



# URBAN DESIGN REPORT

197 Church Street, Parramatta

Prepared on behalf of Holdmark  
March 2015



ROBERTSON+MARKS  
EST 1892

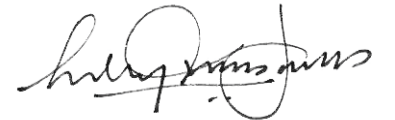






This document has been prepared in accordance with Parramatta City Council request to prepare an Urban Design Report for 197 Church St, Parramatta as per letter dated 18 December 2014.

Prepared by:



Lesley Jacob

Urban Designer

B. Arch, Master of Urban Development & Design



Brian Mann

Director

BSc Arch, BArch Hons 1

Registered Architect 5975

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# EXECUTIVE SUMMARY

**DFP Planning and Robertson and Marks Architects have been engaged by Holdmark to investigate the potential of a mixed use high rise tower up to 250m in height at 197 Church St, Parramatta (the site).**

This planning and urban design study for 197 Church Street, Parramatta, is in support of the vision for an iconic landmark and signature building for the Parramatta CBD.

The objective of the study is to understand the following key issues:

1. What makes a great Civic Space.
2. The buildings and street edges that define it.
3. Ground plane opportunities
4. Latent potential of the subject site and opportunity for a memorable sculptural form to the residential tower.

This study establishes the logic for a review of the planning controls that apply to the site as part of a formal Planning Proposal submission to Parramatta City Council

The development potential of the site has been considered within the context of metropolitan, regional and local planning frameworks, site's local context within the Parramatta CBD, best practice architectural principles and urban design as well as recent development trends for taller buildings.

Four key aspects of the site and the development have been considered and have contributed to the design response for this site – the Boomerang:

## Strategic Site

- It has historically been an important site in the heart of Parramatta
- It anchors the northern end of the civic space
- It is a bookend to the southern key site – Aspire
- It provides unique opportunities to extend and define the Civic spaces and provide opportunities for public art displays.
- The 'Boomerang' contributes to the civic space by providing a landmark building that sets a visually pleasing marker for pedestrians and acts as a 'pull' to the north end of the Church St Mall.
- The development will provide at least 550 residential apartments and approximately 11,000m<sup>2</sup> of retail and commercial floor space in a location proximate to existing transport and infrastructure in the heart of the Parramatta CBD.

## Heritage

- Redevelopment of the site provides an opportunity to investigate the heritage and archaeological potential of the site
- Redevelopment of the site provides an opportunity to open up views to the adjacent heritage item by providing an increased curtilage to the Post Office building
- Options for the treatment and management of known heritage items (the Murray Bros façade) have been considered and all are achievable
- Options for the future treatment and management of unknown in situ archaeological items have been explored. Following careful excavation of the site, any items if found will be investigated and interpreted in terms of significance. Options for treatment and management of archaeological items would depend on the significance of those items. This could range from documentation and removal to onsite/in situ display. If this occurs, a section of sub soil would be required to be maintained. The building has been designed to ensure any disturbance of archaeological items is minimal.
- Redevelopment of the site would restore to this historically and socially significant location, and to Parramatta, a landmark building that replaces the lost historical landmark, and recognizes and respects the great significance of this site. (Refer to Statement of Heritage Impact, Rappoport)



## Civic Space

The development will:

- Enlarge the central civic space area within the Parramatta CBD
- Make a positive contribution to the Parramatta Civic space as a great public space:
- Enhance and complement Church St Mall and development of Parramatta Square through an extension of material palette and public domain treatments to the site.
- Contribute to a sense of 'feeling safe' by enhancing the public domain in the vicinity of the site and giving priority to pedestrians.
- Contribute to the sense of 'feeling secure' by activating the space in and around the site day and night, through the introduction of residential development on site and elevated public podiums providing passive surveillance and improved street lighting.
- Provide a pedestrian through link / laneway connecting Church Street & Marsden Street that contributes to the lanes network identified in Council's urban form plans.
- Meet the criteria that contribute to a good functioning civic space as per Jan Gehl's twelve quality principles and/or the four key attributes – accessibility, activities, comfort and sociability – championed by Project for Public Access (PPA). Access to sunlight is not the only consideration by which a civic space is deemed successful and useable. As the shadow travels, other areas of the Parramatta civic space will have solar access. Reduction in sunlight to the solar zone in Parramatta Square amounts to 19% at 1pm and 12% at 2pm on June 21. The shaded portion of any point in the Square is limited to under an hour with the shadow traveling quickly across due to the slender tower form. Parramatta Square opens up to Church Street mall and Centenary Square which gives users a sense of a much larger space and avoids the sense of enclosure.

## Building Design

The unique and innovative design of the building will:

- Provide an iconic landmark building on a strategically and historically significant site in the Parramatta CBD.
- Enhance the pedestrian experience by providing wide accessible footpaths, good surfaces and street lighting.
- Encourage the public to stay and linger in the space by providing by an interesting and engaging 'edge' through active ground level retail, display of heritage items, provision of street furniture, columns and niches to sit and lean on and attractive detailed facades.
- Provide a variety of treatments to public spaces including wider footpaths, landscaped areas, formal sitting areas all of which will have access to views and daylight. Implementation of a number of measures including providing improved street furniture, café spaces and ameliorating the impacts of traffic noise will encourage people to use and interact in the spaces provided.
- Provide a 'human scale' to a civic space by developing ground level activities like laneway style café experience, retail, public piazza and exhibits of archaeological finds and heritage.
- Contribute to enhancing the microclimate in the vicinity of the site by mitigating wind down drafts through the use of large horizontal overhangs, covered walkways & arcades, and landscaping thus protecting against unpleasant sensory experiences.



*Note: This drawing is conceptual only. Dimensions are for explanatory purposes to understand the concept. Final dimensions will be subject to detailed design after the planning proposal process.*



INTRODUCTION

01

## 1.1 THE BRIEF

DFP Planning Consultants and Robertson and Marks Architects have been engaged by Holdmark to undertake a planning and urban design analysis of 197 Church Street, Parramatta (the site). The site is located at the north western corner of the intersection of Church Street and Macquarie Street in the Parramatta CBD. Holdmark is seeking to redevelop the site into a mixed use high rise tower up to 250m in height.

The purpose of this study is to provide Parramatta City Council (Council) with an overview of a potential development concept for the site and a justification in support of a Planning Proposal for increased height and FSR for the site.

This urban design study considers the metropolitan and local planning frameworks that establish the strategic context for urban renewal and redevelopment of the site. This study also considers the site in the context of its location within the Parramatta CBD and the future plans for the growth of the city, including the development of Parramatta Square.

The objective of the study is to provide a justification for increased height, FSR and public domain opportunities at 197 Church Street, Parramatta, and to propose an appropriate built form for the site having regard to its physical and contextual location.

## 1.2 METHODOLOGY

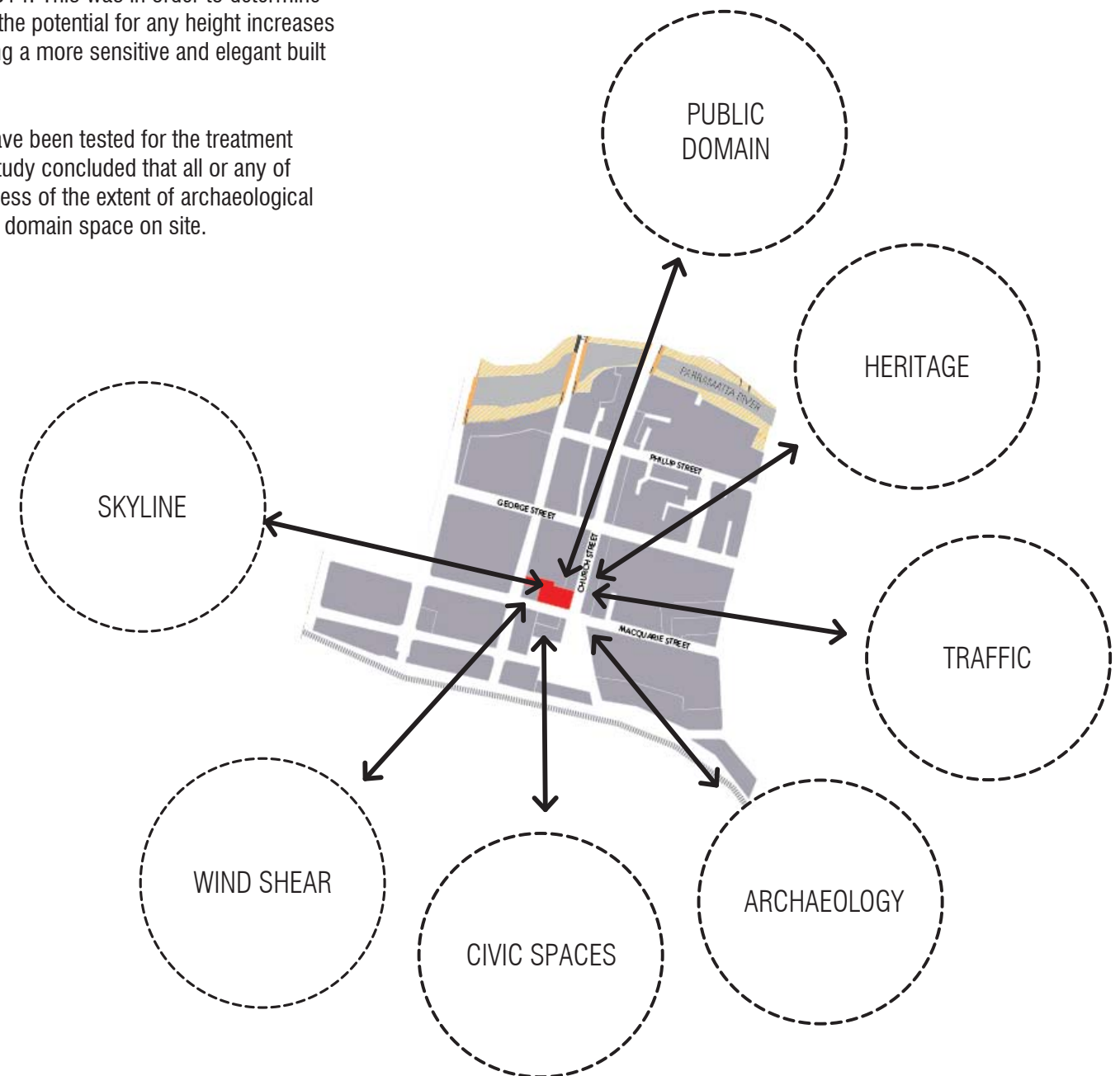
In undertaking this study, Robertson + Marks (R+M) conducted a desk top review of applicable controls as well as a comprehensive site visit and photographic documentation of the site and its immediate surroundings. A comprehensive site analysis has informed the consideration of opportunities and constraints diagrams for the site which in turn has informed an appropriate built form for the site including the residential tower.

R+M conducted extensive contextual analysis and looked at what makes a great city Civic Space, the buildings and street edges that define it, ground plane opportunities and the latent potential of the subject site that includes a sculptural form to the residential tower.

R+M also analysed how the vision for Parramatta is progressively changing from the model developed in the LEP with the proposed height of recent proposals that have been nominated for the 'gateway' processes and exhibition of the Draft Parramatta City Centre Planning Framework Study in late 2014. This was in order to determine likely height scenarios for the CBD and analyze the potential for any height increases for the subject site with the objective of providing a more sensitive and elegant built form.

A number of design principles and outcomes have been tested for the treatment of the public domain, heritage and traffic. The study concluded that all or any of the design considerations were possible regardless of the extent of archaeological findings and Council's preference for any public domain space on site.

The residential component of the development that will site on an elevated podium underwent testing that considered solar access to civic spaces, structural loading, heritage impact and wind shear to mitigate down drafts to the public domain. The testing included the formulation of typical floor plate layouts to understand likely vertical and horizontal access arrangements and unit distribution, general separation distances, outlook and amenity. The analysis stage, testing and prioritising of the different design considerations for the site informed the formulation of the design of a landmark built form for the residential component of the tower that embodies the essence of this significant site.



***“What attracts people most, it would appear, is other people.”***  
- William H. Whyte

THE SITE

02



197 Church Street, Parramatta is located at the intersection of Church and Macquarie Streets in the heart of the Parramatta CBD and is approximately 250m north of Parramatta Railway Station. The site is irregular in shape and has three street frontages being Church Street to the east, Macquarie Street to the south and Marsden Street to the west.

The subject site comprises two allotments and is legally described as:

Lot 1, DP 710335

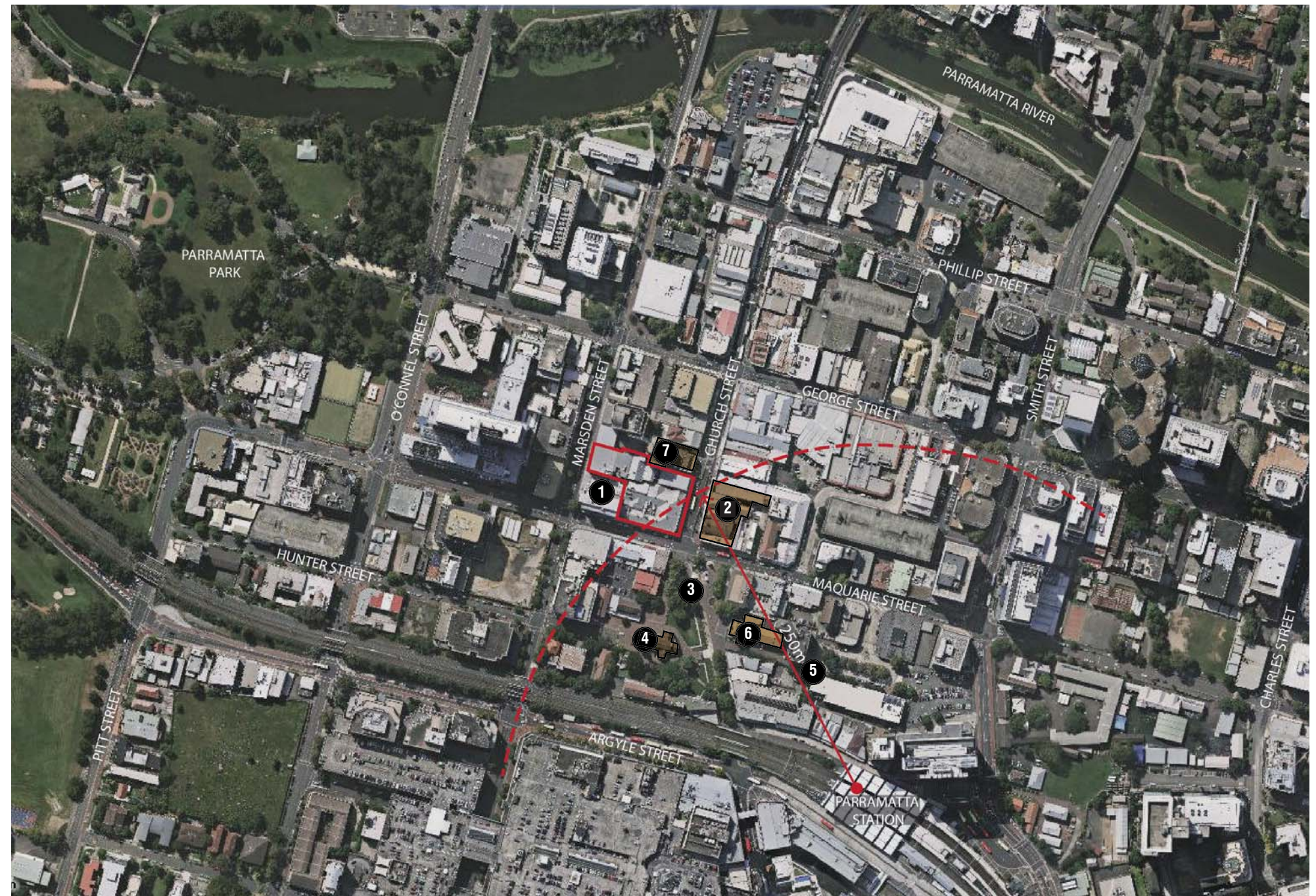
Lot 1, DP 233150

Existing development on 197 Church Street comprises a two storey, heritage listed building that is currently used for retail purposes. The building was constructed in 1925 as a department store and used as a Murray Bros department store until the 1980's. The building facade is considered to be an important element of the streetscape in Church Street, however the heritage fabric of the interior of the building is no longer intact and has no heritage value.

An aerial photo of the site is shown at Figure 1 and photographs of the site are shown overleaf.

A seven storey commercial building adjoins the site at the corner of Macquarie Street and Marsden Street. Directly opposite the site to the east are two storey retail premises, including a heritage listed building at 198 Church Street (on the north-east corner of Macquarie Street and Church Street) which is currently used as a Bendigo Bank branch.

To the south of the site is the Church Street Mall which comprises public open spaces and a number of heritage items including St John's Cathedral. The planned Parramatta Square project (bound by Church, Macquarie, Smith and Darcy Streets) is to the south east of the site. Parramatta Square will include new linear public domain space running parallel to Macquarie Street between Church Street and Smith Street.



The aerial image shows 197 Church Street (subject site) in the context of the Parramatta City Centre.

Figure 1

***“Intricate minglings of different uses in cities are not a form of chaos. On the contrary, they represent a complex and highly developed form of order.”***

Jane Jacobs

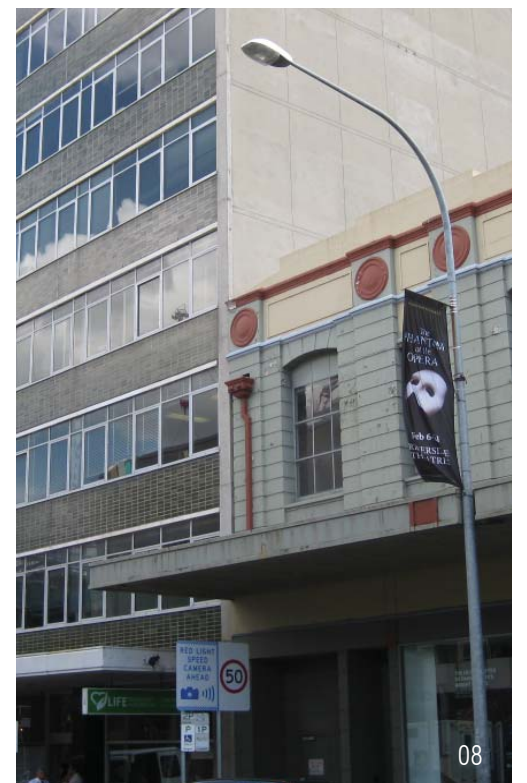
- 1. Seven Storey Commercial Building Adjoining 197 Church Street
- 2. 198 Church Street Bendigo Bank Heritage Item
- 3. Church Street mall
- 4. St John's Cathedral
- 5. Parramatta Square
- 6. Town Hall
- 7. 213 Church Street (Telstra House)

 Heritage Item



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The adjacent photos show the existing building at 197 Church Street as well as surrounding development. As seen in the photos, there is a strong built edge and corner definition along Church and Macquarie Streets.



- 01 Looking south-west along Church Street towards 197 Church Street
- 02 Corner element of 197 Church Street
- 03 Looking north down Church Street from Macquarie Street with 197 Church Street on the left hand corner
- 04 View west to heritage building adjacent to 197 Church Street (north)
- 05 View looking north along Church Street towards subject site and adjoining development
- 06 Looking north down Church Street with subject site forming strong corner feature in the street
- 07 Corner entrance to the 197 Church Street (Murray Bros building)
- 08 Adjoining development to the west of the subject site and having frontage to Macquarie Street



CONTEXT ANALYSIS

03



## 3.1.1 Strategic Context

There are several strategic metropolitan, regional and local planning frameworks that are directing and guiding the growth of Parramatta. These planning policy frameworks include:

- A Plan for Growing Sydney;
- Parramatta 2038 Community Strategic Plan;
- Parramatta City Centre Local Environmental Plan 2007;
- Parramatta Development Control Plan (including draft amendments);
- Design Parramatta; and,
- Parramatta Economic Development Strategy.

## 3.1.2 Metropolitan and Subregional Planning

The Government's vision for Sydney is: a strong global city, a great place to live.

To achieve this vision, the Government has set down goals that Sydney will be:

- a competitive economy with world-class services and transport;
- a city of housing choice with homes that meet our needs and lifestyles;
- a great place to live with communities that are strong, healthy and well connected; and
- a sustainable and resilient city that protects the natural environment and has a balanced approach to the use of land and resources.

*A Plan for Growing Sydney* sets out actions that will deliver these goals for Sydney. Each goal has a number of priority areas (directions which provide a focus for the actions). The actions include:

- accelerating urban renewal across Sydney at train stations, providing homes closer to jobs;
- growing a more internationally competitive Sydney CBD;
- growing Greater Parramatta as Sydney's second CBD;
- transforming the productivity of Western Sydney through growth and investment;
- enhancing capacity at Sydney's Gateways – Port Botany, Sydney Airport and Badgerys Creek Airport;
- delivering the infrastructure that is needed;
- promoting Sydney's arts and culture, tourism and entertainment industries;
- protecting our natural environment; and
- managing long-term growth.

The Plan identifies that many of Sydney's greatest opportunities lie in Western Sydney. Western Sydney has been identified as the key to Sydney's success and Parramatta has emerged as a second CBD for Sydney. *A Plan for Growing Sydney* seeks to reinforce this role. Changes are bringing a growing emphasis to the role of Parramatta as a Central Business District at the centre of the Sydney metropolitan area.

*A Plan for Growing Sydney* includes a vision for Western Sydney that will secure the city's productivity into the future – so that Western Sydney can meet its full potential, build strong centres and be an even greater place to live. Western Sydney will drive the future productivity of Sydney and NSW.

Investment in transport infrastructure, such as the South West Rail Link, the North West Rail Link, Western Sydney Rail Upgrade Program, **Parramatta Light Rail** and in the longer term, the Outer Sydney Orbital, will create new locations for housing growth that are connected to jobs, services and facilities – improving residents' access to jobs.

Improving transport connections between centres will improve access to jobs and support the location of economic activity in centres, unlocking Western Sydney's full economic potential.

Integrating land use decisions with transport improvements will lift the overall economic productivity of Western Sydney and create new opportunities for new investment in housing and jobs.

### Subregional Planning

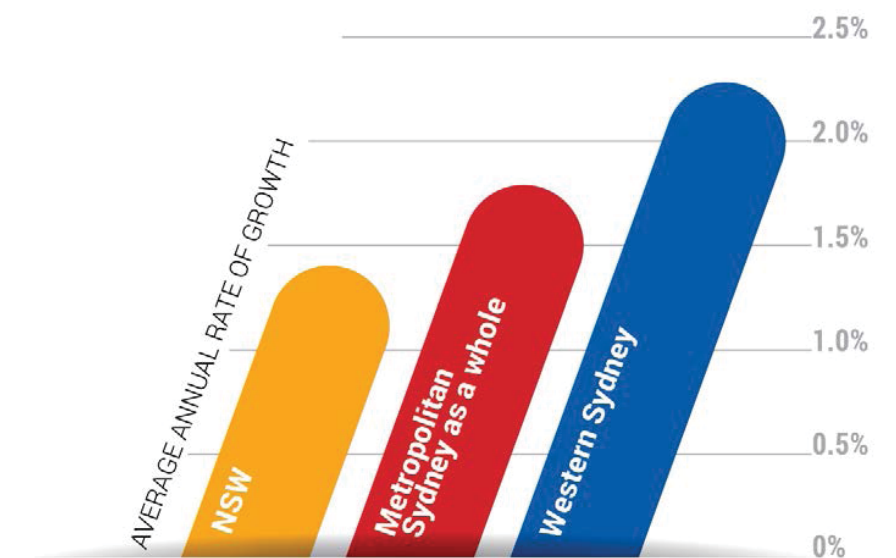
*A Plan for Growing Sydney* proposes 6 subregions within Sydney. Parramatta is within the West Central subregion.

The West Central subregion will be a significant focus for infrastructure investment and intensive growth over the next 20 years. Greater Parramatta will continue to be Sydney's second CBD and a focus for jobs growth and services delivery in Sydney's west. A growing and prosperous Greater Parramatta will be supported by a network of centres providing jobs and services closer to home for many of the subregion's residents. This will improve liveability and contribute to strong, resilient communities throughout the subregion.

In terms of the Parramatta CBD, the Plan recognises that it is necessary to retain a commercial core for long term employment growth and that delivery of the light rail services will improve connections between jobs and housing.

# “Western Sydney - key to Sydney's success”

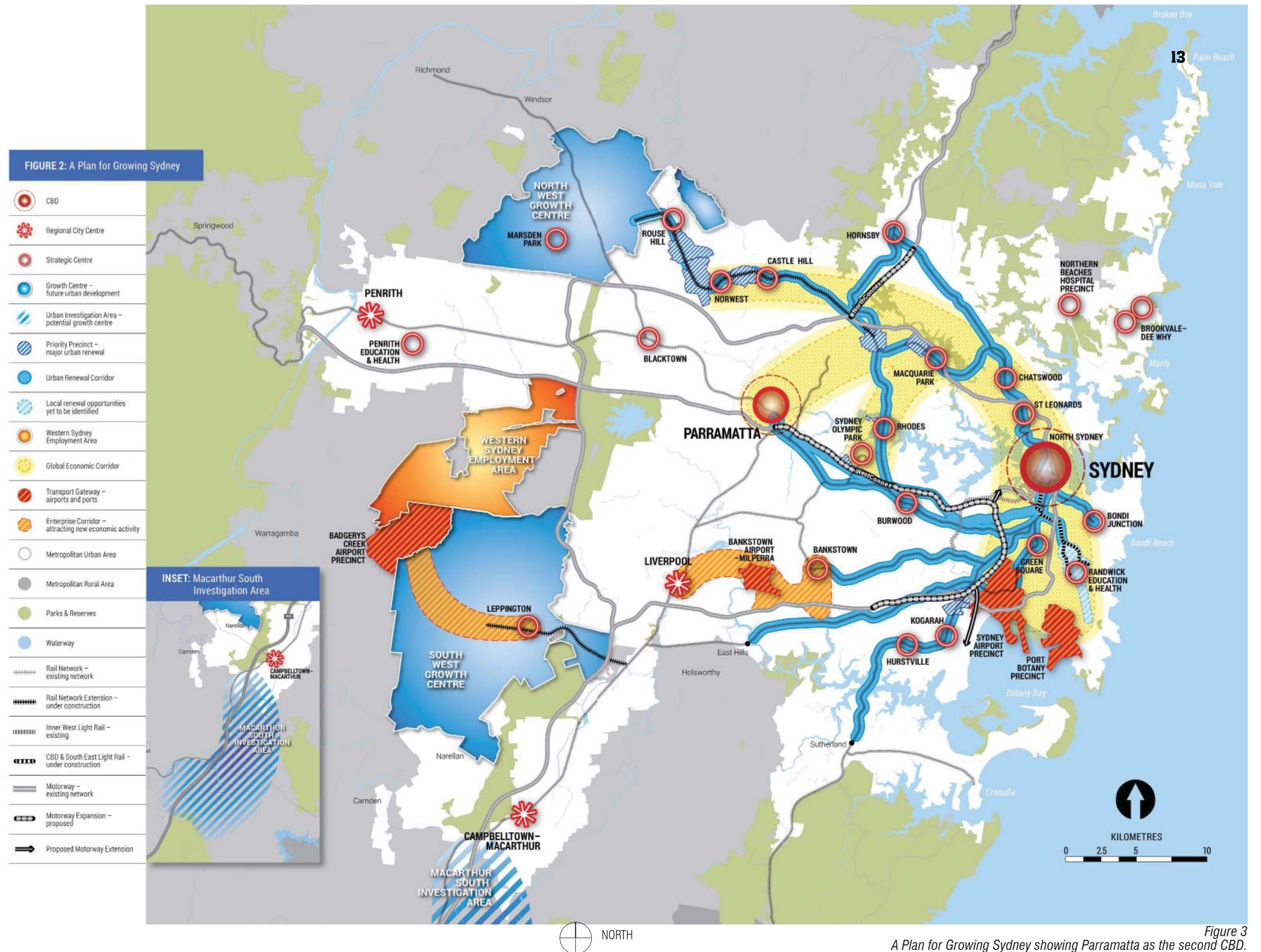
*A Plan for Growing Sydney, Pg 16*



Source: Department of Planning and Environment, 2014, *New South Wales State and Local Government Area Population Projections: 2014 Final*, NSW Government, Sydney.

Figure 2  
Annual projected rates of population growth 2011-2031







3.1.3 Bankstown Airport Planning Considerations

Bankstown Airport (BAL) has prepared a master plan - Master Plan 2014 which sets out BAL's objectives for the development of Bankstown Airport over the next twenty years.

BAL's aviation vision is to maintain and grow Bankstown Airport's role as a pre-eminent multi-use airport in Australia.

In order to ensure its core function as an airport is able to grow, the airspace in and around the airport must be protected. The protection of the airspace surrounding airports is critical to maintaining a safe operating environment for both current aircraft traffic types and levels as well as for future traffic types and levels. Consequently, it is necessary to restrict some types of development and land uses in the vicinity of airports. This ensures that airspace required to facilitate aircraft operations remains obstacle-free and, as a result, contributes to the safety and efficiency of those operations.

The Obstacle limitation surfaces (OLS) for Bankstown Airport comprise a series of imaginary planes surrounding an airport which must be kept free and clear of obstructions that could be hazardous to aircraft taking off or landing at the facility. The surfaces are intended to prevent development of airspace obstructions that could adversely impact air navigation or the usability of the facility. The diagram at Figure 3 shows the OLS for Bankstown Airport and indicates that Parramatta is in the Outer Horizontal Surface suggesting it is in a least sensitive zone. The PANS-OPS surfaces are similar to OLS and are the protection surfaces that guarantee an aircraft certain minimum obstacle clearance. The PANS-OPS are the tool to be applied when assessing building development. Where buildings maybe permitted to penetrate the OLS (in certain circumstances) they cannot breach the PANS-OPS surface. According to the Parramatta City Centre Planning Framework Study (Architectus,

September 2014) the prescribed airspace of Bankstown Airport includes an OLS of 156m AHD and the PANS-OPS is 305m AHD. The ground level of the City Centre is approximately 10m AHD.

3.1.4 Parramatta Light Rail

The current proposal to introduce a light rail transportation system to connect Westmead through Parramatta and Olympic park to Strathfield is supported by all major parties contesting the 2015 NSW State Elections. This project would see a reliable, secondary public transportation network interlinking the various suburbs centralised around Parramatta. This important node will serve as the heart of the light rail network and, coupled with the robust property development plans of central Parramatta, promote a strong central business district.

(Source: <http://www.smh.com.au/nsw/nsw-state-election-2015/nsw-election-2015-labor-backs-western-sydney-light-rail-from-strathfield-to-parramatta-20150220-13katr.html>)

The Parramatta Light Rail is identified as one of the transport infrastructure projects in *A Plan for Growing Sydney* that will improve access to jobs.

*“I end, then, in praise of small spaces. The multiplier effect is tremendous... For a city, such places are priceless, whatever the cost.”*

*William H. Whyte*

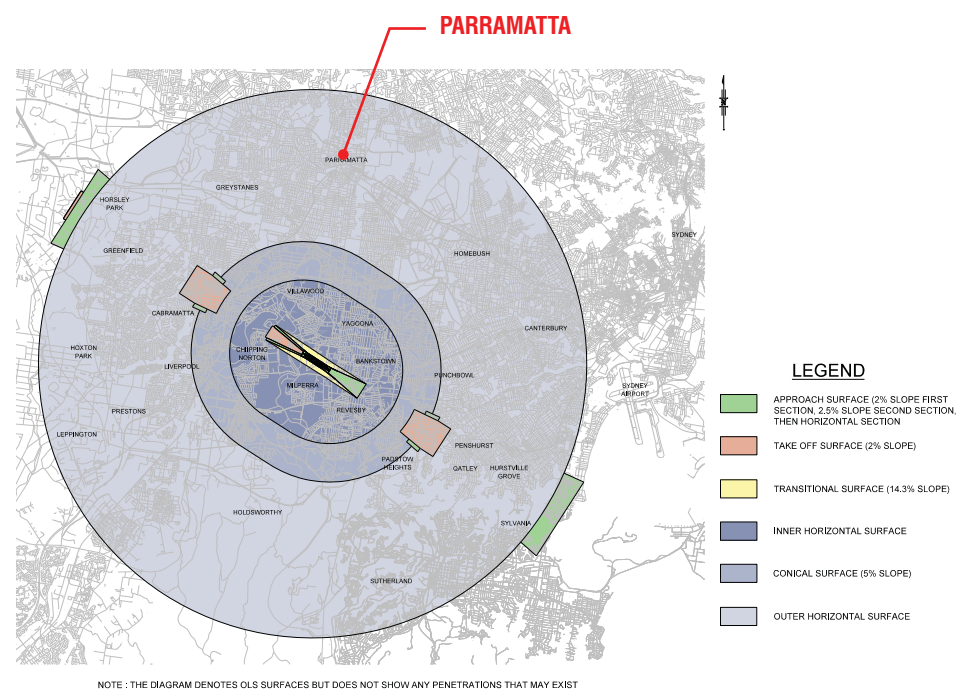


Fig 4: Bankstown Airport Obstacle Limitation Surfaces (OLS) (Source: [www.bankstownairport.com.au](http://www.bankstownairport.com.au), Appendix D (Airspace Protection))

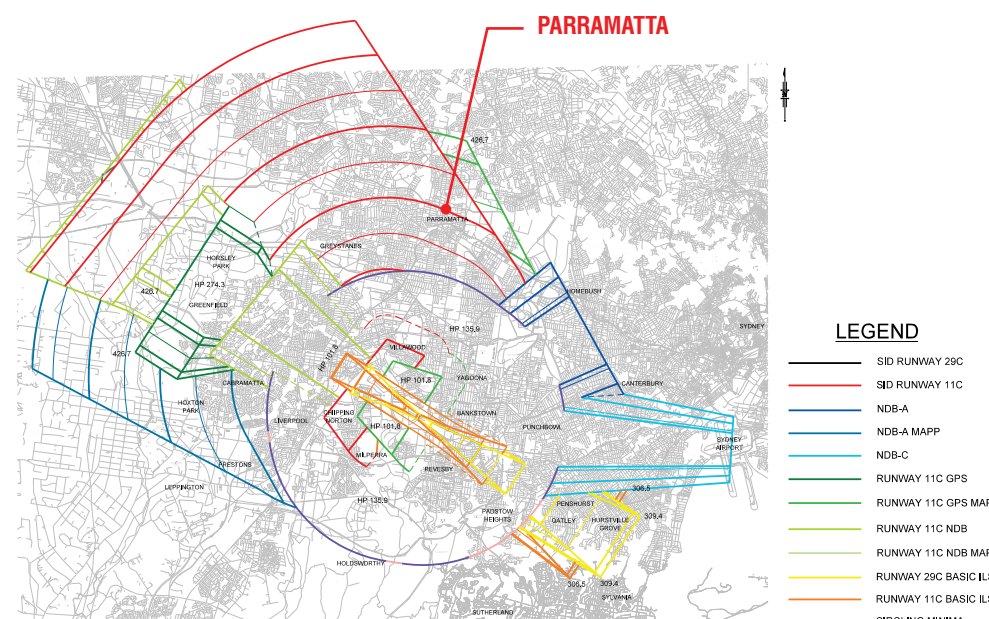


Fig 5: Bankstown Airport PANS-OPS (Source: [www.bankstownairport.com.au](http://www.bankstownairport.com.au), Appendix D (Airspace Protection))



Fig 6: An Artist's impression of a light rail service through Parramatta (Source: <http://www.smh.com.au/nsw/nsw-state-election-2015/nsw-election-2015-labor-backs-western-sydney-light-rail-from-strathfield-to-parramatta-20150220-13katr.html>)



## 3.2.1 Local Character

In understanding the local context, R+M has conducted an extensive site visit, photographic documentation on foot and with the help of a drone. The following is a summary of the local character within the vicinity of the subject site.

### Character along Church Street:

As shown in the images adjacent, Church Street character varies from a car dominated, large commercial business showrooms and large box retail (Westfield) south of the railway line to a more pedestrian friendly small strip retail punctuated with heritage buildings and cafes that spill out onto a covered wide footpath to the centre. The section of Church Street between the railway line and Macquarie Street is a dedicated pedestrian zone that links the heritage listed St Johns Church, City Town Hall and Centenary Square. Recent landscape upgrades have seen the installation of an interactive fountain display in front of the City Town Hall.

The Parramatta River acts as a natural transition back to bigger footprint mixed use residential buildings, theatre and a large public park (Prince Alfred Square).

New high rise developments along the south end of the Parramatta riverfront is giving it a modern look in contrast to the previous fragmented medium to low rise character.



KEY PLAN

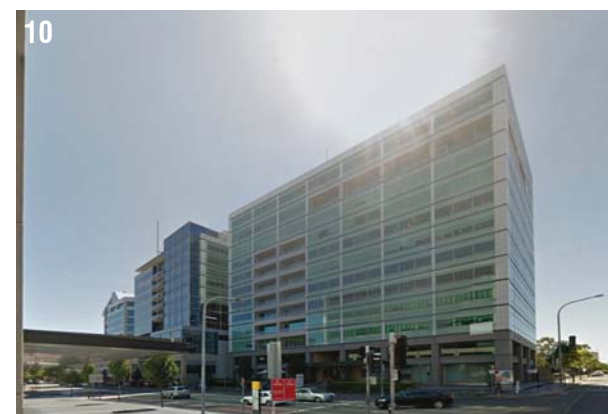
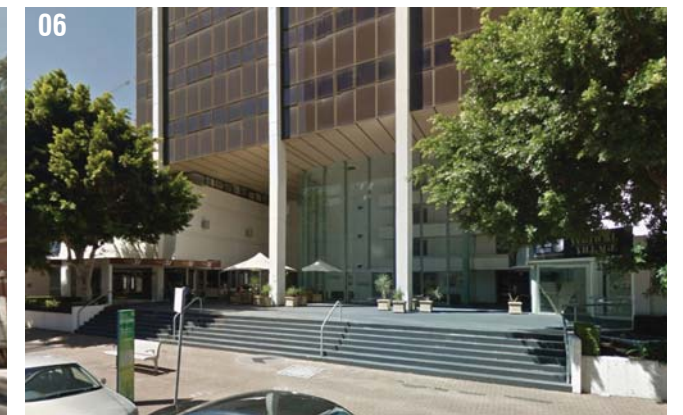
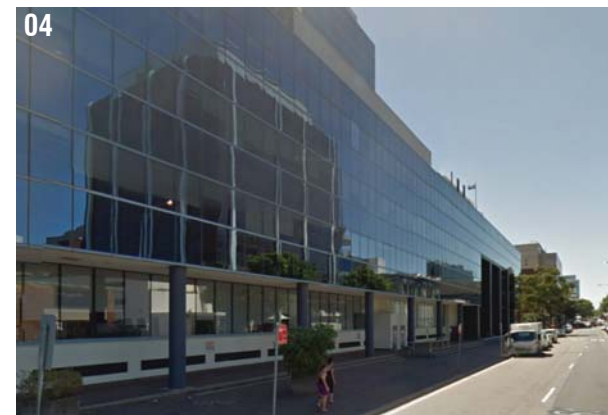




## Character along Macquarie Street:

The East-West stretch of Macquarie St starts and ends at two large public parks - Robin Thomas Reserve on the East end and Parramatta Park to the West. The street is a mix of medium to high rise mixed use buildings with ground floor public plazas, heritage buildings and community buildings like the Parramatta RSL Club and War Memorial.

The street has awnings / covered walkways that vary from one to two storeys that fragments at open parks and heritage buildings. There are currently very few street trees and those that are provided are widely dispersed.



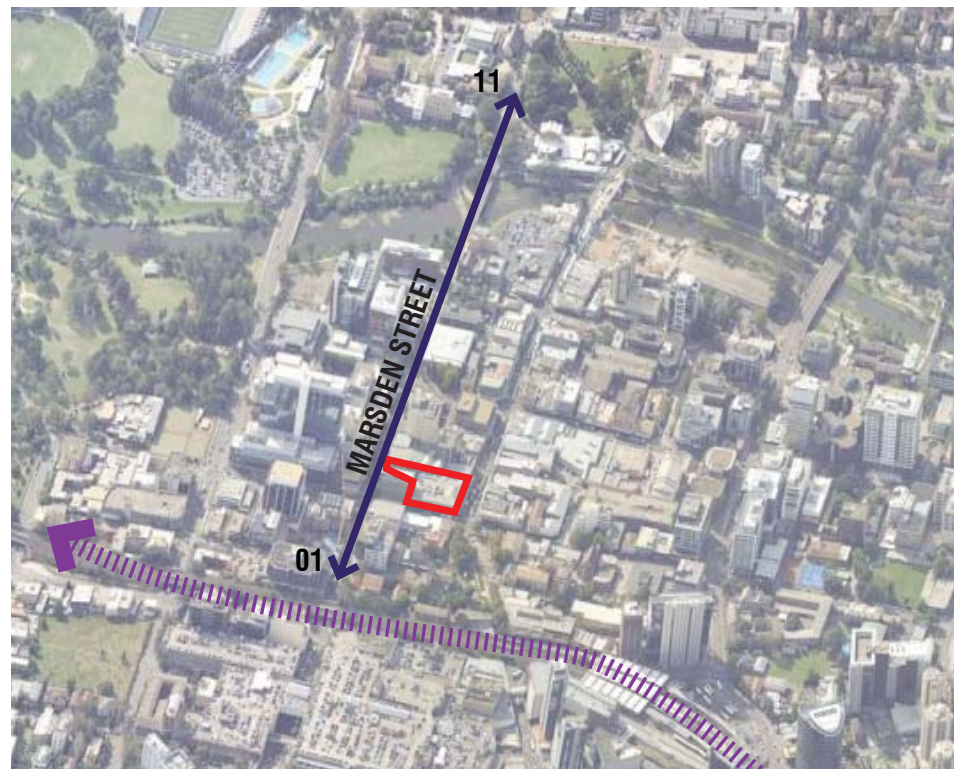
KEY PLAN



## Character along Marsden Street:

The street character moves from a chequered facade of blank facades, isolated cafes, entry into car parks & commercial to large civic buildings like the Parramatta Local Court, Justice Precinct and Parramatta Police Headquarters.

The street is also characterised by wide footpaths, street trees, landscaped & publicly accessible street corners with significant heritage retained and displayed.



KEY PLAN



## 3.2.2 Existing Urban Forms:

The site is strategically located at the corner of Parramatta's main urban civic space with excellent views to and from the site along the main pedestrian / vehicular corridors.

The site is currently has retail uses with several shops lining Church & Street Macquarie Street edge.

As a large significant site, it has the capacity to contribute significantly in reinforcing the urban fabric within the city centre and house a large number of residents within walking distance to public transport, retail, and entertainment, commercial and civic uses.

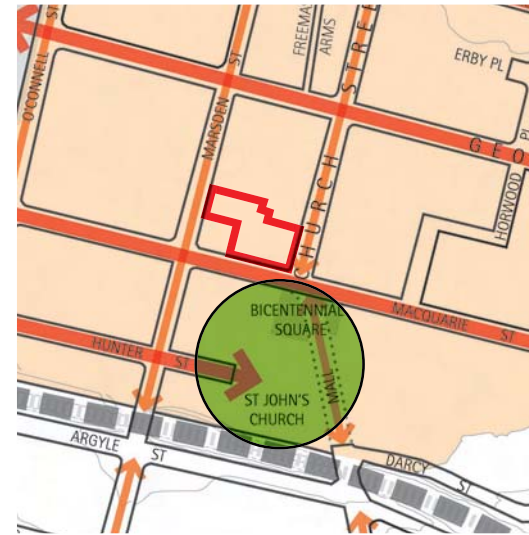
It has the potential to contribute and add to the lane network within the City centre thereby expanding and extending the Church St retail & cafe experience to Marsden Street.

The site is well connected by public transport, straddles the two main North-South streets and within walking distance to Parramatta railway station.

The site sits along a street with rich heritage and potential archaeological finds thereby having the potential of making a significant contribution to the Parramatta Art Walk.

It has the potential to provide ground level publicly accessible open space that could form part of an extension to the existing urban civic space.

### Topography & Structure:



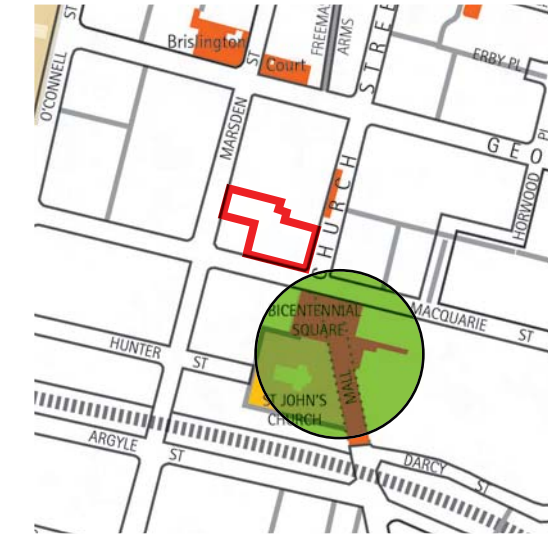
- Urban Barrier (river and railway)
- Low Lying Area
- Ridge
- Long Continuous View
- Short View

### Heritage & Setting:



- Original Georgian Street Grid
- Significant Heritage Building
- Parramatta River and Tributaries
- /// Meeting of Salt and Fresh Water
- 4m, 6m and 8m Contour
- 20m Contour
- ▬ 1860's Rail Line

### Public Space, Parks & Landscape:



- Parkland
- River Foreshore Parkland
- Public Space
- Property with Open Space that Contributes to the Landscape or Public Domain
- Lanes Network

### Figure Ground Plan:



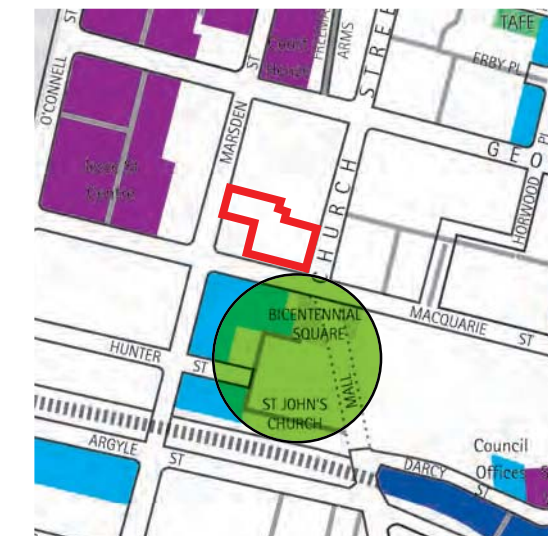
- Building Footprint
- Open Space

### Arts & Cultural Uses:



- Parramatta Art Walk
- Sport, Community or Cultural Facility
- Retail
- Dining, Pub, Bar, Hotel and Serviced Apartments
- Public Space and Parks
- Walk Parramatta Route
- Lanes Network

### Commercial, Civic & Educational uses:



- Transport Interchange and Ferry Terminal
- Office Uses
- State and Federal Government Uses
- Schools and Educational Uses
- Automotive Uses
- Lanes Network

### Legend

- Subject Site
- Civic Space

(Source: Parramatta City Centre - Urban Forms)



Use Hubs:



- Legal Hub
- Offices / Employment Hub
- Entertainment, Cultural and Recre
- Retail Spine
- Lanes Network

Street Hierachy:



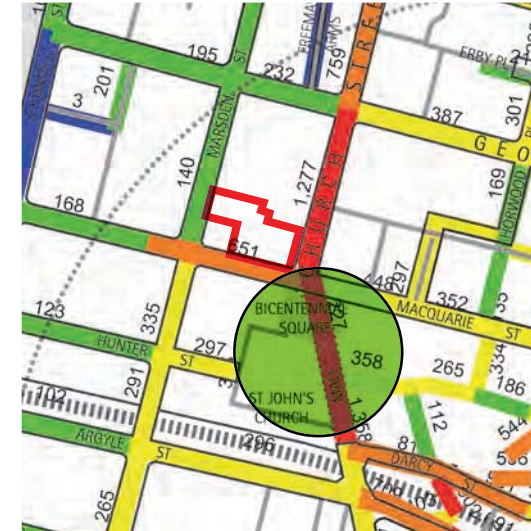
- City Ring Road (proposed in Integrated Transport Plan)
- Main North South Street
- Main East West Street
- Future Civic Link
- Minor City Street
- Lanes Network

Transport & Parking:



- Parramatta Loop Bus
- Bus Route
- Future Civic Link
- City Ring Road (proposed in Integrated Transport Plan)
- Rail Line
- Riverbank Park and Cycle Link (Olympic Park to Parramatta Park)
- Main Publicly Accessible Car Parks
- Lanes Network

Pedestrian Counts:



- 1,000 - 5,000
- 500 - 1,000
- 250 - 500
- 100 - 250
- 50 - 100
- 0 - 050
- Lanes Network

Local Accessibility:



- Low Local Accessibility
- Lanes Network

Change Potential (next 20 years):



- HIGH CHANGE POTENTIAL**
- Major Development Application Received or Successful Design Competition Submitted or
  - Council Owned Land with Potential for Dev
  - 12m Height Constraint
  - Significant Heritage Building
  - Heritage Site
  - Strata Property
  - Substantial Existing Building
- LOW CHANGE POTENTIAL**

Major Urban Renewal Sites:



- Potential for Large Scale Urban Renewal
- Incremental Development (as individual buildings are re
- Minimal Change Potential (strata, heritage, height or lo

Existing Pavement Survey 2011:



- Existing City Centre Paving (March 2011)
- Proposed City Centre Paving
- Existing and Proposed Special Areas
- Lanes Network
- Foreshore Treatment
- Block Number

Existing Tree Survey:



(Source: Parramatta City Centre - Urban Forms)



### 3.2.3 Applicable Controls (LEP & DCP) on site

The applicable controls sets the basis from which further study can be done to justify an increased height and FSR on the subject site.

The current controls on site are:

- Zoned for mixed use development.
- Maximum Floor Space ratio of 4:1
- Maximum building height of 36m with a 12m height limit (3 storey height limit) to a depth of 18m along the Church Street boundary.
- 14m or 4 storey street edge along Macquarie St and Marsden Street to a depth of 6m
- 0m setback for building alignment along street edge.
- Corner tower maybe built to street edge for the first 45m within the site/amalgamation (except for corners with Church Street frontage)

Side setback:

- Zero lot side setback up to street frontage height / max 26m
- Minimum 3m side setback for non residential use and 6m for residential use for buildings less than or equal to 54m.

Rear setback:

- Zero lot setback to rear boundary up to street frontage height / max 26m.
- Minimum 9m rear setback for buildings less than or equal to 54m.

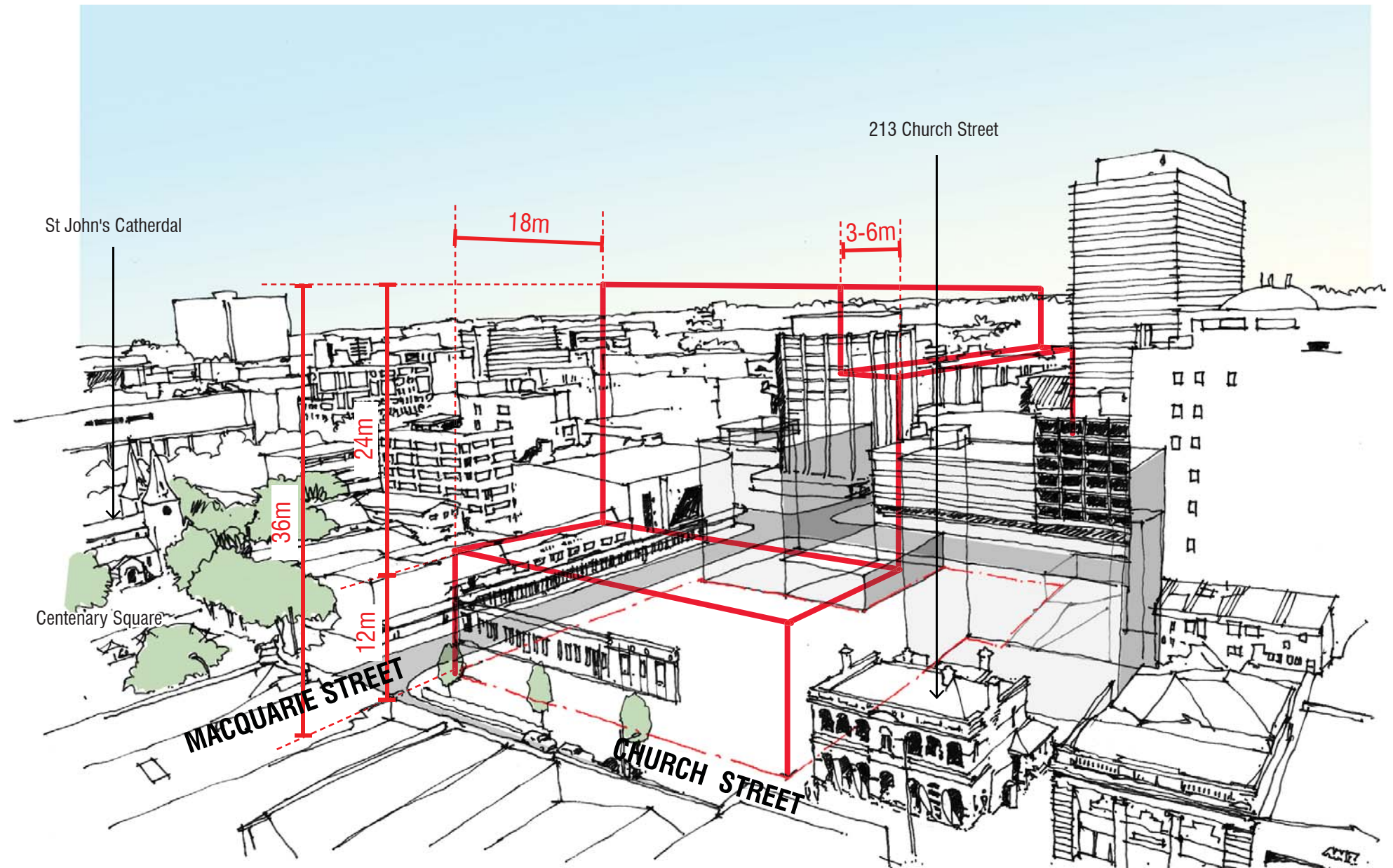
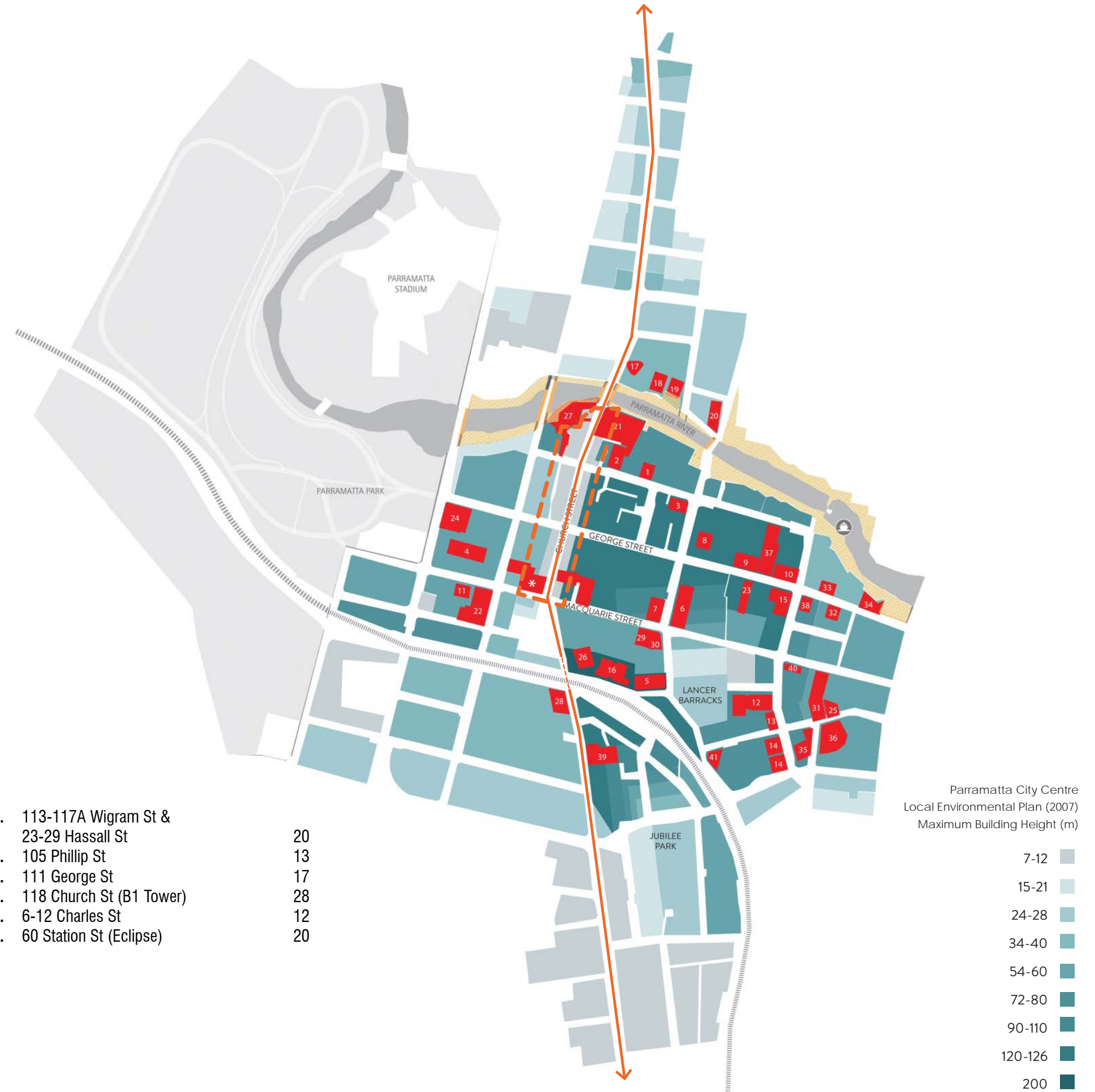


Figure 7  
Applicable Controls on Site

3.2.4 Development Context

In recognition of its status as the other CBD of Sydney, Parramatta is a city undergoing rapid transformation with a number of planning proposals and development applications for significant buildings which will contribute to the reshaping of the CBD. Major new commercial, residential and mixed use developments have been built, are currently under construction, approved, or are planned. A number of these developments propose building heights in excess of the height plane established by the Parramatta City Central Local Environmental Plan 2007 (LEP). As a result, there are signs that the future character of the city is somewhat different to that envisaged in PCC LEP.

As illustrated in the accompanying drawing, there has been a significant number of development applications for new buildings within the Parramatta City Centre in recent years. These are listed below and include applications which sought an amendment to modify the maximum permissible LEP height.



No.	ADDRESS	No. OF STOREYS
1.	32 Phillip	14
2.	Crowne Plaza	15
3.	56 Phillip St	10
4.	2-12 Macquarie St	22
5.	1 Smith Street (Sydney Water)	17
6.	18 Smith Street	10
7.	Macquaire St	9
8.	100 George St	17
9.	126 George St	15
10.	Colonial Tower	20
11.	31-35 Macquarie St	12
12.	NSW Police HQ	12-15
13.	14 Hassall St	18
14.	13 Hassall St	20
15.	95 George St	13
16.	Stages 5 & 6 (Parramatta Square) 53	
17.	Sebel Hotel	15
18.	3 Sorrell St.	19
19.	1 Sorrell St	12
20.	18 Wilde Ave	8
21.	330 Church St	34 & 56 (LEP amendment)
22.	45 Macquarie St (V by Crown)	28
23.	89 George St	14
24.	20 O'Connell St (Jessie Centre)	20
25.	26-30 Hassall St	17
26.	Aspire Tower	90 (LEP amendment)
27.	Discovery Centre	41
28.	Westfield Tower	120m
29.	153 Macquarie St	4/16
30.	169 Macquarie St	15
31.	189 Macquarie St	30 (LEP amendment)
32.	109-113 George St	19
33.	180 George St	13
34.	184-188 George St	12
35.	21 Hassall St	10

36.	113-117A Wigram St & 23-29 Hassall St	20
37.	105 Phillip St	13
38.	111 George St	17
39.	118 Church St (B1 Tower)	28
40.	6-12 Charles St	12
41.	60 Station St (Eclipse)	20

Parramatta City Centre  
Local Environmental Plan (2007)  
Maximum Building Height (m)

- 7-12
- 15-21
- 24-28
- 34-40
- 54-60
- 72-80
- 90-110
- 120-126
- 200



3.2.5 Planning Controls Summary

The site is zoned B4 Mixed Use under Parramatta City Centre Local Environmental Plan 2007 (PCC LEP), and a broad range of land uses are permissible including retail, commercial and business premises, shop top housing and residential flat buildings. The site has a 12m building height limit fronting Church Street and a 36m height limit for the remainder of the site. Floor space ratios of 3:1 and 4:1 apply to the site.

The site is not identified as flood prone land, however the Church Street and Macquarie Street roadways are. The site is heritage listed (item 11 in PCC LEP).

The existing PCC LEP controls only provide limited development potential and preclude the ability to provide significant public benefits, or a high quality architectural design. There is no financial benefit or economic incentive based on the current height and FSR controls. The site is however ideally located to achieve a landmark building on the site and deliver significant public benefits.

The more detailed controls for the Parramatta City Centre are contained in Section 4.3.3 of Parramatta DCP 2011. This section of the DCP includes a wide range of development controls in relation to building form, pedestrian amenity, access and parking, environmental management as well as controls for special areas including the Parramatta Square precinct. The site is proximate to the Parramatta Square precinct which is the focus of civic activity in the CBD. Under the Parramatta Square controls, there is a provision relating to solar access to an identified part of Parramatta Square public domain between 12pm and 2pm in mid-winter.

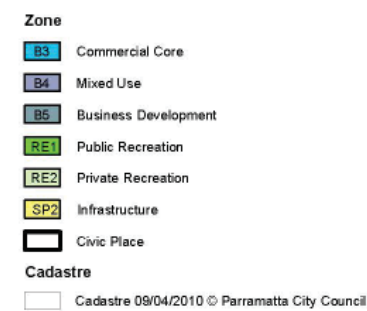


Figure 8  
Land Use Zoning Map (extract from Parramatta City Centre LEP 2007)

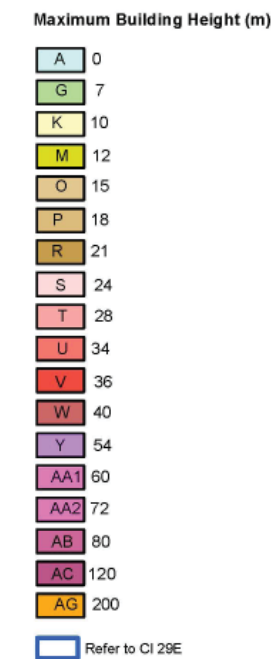
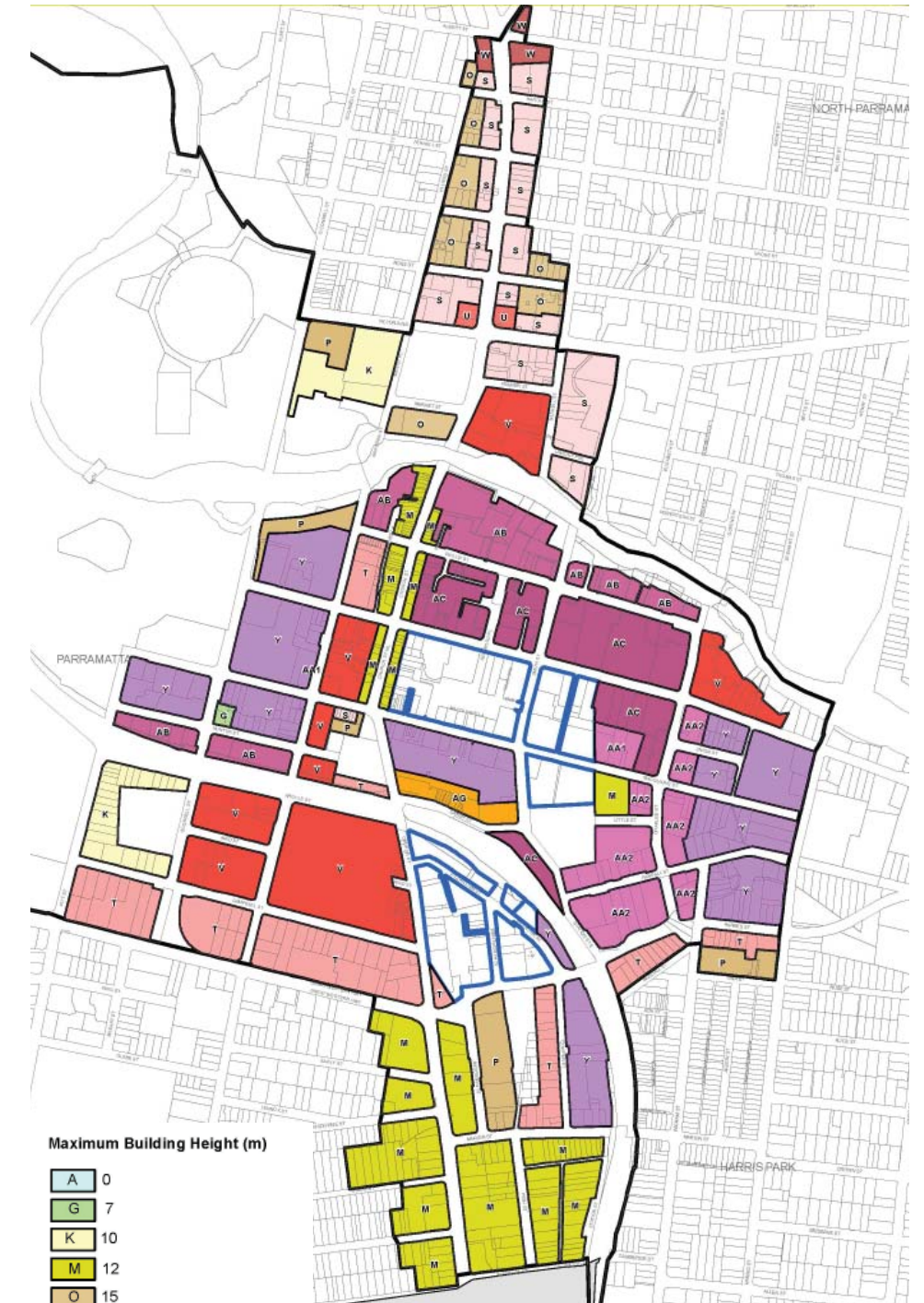


Figure 9  
Height of Buildings Map (extract from Parramatta City Centre LEP 2007)



## 3.2.6 Pedestrian Links & Activity

Parramatta City Council has spent considerable time and resources on improving the public domain areas of the LGA and the CBD in particular. Council's publication Public Domain Guidelines (March 2014) describe the importance of a well-designed public domain area in the following way:

*"A high quality public realm is vital for the economic, social and environmental sustainability of Parramatta. Well connected and good looking streets and public spaces contribute to the city's pedestrian and environmental amenity and provide the location for important social activities including sitting, people watching, window shopping and the city by supporting sustainable travel and equitable access, health and wellbeing, public safety and social engagement."*

The public domain are those areas in a city and its neighbourhoods which are publicly accessible, shared spaces. The public domain includes streets, lanes, squares, parks and building setbacks. The redevelopment of the site at 197 Church Street provides an opportunity to extend and enhance the existing public domain experience in the vicinity of the site by creating a new publicly accessible forecourt.

Fundamental to any design on the site will be the way the ground floor plane interacts with the existing urban structure. Council also recognises that there is a significant amount of work still required to ensure the public domain areas of the Parramatta CBD meet the expectations of its residents, workers and visitors. The Design Parramatta project aims to improve city amenity and character by creating visions for key streets, parks and public spaces. It is envisaged that as these projects are implemented over the next decade, Parramatta will be progressively strengthened by a mosaic of exciting public space improvements that will combine to transform the city into a truly memorable place.

By siting a landmark building at this key location, legibility to other areas within the CBD will be improved. The site also creates an opportunity for an anchor along the north-south spine to further encourage movement through the ground floor plane of the city and for an improved public domain including an opportunity to stitch archaeological and historical elements into the public domain layer.

The adjacent graphic builds on the principles and visions for pedestrian movement and public domain projects identified in the Design Parramatta publication, having regard to the context of this site and its strategically significant location within the CBD in terms of the contribution it can make to enhance the pedestrian experience. Site permeability will need to be carefully considered as part of any design response for the development of this site given its prominent corner location and position on the Church Street spine. The adjacent concept sketch shows:

- Potential through site pedestrian links.
- Strong links from Parramatta Mall, through the site to Marsden Street and Church Street, together with a link to the proposed Discovery Centre via Freemason Arms Lane.
- The potential for the streets around the site to become more

pedestrianized. Giving pedestrians priority over vehicular traffic, particularly along Macquarie Street and Church Street will activate the ground level plane of the CBD in these locations.

Subject to further investigations, development of this site also provides an opportunity to display subterranean heritage items in situ. In this way the site can become part of a CBD heritage walk which could extend from Lancer Barracks, through Parramatta Square and the Mall, through and past the site and along Church Street to Lennox Bridge.

There are strong east-west links between the CBD and Parramatta Park along Phillip, George and Macquarie Streets. The opportunity to improve the public domain areas between Church Street and Parramatta Park along Macquarie Street in the context of Council's vision for Macquarie Street can be explored as part of any redevelopment of this site.

Other through site links which will also enhance pedestrian movement and activity to other precincts within the CBD, such as the Justice Precinct, in the vicinity of site.

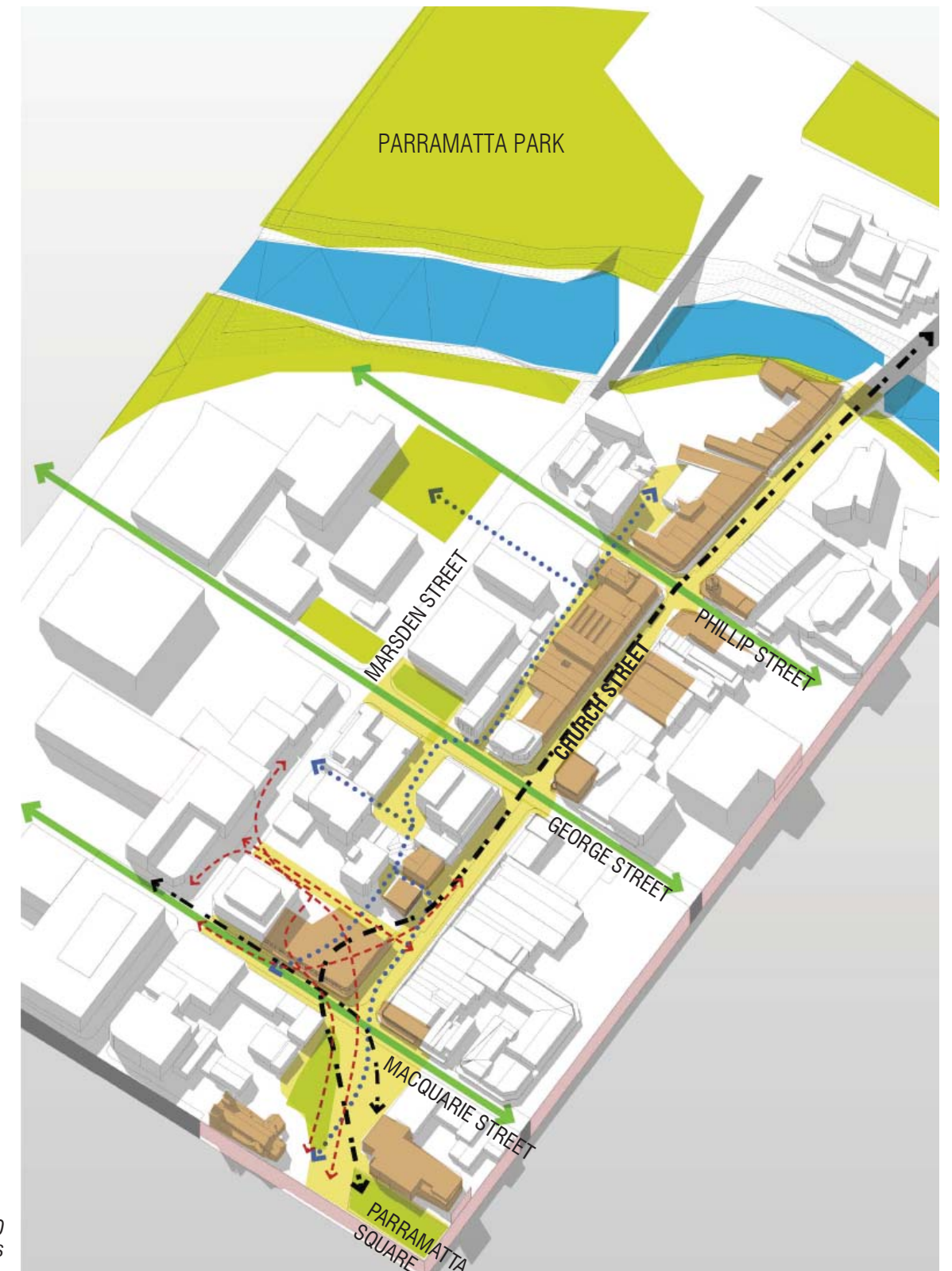


Figure 10  
Existing & potential pedestrian through links

<b>KEY:</b>	Through site pedestrian links	Lots with Heritage Significance along Church Street
	Church Street heritage walk	Pedestrian access to Parramatta Park
	Pedestrian priority streets	Other potential through site pedestrian links

URBAN DESIGN  
CONSIDERATIONS

04



## 4.1.1 Identity and character

Cities represent the sum of the parts; a composition of buildings and spaces that create a city's unique identity and character.

Cities are the product of the interplay of block structures, built form, open space, topography and land use controls which combine and emerge from the ground floor plane to reveal a character and story unique to that place.

When considering some of the world's most impressive cities, it is its collection of buildings that create the unique character. Stepping back, and appreciating cities from afar, is where you can appreciate the skyline.

While size is not everything, there is competition between cities relating to the tallest buildings. City skylines can tell a story about a city - about its evolution and its future. About how it continues to reinvent itself to become timeless and relevant. A mix of building heights and diversity of architecture resonate the organic growth of a city and communicate this story.

## 4.1.2 City Skylines

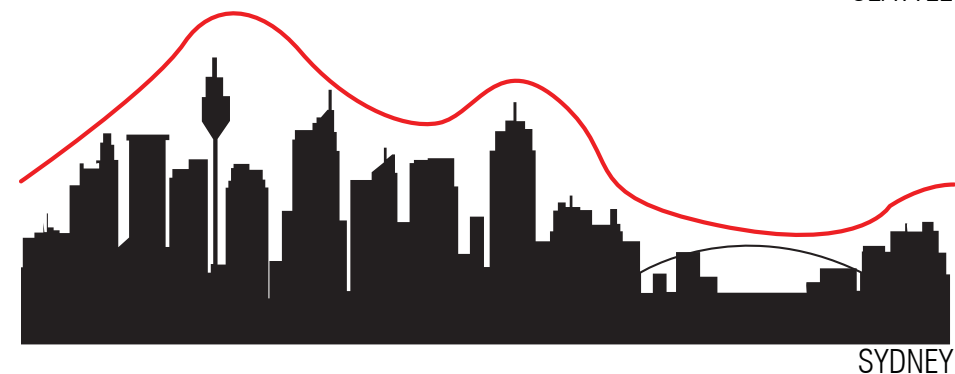
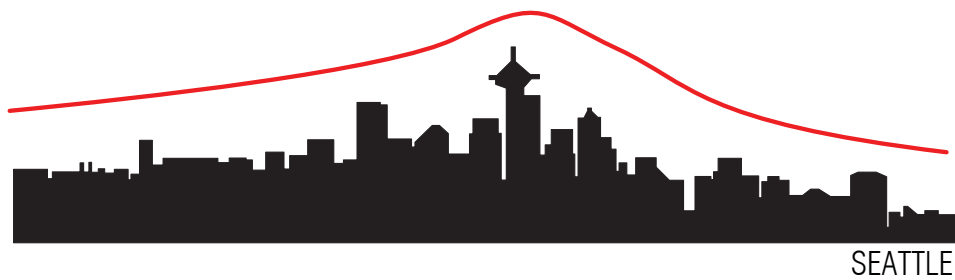
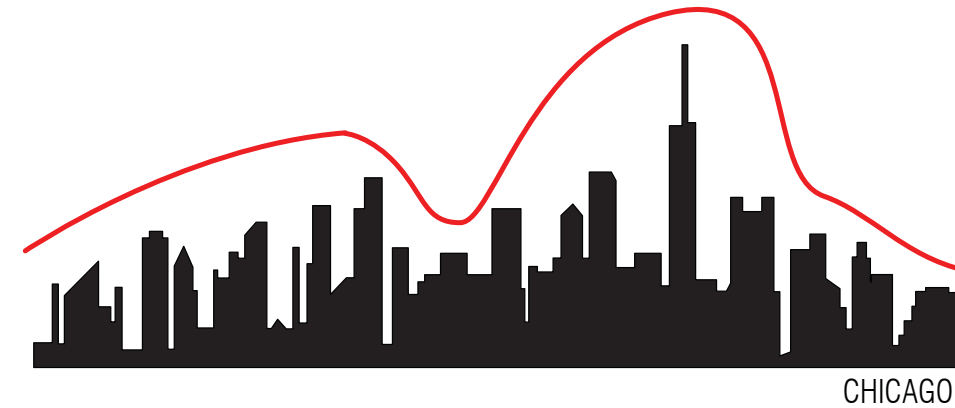
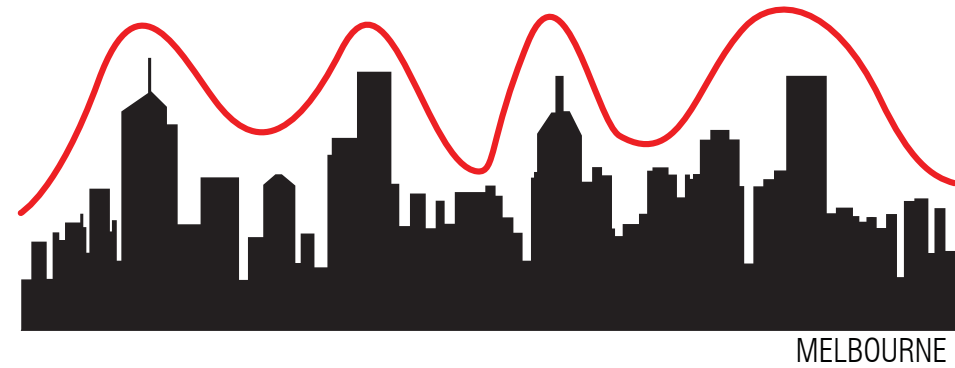
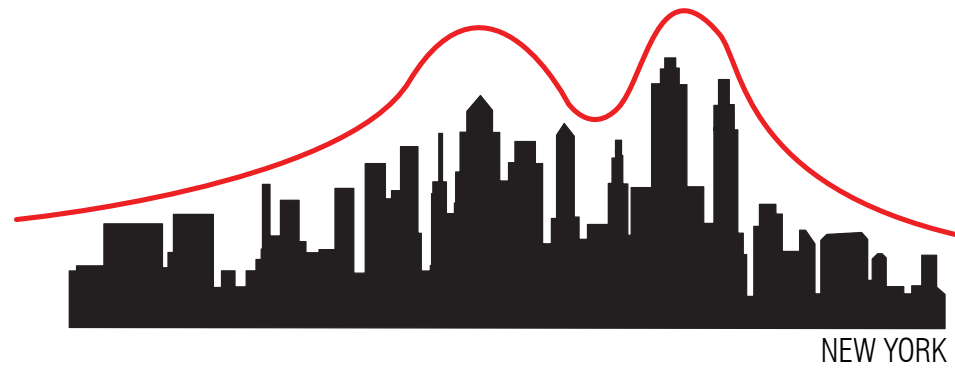
A city's skyline is a city's profile. It is its DNA. It can be iconic due to one or two significant architectural elements, however, it is the collection of buildings and how these are set in the context of the rest of the city that generates a recognizable silhouette.

The rhythm and spacing between buildings, combined with a diversity of form and a mix of heights, results in the unique pattern and iconic silhouette of a city. Reflecting patterns of space and uses on the ground, landmark buildings and iconic architecture can reinforce a city's structure. The location of a landmark tower adjacent to a key public square, street, civic function or park, for example, reinforces the hierarchy and importance of that space and help to make a city legible.

As seen in the city skyline silhouettes adjacent, the rhythm and spacing of buildings is different amongst cities throughout the world, reflecting each city's unique qualities.

It is interesting to note that no two cities are similar in their skylines whether it's an outcome of topography, planning, time led growth & expansion or other influences. It is in fact the ability for a city skyline to morph and modulate as the needs of its users and residents change that can make it memorable and unique.

Unique silhouettes can often be easily recognisable in an international context and as a result, promote the city for business, commercial and tourist activities. In essence, city skylines can become a brand.



01 Melbourne, Australia 02 Toronto, Canada 03 Vancouver, Canada  
04 Chicago, USA 05 Seattle, USA 06 Sydney, Australia



***“First life, then space  
and then buildings  
have the character of  
a universal requirement for  
planning processes in  
the 21st Century”***

*Jan Gehl,  
Cities for People*

#### 4.1.3 A Place for People

Attractive and functional pedestrian environments, which offer recreational and social activities on the streets, which are legible and which are linked, create an appealing and lively environment for people.

Pedestrians should be given high priority throughout all of the Parramatta city centre. Focus on the ground floor plane, particularly enhancing Church Street as the main north-south pedestrianized spine of the city, is key to any design concept along this street. Recognising the key corner location of the subject site at the edge of Church Street Mall/Parramatta Square reveals a latent opportunity to create an anchor to draw people to and through Church Street.

A design which provides a ground floor that encourages people to move through the space, linking effortlessly to the streets creating opportunity i.e. to linger and enjoy different experiences, will promote activity and movement in the city.

According to Gehl (2010), the key to a lively and delightful city is its ability to provide people with activities to stay and spend time in the space. "The good city has many similarities to a good party: the guests stay on because they are enjoying themselves." (Jan Gehl, Cities for People)

#### 4.1.4 Unique Spaces & the Ground floor plane

Cities are a pastiche of different spaces. Collectively these spaces form the fabric of the city. Spaces between buildings, lane ways, green parks, and voids are incidental spaces that offer opportunities for people to live and experience the city.

Sometimes these spaces emerge unplanned. They can be an organic response to a set of conditions at the time. Other times, by encouraging a mix of land uses and creative architectural responses, activated spaces can be created. Essentially, the ground floor of the city is the layer which provides for the organization of city life; the layer where most interaction occurs.

The opportunity for Parramatta to encourage a higher concentration of mixed uses, will have a significant impact on the life of the city both during the day and the night. Encouraging unique architecture, with active ground floor uses will stimulate pedestrian activity and create an energy in the centre.

Opportunities for public squares and spaces within Parramatta go beyond Parramatta Square. While this space is the geographic heart of the city centre, there are many latent opportunities such as Horwood Place, Erby Place, lane ways, and the River Foreshore, to name just a few, which collectively create an energetic city centre. It is the sum of these spaces and the links between them that makes Parramatta unique and offers different experiences for its inhabitants.





## 4.1.5 Old and New

A city's ability to strike a balance between old and new, its history and its future, to ensure that it is timeless and relevant, is a challenge faced by most cities in the world. Cities need to build on their past to prepare for their future.

Parramatta is home to some of Australia's oldest colonial history. A major aim of Council is to conserve Parramatta's heritage to help understand the past and to enrich the character of Parramatta for the benefit & education of future generations. The increased development within the CBD in particular presents a challenge as to how to sensitively conserve heritage whilst still accommodating new developments.

A unique opportunity exists to preserve the heritage items which may be located on the subject site and make them available for the education and enjoyment of the general public. One option is to reveal these layers which have been hidden by incremental development over time.

Church Street in Parramatta between the river and the railway is replete with archaeological remains from the date of the earliest settlement in the area. The site has many valuable remains capable of revealing extraordinary evidence of convict and Indigenous habitation stretching back beyond the arrival of the First Fleeters.

An approach which provides opportunities to grant full visual and spatial access to excavated archaeological remains that may still be present on the site will be tremendously cogent from a heritage point of view to the extent that it could become a model for all future development along Church Street between the river and the railway. The opportunity to integrate this layer into the public domain can tell the story of the history of the site.

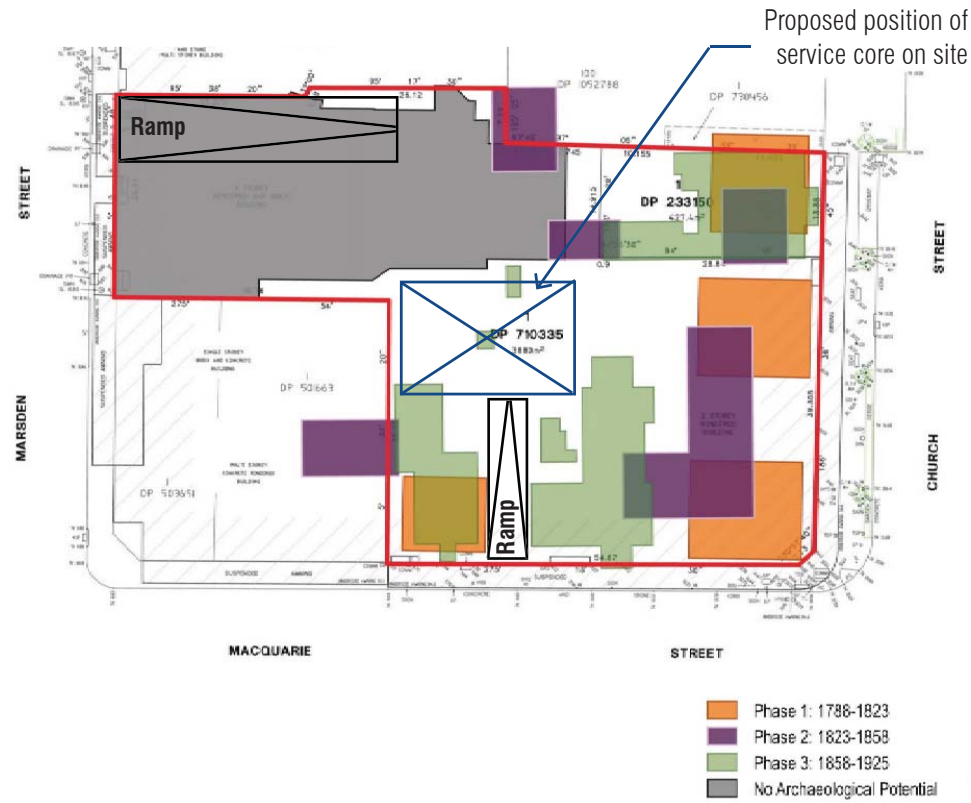
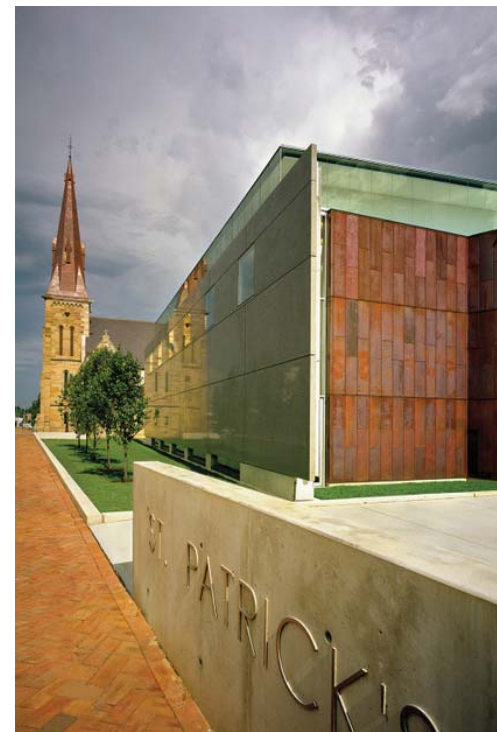


Figure 11 Phases of development (extract from Initial Historical Archaeological Assessment, June 2012)



Figure 12 Levels of Heritage Significance (extract from Initial Historical Archaeological Assessment, June 2012)





## 4.1.6 Great Civic Space

Project for Public Spaces (PPS) a non-profit organisation founded on the work of William Whyte, states that:

*“Civic spaces are an extension of the community. When they work well, they serve as a stage for our public lives. If they function in their true civic role, they can be the settings where celebrations are held, where exchanges both social and economic take place, where friends run into each other, and where cultures mix. They are the “front porches” of our public institutions – post offices, courthouses, federal office buildings – where we can interact with each other and with government.” (Source: Project for Public Spaces, 2009)*

*“Creating a place entails a broader view that goes beyond design; a successful public space possesses four key attributes: accessibility, activities, comfort, and sociability. These attributes depend on effective management and require the involvement of many different disciplines and interests.” (Source: Project for Public Spaces, <http://www.pps.org/>)*

*“Great public spaces are the living room of the city - the place where people come together to enjoy the city and each other. Public spaces make high quality life in the city possible - they form the stage and back-drop to the drama of life. Public spaces range from grand central plazas and squares, to small, local neighbourhood parks.” (Source: <http://www.urbandesign.org/>)*

According to Jan Gehl in his book 'Cities for People' there are twelve essential quality criteria that contribute to a good functioning city space:

### PROTECTION

1. Protection against traffic & accidents - feeling safe.
2. Protection against crime and violence - feeling secure.
3. Protection against unpleasant sensory experiences like wind, rain, cold/heat, pollution, dust, noise, glare.

### COMFORT

4. Opportunities to walk.
5. Opportunities to stand/stay.
6. Opportunities to sit.
7. Opportunities to see
8. Opportunities to talk and listen.
9. Opportunities for play and exercise.

### DELIGHT

10. Scale - buildings at the street edges and spaces designed to human scale
  11. Opportunities to enjoy the positive aspects of climate - sun/shade, heat/coolness and breeze.
  12. Positive sensory experiences like good design and detailing, good materials, fine views, trees, plants and water.
- (Source: Jan Gehl, Cities for People)

According to Healthy Spaces & Places, a collaboration between the Australian Local Government Association, the National Heart Foundation of Australia and the Planning Institute of Australia, states that:

*“The success of an urban square depends on the ability of people to get to the square, to populate it and once there, the ability of the square and its surroundings to support a wide range of users and uses in a safe and comfortable environment. Successful urban squares are designed for people to walk in, stand in, sit in, dance in and to perform in and to look at other people participating in these activities. Successful urban squares convert short in-and-out trips to the centre into a longer and more rewarding social experiences.” (Source: Healthy Spaces & Places, <http://www.healthypaces.org.au/>)*

All the above highlight the fact that a great public/civic space has a number of criteria or attributes that together make a great space "happen".

It can be qualified with some being a necessary criteria and others as optional. For example the sense of safety (necessary criteria) outweighs the value of having access to sun (optional criteria) in a space. If a person feels safe then no matter what time of the day or night, the space will be perceived as a place in which one can linger/socialize. Eg. Broadway, New York is a public space in the heart of New York surrounded by very tall skyscrapers. It is a very active public space both during day and night.

The success of a city civic space is not necessarily reliant on the amount of solar access onto the space. Culturally some groups may shy away from direct sun and instead choose to be under shade.

12pm to 2pm is not everyone's lunch time. With increased global networking, people are more than often orientating their schedules to fit in with their work patterns and demands. So what would have been an accepted "lunch time" in the past, no longer holds true. The success of a public space is in its ability to adapt to changing needs of its users and be a usable space at all times of the day and night.

A successful civic space is used by a huge variety of people and not just limited to a certain group. Each group will use the same space in different ways and at different times of the day. Eg. Group exercising like Pilates, Reiki, professionals buying coffee, business meetings, mothers pushing kids in prams, shoppers, teens on skateboards or playing ball sports, artists busking, street markets, festivals, live entertainment, political propaganda meetings, people observing people, people sitting, people lying down etc.

A sunlit area on the public/civic space during summer does not necessarily need to be in the same location during winter. Large public spaces offer opportunities to identify alternative sunny areas. It is physically impossible to guarantee access to sun throughout the year to a designated area in the public square especially if it happens to be a cloudy day. The life in the public square would go on irrespective because of other criteria in play/in motion.





## 4.1.7 Public domain and Solar access

The goal of using solar access in urban planning is to create well-designed urban places that ensure sufficient sunlight exposure both to buildings and public spaces.

Public spaces provide people the opportunity to interact with each other. Within Parramatta CBD there is a mix of different spaces, both small and large, planned and incidental, which provide opportunities for people to experience the city in unique ways. Some of these spaces include:

- Parramatta Mall / Centenary Square
- Parramatta Square (proposed)
- The river foreshore
- Laneways
- Footpaths
- Parramatta Park

Public spaces can provide a variety of functions. For example, whilst Parramatta Park could be considered to be the “green lung” of the CBD, the laneways provide pedestrian permeability and linkages.

Whilst access to winter sun is a desirable element of public space in Australia, it is not always an essential element, particularly if the extent of any overshadowing of an area is limited (both in time and extent) and other opportunities to access public domain areas with solar access exist.

Some of the most popular public domain areas, for example Melbourne’s laneways, have very limited solar access but offer a diverse and active public domain that enhances the permeability of the city.

While access to sunlight, particularly during winter, is a contributing factor to a public space, the potential for a space to still function positively as a public space even if it is shaded should not be dismissed. It is recognising that a successful public domain relies upon the unique set of circumstances of that space. Solar access is only one element that contributes to a well-designed public space. Solar access is not the determinant for the success of a public space.

Opportunities to create more intimate spaces within larger public domain areas could be investigated as a method of countering a reduction in winter sunlight.

(Refer to Appendix A1 - Sunshadow Analysis, for specific details on how the proposal, Boomerang, impacts the sun control zone of Parramatta Square and Parramatta CBD.)





### 4.2.1 How Parramatta can evolve as a City

The Parramatta City Centre Local Environmental Plan 2007 (PCC LEP) sets the current planning framework and development controls for the CBD and is focused on development of the city core to provide sustainable economic and population growth.

Since the introduction of the PCC LEP a number of plans, strategies and projects have emerged to further guide and shape the development of the Parramatta CBD as a major metropolitan city. These strategies and projects include:

- A Plan for Growing Sydney;
- Parramatta 2038 Community Strategic Plan;
- Parramatta City Centre Local Environmental Plan 2007;
- Parramatta Development Control Plan (including draft amendments);
- Design Parramatta; and,
- Parramatta Economic Development Strategy.

Parramatta 2038 plans for the concentrated growth of housing around public transport centres, precincts and hubs rather than dispersed growth throughout the LGA. Parramatta 2038 has six strategic objectives based around the economy, environment, connectivity, people, culture and leaderships. Within these broad objectives there are strategies for land and property development, urban vitality in the CBD's streets and precincts, an eco-efficient built environment, a connected city, and concentrating housing growth around centres.

The Parramatta CBD population has increased 98% in the last 10 years and population growth forecasts prepared for the suburb of Parramatta (including the CBD) estimate Parramatta's population will grow by over 32,000 people between 2011 and 2031.

Reflective of recent growth, the population forecasts also show that Parramatta can expect to attract a predominately younger population in future which will be attracted to higher density housing that is accessible to major employment centres and universities and more affordable. Since 2006, the largest change in age structure in Parramatta was the significant growth in the young workforce age group (25-34 year olds).

In addition to the plans and strategies, several major developments are emerging that are contributing to the reshaping of the CBD. Major new commercial, residential and mixed developments have been built, approved or are planned for in the CBD including:

- Aspire Tower, Parramatta Square (90 storeys);
- Eclipse Tower, Station Street (20 storeys);
- V by Crown, Macquarie Street (28 storeys);
- Riverside, 330 Church Street (approved 22 and 32 storeys, proposed 55 storeys);
- Discovery Centre, 330 Church Street (41 Storeys);
- B1 Tower, 118 Church Street, (28 Storeys); and

- 189 Macquarie Street (30 storeys).

The suite of local strategies and plans for the CBD (and Parramatta as a whole) are positioning and influencing the future growth of Parramatta as a vibrant regional city, with well-connected public transport services, a growing business district and housing market, and a young skilled and increasingly educated population.

Parramatta's demographic change and evolution of its economic growth will also be reflected in its changing built form character and emerging city skyline of tall iconic buildings.

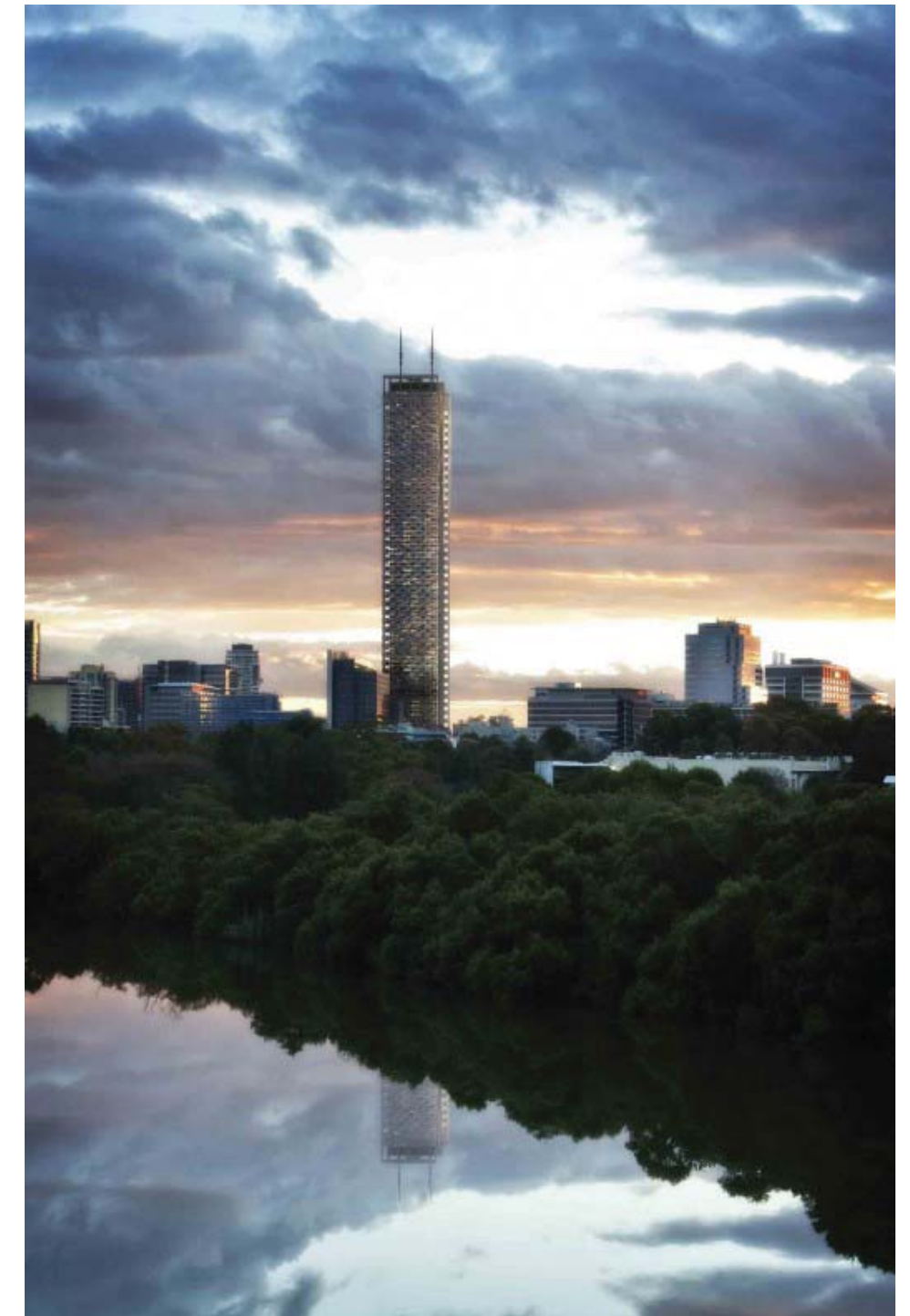
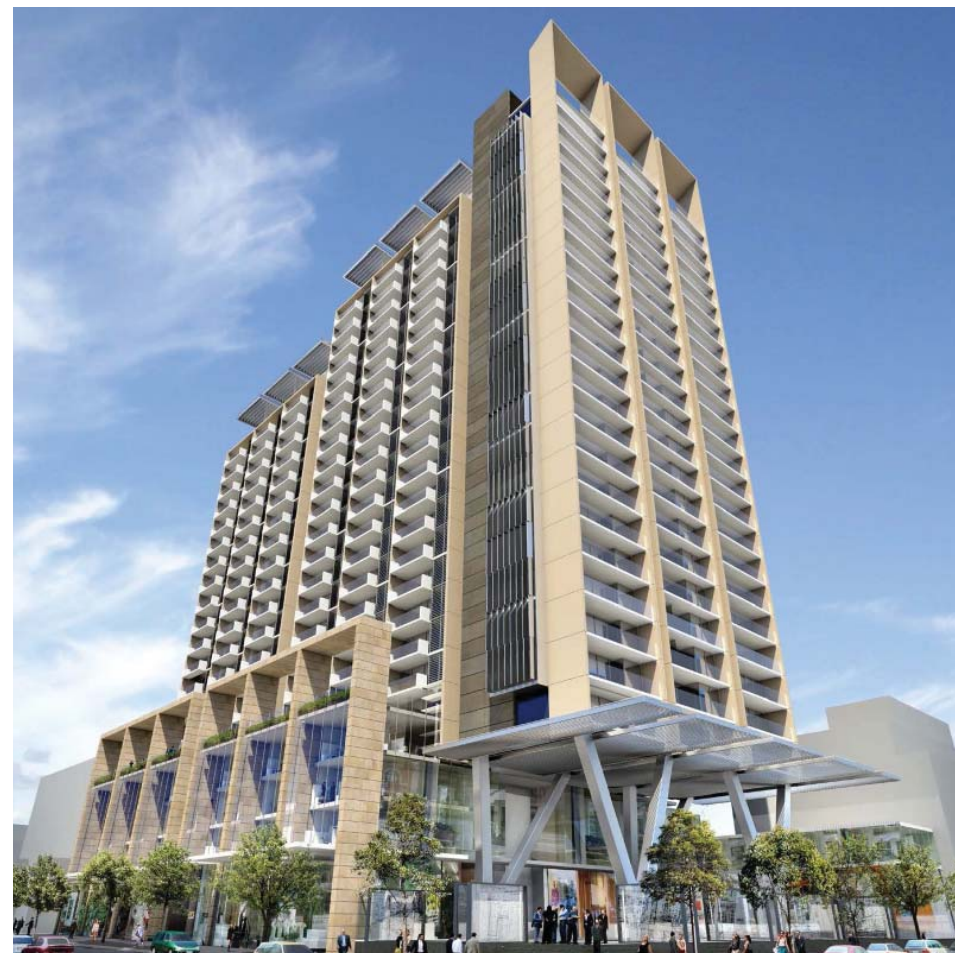


Figure 13 and 14  
Photos showing V by Crown (left) on Macquarie Street and Aspire Tower (above) on Church Street. These new landmark towers together with the Boomerang will transform the Parramatta skyline.



### 4.2.2 Context Analysis & Opportunities

The unlocked potential of the subject site, as a key site, offers Parramatta an important opportunity to create a landmark building at a historically key location in the City Centre.

The adjacent graphic demonstrates the strategically significant location of the subject site in the context of the Parramatta CBD. This site is located at the junction of Parramatta Square, Church Street Mall, and Macquarie and Church Streets. The potential created by the juxtaposition of a number of key structuring elements within the city reveals an opportunity for the site to act as a key anchor within Parramatta.

Having regard to the context of the site and its relationship with other key features of the CBD, the site presents the following opportunities.

- It is a large site centrally located in the heart of the CBD. The size and configuration of the site offers the opportunity to provide a significantly relevant building which has been designed having regard its location on the major north-south spine through the CBD.
- It is located on a key corner location at the northern end of the Parramatta Mall.
- The site is located on major links between Parramatta Park, the river and Parramatta Mall.
- A building can be designed which responds and contributes to the changing nature of the Parramatta skyline.
- There is the opportunity to develop an iconic tower that can act as a visual marker or landmark within the city centre.
- There is the opportunity for the iconic tower and Aspire Tower to be bookends and acts as prominent visual markers in the city skyline elevating the presence of Parramatta's central civic space.
- The opportunity to be an entry gateway into the historical / commercial strip of Church Street.
- The site has latent development potential and can provide increased development to respond to demand for employment and assist in meeting sub-regional housing targets.
- The opportunity to promote and enhance more street level retail and restaurant facilities is provided.
- There are opportunities to retain and exhibit on site archaeological artefacts (if found) utilising innovative display techniques.
- There are opportunities to extend the public domain into and through the site.
- Redevelopment of the site will have broader social, cultural and economic benefits for Parramatta and contribute to achieving the objectives of Parramatta 2038 and the Parramatta Economic Development Strategy.
- The site has good links to public transport.
- There are a number of good view sight lines to the site along transport corridors (more than compared to the Aspire Tower). It can be viewed north and south of Church Street and east & west of Macquarie Street.
- Historically - there is opportunity to tell a story of the next layer of development on site with an elevated podium over potential below ground archaeological find and heritage layers on the ground plane.

