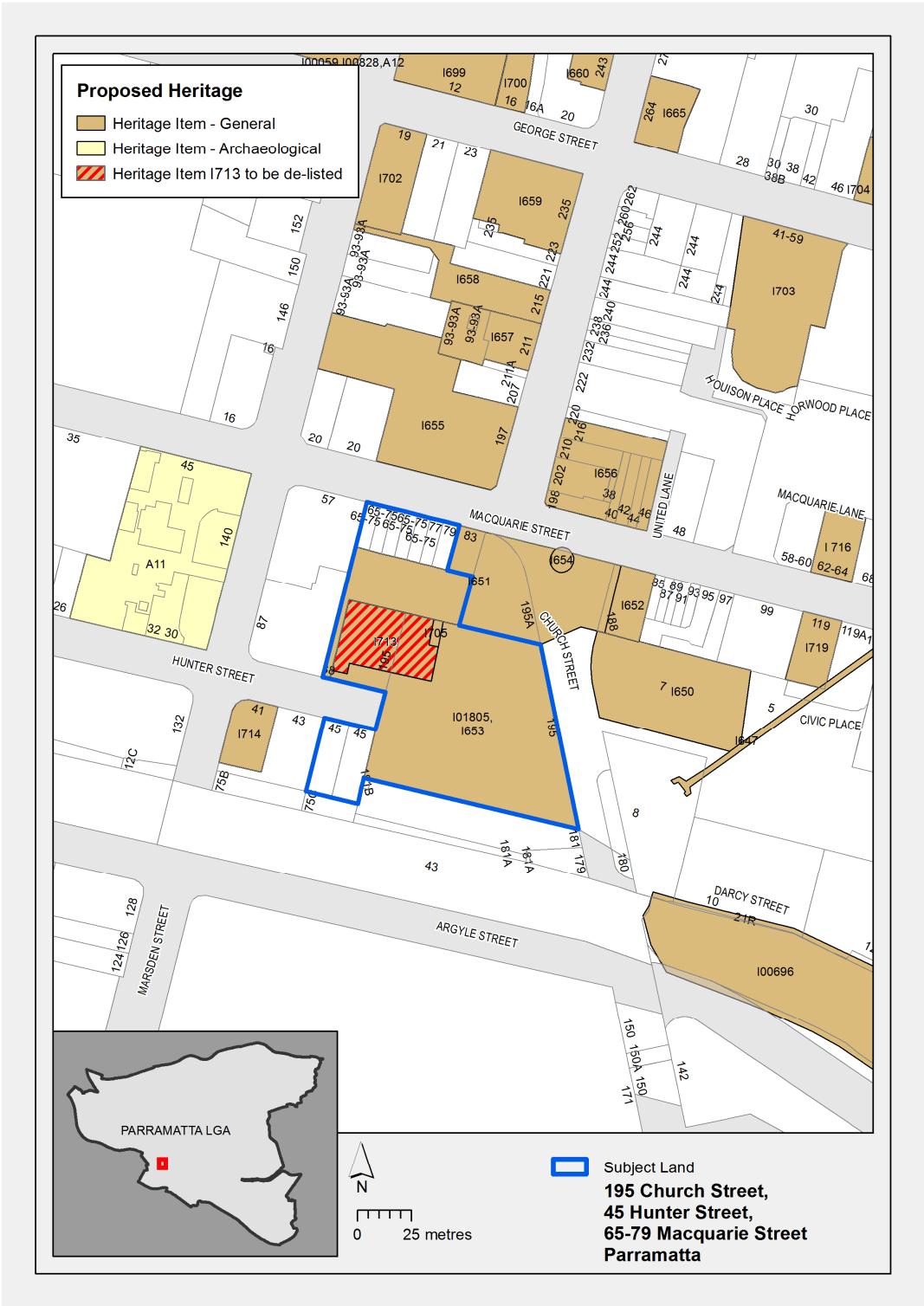
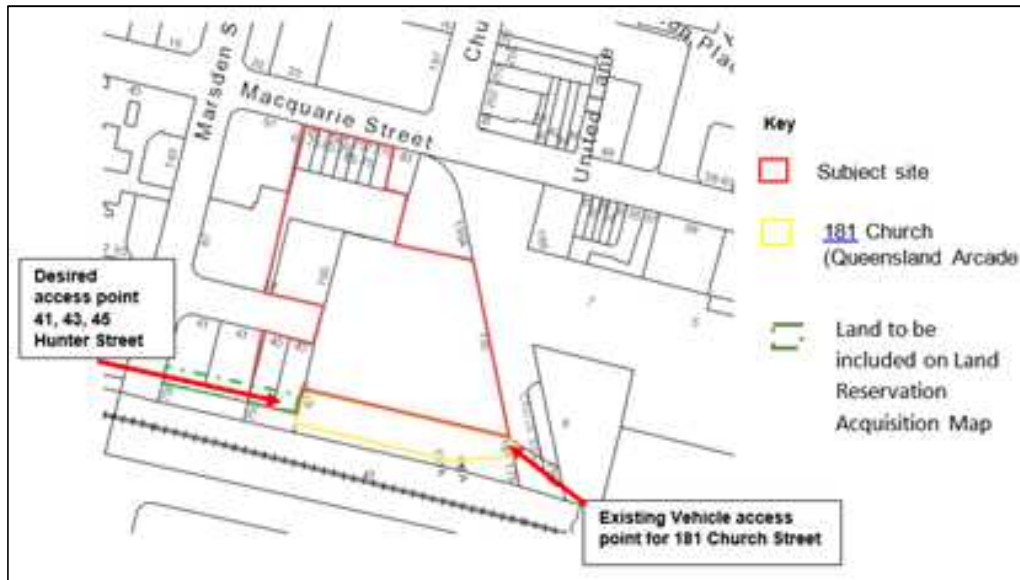


Figure 25. Proposed Heritage map



Please note: As discussed previously in this report, a change to the Land Reservation Acquisition (LRA) Map is also proposed. This change will be to add a 6 metre strip parallel to the railway line to the LRA map for properties at 41, 43 and 45 Hunter Street. This change is illustrated in the diagram below. This is the only change to planning controls proposed for 41 and 43 Hunter Street, Parramatta; no other changes will be made the planning controls that apply to these two sites.

Figure 26. Diagram illustrating land to be added to LRA map (green hatching)



PART 5 – COMMUNITY CONSULTATION

The planning proposal (as revised to comply with the Gateway determination) is to be publicly available for community consultation.

Public exhibition is likely to include:

- newspaper advertisement;
- display on the Council's web-site; and
- written notification to adjoining landowners.

The gateway determination will specify the level of public consultation that must be undertaken in relation to the planning proposal including those with government agencies.

Consistent with sections 3.34(4) and 3.34(8) of the *EP&A Act 1979*, where community consultation is required, an instrument cannot be made unless the community has been given an opportunity to make submissions and the submissions have been considered.

PART 6 – PROJECT TIMELINE

Once the planning proposal has been referred to the Minister for review of the Gateway Determination and received a Gateway determination, the anticipated project timeline will be further refined, including at each major milestone throughout the planning proposal's process.

Table 12 below outlines the anticipated timeframe for the completion of the planning proposal.

Table 12 – Anticipated timeframe to planning proposal process

MILESTONE	ANTICIPATED TIMEFRAME
Report to LPP on the assessment of the PP	November 2019
Report to Council on the assessment of the PP	December 2019
Referral to Minister for review of Gateway determination	January 2020
Date of issue of the Gateway determination	May 2020
Commencement and completion dates for public exhibition period	June – July 2020
Commencement and completion dates for government agency notification	June – July 2020
Consideration of submissions	July 2020
Consideration of planning proposal post exhibition and reporting to Local Planning Panel (if submissions received) and to Council	August 2020
Submission to the Department to finalise the LEP	September 2020
Notification of instrument	November 2020

Appendices

The following appendices will be included once they have been updated (where relevant) to ensure they are consistent with Council's resolved position on the Planning Proposal.

Current Versions of these documents (as at December 2019) have been forwarded to DPIE with the Planning Proposal submitted for Gateway Determination

- 1 – Applicant urban design report
- 2 – Applicant traffic assessment
- 3 – Applicant heritage impact statement
- 4 – Applicant draft conservation management plan
- 5 – Applicant archaeological report
- 6 – Applicant concept landscape master plan
- 7 – Applicant submission – solar access to Parramatta Square
- 8 – City-commissioned heritage assessment
- 9 – Applicant heritage report responding to independent heritage assessment
- 10 – Applicant landscape report responding to independent heritage assessment
- 11 – City-commissioned office building concept assessment
- 12 – Applicant ground plane study responding to independent office building assessment
- 13 – Applicant further heritage assessment responding to independent office building assessment