

PLANNING PROPOSAL

470 Church Street, Parramatta

PARRAMATTA WE'RE BUILDING AUSTRALIA'S NEXT GREAT CITY

Planning Proposal drafts

Proponent versions:

No.	Author	Version
1.	Think Planners Pty Ltd	12 July 2016

Council versions:

No.	Author	Version
1.	City of Parramatta Council	15 November IHAP meeting recommending referral to City of Parramatta Council.

Contents

	4
Background and context	4
PART 1 – OBJECTIVES OR INTENDED OUTCOMES	5
PART 2 – EXPLANATION OF PROVISIONS	5
2.1 Other relevant matters	5
PART 3 – JUSTIFICATION	6
3.1 Section A - Need for the planning proposal	6
3.2 Section B – Relationship to strategic planning framework	6
3.3 Section C – Environmental, social and economic impact	1
3.4 Section D – State and Commonwealth Interests	7
PART 4 – MAPPING	8
4.1 Existing controls	8
4.2 Proposed controls	3
PART 5 – COMMUNITY CONSULTATION2	5
PART 6 – PROJECT TIMELINE	5
Appendix 1 – Urban Design Report2	6
Appendix 2 – Traffic and Parking Assessment2	7

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 and Environment (DP&E) guides, 'A Guide to Preparing Local Environment Plans' (August 2016) and 'A Guide to Preparing Planning Proposals' (August 2016) and 'Guidance for merged councils on planning functions' (May 2016).

Background and context

A planning proposal for land at 470 Church Street, Parramatta was lodged by Think Planner Pty Ltd on 5 July 2016 seeking to increase the maximum height limit from 24m to 80m and increase the floor space ratio from 3:1 to 6:1. The site is outlined in Figure 1, below.



Figure 1 - Site at 470 Church Street, Parramatta subject to the planning proposal (Source: Council's GIS)

Under Parramatta Local Environmental Plan 2011, the site:

- is zoned B4 Mixed Use (refer to Figure 6 in Part 4 Mapping);
- has a maximum building height of 24 metres (refer to Figure 7 in Part 4 Mapping); and
- has a maximum floor space ratio (FSR) of 3:1 (refer to Figure 8 in Part 4 Mapping).

PART 1 – OBJECTIVES OR INTENDED OUTCOMES

The objective of this planning proposal is to enable the redevelopment of land at 470 Church Street, Parramatta in accordance with the site's B4 Mixed Use zone to facilitate a high density mixed use development.

PART 2 – EXPLANATION OF PROVISIONS

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

In order to achieve the desired objective the following amendments to the *PLEP 2011* would need to be made:

- 1. Amend the maximum building height in the **Height of Buildings Map** (Sheet HOB_9) from 24 metres to 80 metres which equates to 26 storeys. Refer to Figure 11 in Part 4 of this planning proposal.
- 2. Amend the maximum FSR in the **Floor Space Ratio Map** (Sheet FSR_9) from 3:1 to 6:1. Refer to Figure 12 in Part 4 of this planning proposal.

2.1 Other relevant matters

2.1.1 Draft DCP

A site specific Development Control Plan (DCP) will be prepared addressing design elements such as upper level setbacks and inter-building separation. The draft DCP following endorsement from Council will be exhibited alongside 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 objective. The set questions address the strategic origins of the proposal and whether amending the LEP is the best mechanism to achieve the aims of the proposal.

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

This Planning Proposal is not the result of any site specific study or report however it was prepared in response to the Council adopted Parramatta CBD Planning Strategy.

Council adopted the Parramatta CBD Planning Strategy at its meeting of 27 April 2015. The Strategy is the outcome of a study which reviewed the current planning framework and also a significant program of consultation with stakeholders and the community. The Strategy sets the vision for the growth of the Parramatta CBD. Council has subsequently prepared a planning proposal which has been informed by Councillor workshops held throughout 2015 and various Council resolutions.

The Parramatta CBD Planning Proposal (CBD PP) was adopted by Council on 11 April 2016. The CBD PP seeks a potential increase in height and FSR for sites within the Parramatta CBD subject to the provision of community infrastructure. Whilst more work needs to be done prior to the Department of Planning and Environment issuing a Gateway determination, the CBD PP is Council's most recently adopted position on density increases in the Parramatta CBD.

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 PLEP 2011 is the most effective way of providing certainty for Council, the local community and the landowner. The existing height and FSR standards do not respond to the emerging CBD character of Parramatta as adopted in Council's CBD PP. This planning proposal is in keeping with the scale of development in the CBD PP and will assist in delivering the new City of Parramatta as envisioned by Council.

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?

A Plan for Growing Sydney

On 14 December 2014, the NSW Government released 'A Plan for Growing Sydney' which outlines actions to achieve the Government's vision for Sydney which is a 'strong global city and a great place to live'.

Parramatta local government area is part of the West Central Subregion. The District Plans for the Sydney subregions, which are expected to set out detailed priorities for each subregion, are yet to be finalised and exhibited. The following details are included in the mother document *A Plan for Growing Sydney* which identifies the following directions, actions and priorities for Parramatta and the West Central Subregion that are relevant to this site and planning proposal:

1.2 Grow Greater Parramatta – Sydney's Second CBD

• Grow Parramatta as Sydney's second CBD by connecting and integrating Parramatta CBD, Westmead, Parramatta North, Rydalmere and Camellia

1.3 Establish a New Priority Growth Area – Greater Parramatta To The Olympic Peninsula

• Deliver priority revitalisation precincts

1.7 Grow Strategic Centres – providing more jobs closer to home

 Invest in strategic centres across Sydney to grow jobs and housing and create vibrant hubs of activity

2.1 Accelerate housing supply across Sydney

- Accelerate housing supply and local housing choices
- Accelerate new housing in designated infill areas (established urban areas) through the priority precincts and UrbanGrowth NSW programs

2.2 Accelerate urban renewal across Sydney – providing homes closer to jobs

- Use the Greater Sydney Commission to support Council-led urban infill projects
- Undertake urban renewal in transport corridors which are being transformed by investment, and around strategic centres

2.3 Improve housing choice to suit different needs and lifestyles

• Require local housing strategies to plan for a range of housing types

West Central Subregion

- Accelerate housing supply, choice and affordability and build great places to live
- Provide capacity for additional mixed use development in Parramatta CBD and surrounding precincts including offices and retail in Parramatta CBD, arts and culture in Parramatta and housing in all precincts

The planning proposal will enable the development of residential dwellings and nonresidential uses, including ground floor retail that will contribute towards dwelling and employment targets on a site located within the Parramatta City Centre.

Approximately 150 residential apartments with a range of unit types are proposed to increase housing supply and choice. The reference design at Attachment 1 demonstrates a design option that includes 1,357sqm of non-residential floor space on the site, which supports Council's vision of the growing Parramatta CBD with a commercial core nurtured by mixed use developments on the periphery. The site will contribute to the vibrant character of the area by activating the ground floor with retail uses.

The site is located within 400m of Victoria Road with a number of buses running along the transport corridor. The site is approximately 1,400m from the Parramatta Railway Station/Bus transport interchange and a kilometre from the Charles Street Ferry Terminal. The site is 400m from Parramatta River, along which the Parramatta cycleway is located. Additionally a number of areas of open space are within 500m of the site including Parramatta Park.

The site is located in an area accessible to public transport that has been earmarked for increased density. Through the planning proposal a mixed use development will deliver a range of apartment types and employment generating floor space that will contribute to the revitalisation of the area.

3.2.2 Is the planning proposal consistent with the local council's Community Strategic Plan or other local strategic plan?

The following 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 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 strategy and key objectives identified in the plan by allowing for an appropriate mix of residential and non-residential uses located in a centre with public transport, shops and community facilities in close proximity. The proposal will activate the street and improve the walkability of the city centre with retail on the ground floor. The development will also allow for the concentration of housing around transport nodes and contribute towards dwelling targets for NSW.

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.

Parramatta CBD Planning Proposal

The Parramatta CBD Planning Proposal (CBD PP) was adopted by Council on 11 April 2016. The CBD PP sets controls responding to the vision for the growth of the Parramatta CBD as Australia's next great city. The CBD PP identifies a need for significant growth in the Parramatta City Centre to which this planning proposal responds.

The CBD PP proposes that a potential increase in height and FSR can be sought for sites within the Parramatta CBD subject to the provision of community infrastructure. The

CBD PP allows no height limit and a maximum 6:1 FSR to apply to the majority of sites in the northern extremity of the Parramatta CBD to which the plan applies.

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 1 below).

State Environmental Planning Policies (SEPPs)	Consistent: Yes - ✓ No - × or N/A	Comment
SEPP No 1 Development Standards	N/A	This SEPP is not applicable to the subject land under Clause 1.9 of the Parramatta LEP 2011.
SEPP 4 – Development Without Consent and Miscellaneous Exempt and Complying Development	N/A	This SEPP is not applicable to the subject land under Clause 1.9 of the Parramatta LEP 2011.
SEPP 6 – Number of Storeys in a Building	N/A	Standard instrument definitions apply.
SEPP No 55 Remediation of Land	V	The subject site has existing Class 5 Acid Sulfate Soils constraints. Council is satisfied the site is suitable for mixed use purposes. The matter can be further resolved through the development application which considers finer grain details such as building materials. No further contamination issues have been
SEPP 60 – Exempt and Complying	N/A	identified. This SEPP is not applicable to the subject land
Development		under Clause 1.9 of the Parramatta LEP 2011.
SEPP 64 – Advertising and Signage	N/A	Not relevant to proposed amendment. May be relevant to future DAs.
SEPP No 65 Design Quality of Residential Apartment Development	\checkmark	Detailed compliance with SEPP 65 will be demonstrated at the time of making a development application for the site facilitated by this Planning Proposal. During the design development phase, detailed testing of SEPP 65 and the Apartment Design Guidelines was carried out and the indicative scheme is capable of demonstrating compliance with the SEPP.
SEPP No.70 Affordable Housing (Revised Schemes)	N/A	Not relevant to proposed amendment.
SEPP (Affordable Rental Housing) 2009	N/A	Not relevant to proposed amendment.
SEPP (BASIX) 2004	N/A	Detailed compliance with SEPP (BASIX) will be demonstrated at the time of making a development application for the site facilitated by this Planning Proposal.
SEPP (Exempt and Complying Development Codes) 2008	\checkmark	May apply to future development of the site.
SEPP (Infrastructure) 2007	\checkmark	May apply to future development of the site.
Sydney Regional Environmental Plan No 18–Public Transport	N/A	This SEPP is not applicable to the subject land under Clause 1.9 of the Parramatta LEP 2011.

Table 1 - Comparison of planning proposals with relevant SEPPs

Corridors		
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	N/A	The proposed development is not located directly on the Sydney Harbour Catchment foreshore. Any potential impacts as a result of development on the site, such as stormwater runoff, will be considered and addressed appropriately at DA stage.
SEPP (Urban Renewal) 2010	N/A	The Parramatta CBD is not identified as an Urban Renewal Precinct under the SEPP.

3.2.4 Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)

In accordance with Clause 117(2) 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
- Regional planning
- Local plan making
- Metropolitan planning

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

Section	Comment	Compliance		
1. Employment and Resources				
Direction 1.1 – Business and Industrial Zones	This Planning Proposal seeks to retain the B4 Mixed Use zone and will contribute 1,357sqm of employment generating land uses	Yes		
2. Environment and Her	2. Environment and Heritage			
Direction 2.3 - Heritage Conservation	The subject site does not contain a heritage item listed under Schedule 5 of PLEP 2011. However, the site is located in close proximity to the Sorrell Street Conservation Area located to the east of the site and local heritage item 695 Former Bakery, located at 476 Church Street.	Yes		
	The proposed height and bulk sought as part of this planning proposal would inevitably impact the view lines of nearby heritage items, particularly as the subject site is located on a prominent street corner. The proposed height will likely result in overshadowing of heritage items located south of the subject site, particularly the Sorrell Street Conservation Area. However, these impacts are considered acceptable given the location of the subject site and heritage items in a CBD context. The density proposed is consistent with the CBD PP and is therefore consistent with the future context of the site.			

Table 2 - Comparison of planning proposals with relevant Section 117 Directions

3. Housing, Infrastructu	re and Urban Development	T
Direction 3.1 - Residential Zones	The Planning Proposal is consistent with this direction, in that it:	Yes
	 facilitates additional housing in the Parramatta City Centre that is currently not provided on the site 	
	 provides residential development in an existing urban area that will be fully serviced by existing infrastructure 	
Direction 3.4 - Integrating Land Use and Transport	The Planning Proposal is consistent with this direction, in that it:	Yes
	 will provide new dwellings in close proximity to existing public transport links 	
	 will enable residents to walk or cycle to work, if employed in the Parramatta City Centre, utilise the heavy rail service or bus services along Victoria Road. 	
	 will maintain commercial premises in proximity to existing transport links 	
	 makes more efficient use of space and infrastructure by increasing densities on an underutilised site. 	
Direction 3.5 – Development Near Licensed Aerodromes	The site is located underneath a licensed aerodrome, however at a height of 92m/108AHD (with design excellence) the site does not breach the Obstacle Limitation Surface (156AHD) and does not need referral to the Commonwealth Department of Infrastructure and Regional Development.	Yes
4. Hazard and Risk		
Direction 4.1 - Acid Sulfate Soils	The site is identified as Class 5 on the Acid Sulfate Soils Map in Parramatta Local Environmental Plan 2011. Council is satisfied the site is suitable for mixed use purposes. This matter will be addressed further at the development application stage.	Yes
Direction 4.3 - Flood Prone Land	The site is located outside of the 20 and 100 year Average Recurrence Interval events and the Probable Maximum Flood (PMF) event.	Yes
6. Local Plan Making	·	<u>. </u>
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 amend the height of building and floor space ratio maps. There are no additional site specific provisions proposed.	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 site is located within a highly modified urban environment and it is very unlikely to contain critical habitat or threatened species, populations or ecological communities, or their habitats.

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:

- Urban Design and Built Form
- Heritage impacts
- Flooding addressed in 'Hazard and Risk 4.3 Flood Prone Land', Section B3.2
- Transport and Accessibility Assessment
- Acid Sulfate Soils addressed in 'Hazard and Risk 4.1 Acid sulphate Soils', Section B3.2

Urban Design

An Urban Design Report prepared by David Lock Associates supports the planning proposal and can be viewed at Attachment 1. The reference design is considered an acceptable response to the site conditions. The scale of the indicative built form responds to the conservation area located to the east of the site using appropriate setbacks.

The planning proposal will be supported by a draft Development Control Plan which will be exhibited alongside the planning proposal and contain at a minimum the following planning controls:

- A street frontage height of 3-4 storeys (maximum 14 metres) along Church Street (refer to Figure 2).
- Upper level setback of 6 metres along Church Street (refer to Figure 2).
- Upper level setback of 3 metres along Harold Street.
- Minimum upper level setback of 12m from the eastern boundary to allow Apartment Design Guidelines inter-building separation between habitable rooms.
- Minimum upper level setback of 9 metres from the southern boundary subject to meeting the requirements of the Apartment Design Guidelines.
- The upper level setbacks should be measured to the outer most face of buildings, including balconies.

The Development Control Plan will inform any future design competition brief for the site based on this planning proposal.

The Urban Design Report demonstrates the scale proposed under this planning proposal is capable of complying with the Apartment Design Guidelines under SEPP 65. It has also been demonstrated that the proposed scale on the subject site will result in an acceptable impact on the surrounding properties. However, this form should not set precedence for properties adjoining the Sorrell Street Conservation Area. Transition will be discussed in detail below.



Figure 2 – Proposed design concept (Source: Urban Design Report)

Transition

A reasonable transition is required between this site and the conservation area to the east. This section analyses how transition will be an effective tool in reducing the impacts of the proposed form on the Sorrell Street Conservation Area.

The subject site is located in close proximity to the Sorrell Street Conservation Area. Within the conservation area there is a mix of building typologies which include one storey dwelling houses and three storey residential flat buildings. Figure 3 demonstrates just one example of the scale of properties located in the Sorrell Street Conservation Area. The building displayed in Figure 3 is heritage item number 420 located at 53 Sorrell Street and closest property in the Sorrell Street Conservation Area to the subject site (refer to Figure 4).

Any increase in density on the subject site would change the setting, as well as the views to and from the properties within the conservation area. This impact can be mitigated by transitioning the scale of development.



Figure 3: Sorrell Street Conservation Area, corner of Sorrell Street and Harold Street, Parramatta (Source: Google Maps)

The Parramatta CBD Planning Proposal (CBD PP) requires a transition to any heritage item or conservation area. The following is an extract from the Proposal:

7.15 Community Infrastructure

(2) The consent authority may approve development with a height and floor space ratio that does not exceed the increased building height and floor space ratio identified on the Incentive Height of Buildings Map and the Incentive Floor Space Ratio Map, but only if:

(a) the development is able to demonstrate an appropriate transition to any heritage items or conservation areas

Figure 4 illustrates one example of how transition can be accomplished using FSR. Focusing on the 'superblock' in which the subject site is located, the properties fronting Church Street, including the subject site have an FSR of 6:1 (red), the sites located in the Conservation Area have an FSR of less than 0.8:1 (green) and the sites in between, in particular 23-27 Harold Street have FSRs of 3:1 acting as a transition from 6:1 to less than 0.8:1. Figure 5 demonstrates conceptually what the FSR transition in Figure 4 might look like using 3D modelling. The height, bulk and scale of buildings reduce as the built forms get closer to the conservation area/heritage item.



Figure 4: Transition using FSR (Source: City of Parramatta – Parramatta CBD Heritage Study)



Figure 5: Transition 3D modelling (Source: City of Parramatta – Parramatta CBD Heritage Study)

The transition between the density proposed along Church Street and the Sorrell Street Conservation Area impacts the adjoining sites at 23-27 Harold Street. A planning proposal for 23-27 Harold Street and 53 Sorrell Street was lodged on 17 December 2015 seeking a 6:1 FSR and 98m maximum height limit. Whilst this planning proposal is still under assessment and a formal position has not yet been determined, Council officers have advised the applicant of their concerns about the transition and asked that the matter be addressed via the submission of an amended planning proposal.

Included in the Urban Design Report are images that show a higher building form on the adjoining property at 23-27 Harold Street. Council Officers are currently considering via the assessment process a planning proposal on this site as discussed above. It is considered potentially misleading for any planning proposal exhibited for the subject site to show images of a built form on the adjoining site (23-27 Harold Street) that are still under assessment by

Council and which may not be supported by Council. The Urban Design Report has been updated to reflect Council's current position on the adjoining site

Heritage

As noted in Section 3.2.4 the subject site does not contain a heritage item listed under Schedule 5 of PLEP 2011, but is located in close proximity to the Sorrell Street Conservation Area located to the east of the site and local heritage item 695 Former Bakery, located at 476 Church Street.

Sorrell Street is an important local road and one of the early streets developed north of the Parramatta River. It demonstrates the development of the colonial government town and its early residential growth from 1823 onwards. This area contains 63% of the dwellings that existed in this locality in 1895, including heritage item 420 a two storey residence constructed in 1885, located at 53 Sorrell Street (on the corner of Harold Street and Sorrell Street).

Heritage item 695, located at 476 Church Street is a former shop and bakery building. It is of local significance and represents historical commercial premises. The building was erected in 1890 and comprises remnant fabric which demonstrates the commercial development that lined the major roads into Parramatta. The site possesses the potential to contribute to an understanding of early urban development in Parramatta.

The proposed height and bulk sought under this planning proposal would inevitably impact the view lines of nearby heritage items, particularly as the subject site is located on a prominent street corner. The proposed height will likely result in overshadowing of heritage items located south of the subject site, particularly the Sorrell Street Conservation Area. However, these impacts are expected and considered acceptable given the location of the subject site and heritage items in a CBD context.

The proposed height and FSR is considered acceptable given that the scale of the proposed development is consistent with the CBD PP as endorsed by Council. Additionally, as discussed above there is adequate space between the subject site and the conservation area to the east to provide an acceptable transition.

Traffic and Transport Assessment

A Traffic and Parking Assessment has been prepared by MRCagney, refer to Attachment 2. The Traffic and Parking Assessment has reviewed the planning context, analysed public transport availability and servicing, considered the proposed development and assessed its impacts and reviewed the likely parking and access requirements. The following is an extract of the key findings of the report:

- It is noted that Parramatta City Council's Parramatta CBD Planning Strategy recommends that the FSR applicable to the subject site (and surround areas) be increased to 6.0:1, as identified in the 470 Church Street North Parramatta Urban Context and Design Report, which has been adopted in generating potential mix of uses for development site.
- The subject site is currently well served by public transport services, and is located in proximity to planned proposed public transport services such as Western Sydney Light Rail Network.
- The anticipated traffic generation of the identified mix of uses on the site would be in the order of 45-55 peak hour vehicle, equivalent to less than one vehicle movement per minute. Traffic impacts on the surrounding road network from this relatively low generator will be negligible.
- A maximum parking supply provision for the potential mix of uses for the development site has been identified based on the rates within the Parramatta LEP –

Section 7.3 Car Parking. Bicycle parking provision and end-of-trip cycle facilities have been outlined.

• Design considerations in relation to the internal parking arrangements and servicing areas, as well as vehicular access for the development have been outlined.

Whilst it is noted parking rates and vehicular access points into the site need to be further resolved, these issues can be addressed at the development application stage.

Although this planning proposal is in keeping with the CBD PP, the comments above do not take into consideration the cumulative impacts of density increases across the wider CBD. City of Parramatta is currently undertaking traffic modelling to determine the cumulative impact of the traffic generation likely to occur as a result of the density increases proposed in the CBD PP. The planning proposal should proceed and be updated to reflect the findings of the traffic studies as they come to light.

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 an increase in housing and employment generating floor space.

The commercial components of the development will contribute to the activation of Church Street, the main retail street of Parramatta CBD. The ground floor uses will provide the daily needs for the increased residential population whilst contributing to a renewed streetscape with vibrant retail uses. The dominant residential use will deliver a range of housing options located in close proximity to public transport, employment and community facilities.

The proposed scale of the building is appropriate given the location of the site on the northern edge of the Parramatta CBD whilst being in close proximity to the Sorrell Street Conservation Area. The scale of the development will ensure the integrity of the conservation area is retained for future generations.

3.4 Section D – State and Commonwealth Interests

3.4.1 Is there adequate public infrastructure for the planning proposal?

The site is located within 400m of Victoria Road with a number of buses running along the transport corridor. The site is approximately 1,400m from the Parramatta Railway Station/Bus transport interchange and a kilometre from the Charles Street Ferry Terminal. The site is 400m from Parramatta River, along which the Parramatta cycleway is located. Additionally a number of areas of open space are within 500m of the site including Parramatta Park.

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

To be advised following the issuing of the gateway determination by the Department of Planning and Environment.

PART 4 – MAPPING

This section contains the mapping for this planning proposal in accordance with the DP&E's guidelines on LEPs and Planning Proposals.

4.1 Existing controls

This section contains map extracts from *PLEP 2011* which illustrate the current controls applying to the site.



Figure 6 – Existing zoning extracted from the PLEP 2011 Land Zoning Maps

Figure 6 above illustrates the existing B4 Mixed Use zone over the site.



Figure 7 - Existing building heights extracted from the PLEP 2011 Height of Buildings Maps

Figure 7 above illustrates the existing 24 metre height applying to the site.



Figure 8 - Existing floor space ratio extracted from the PLEP 2011 Floor Space Ratio Map

Figure 8 above illustrates the existing 3:1 FSR applying to the site.



Figure 9 - Existing heritage items extracted from the PLEP 2011 Heritage Maps

Figure 9 above illustrates the heritage sites and conservation area which are in close proximity to the site.



Figure 10 – Existing flooding extant extracted from the PLEP 2011 Flooding Maps

Figure 10 above illustrates the flooding extant in the vicinity of the site.

4.2 Proposed controls

The figures in this section (Figures 11 and 12) illustrate the proposed building height and floor space ratio controls sought by this planning proposal.



Figure 11 – Proposed amendment to the PLEP 2011 Height of Building Map

Figure 11 above illustrates the proposed maximum building height of 80 metres over the site. The proposed height excludes the additional 15% of GFA (which equates to a total height of 92 metres) as this will be achieved through the forthcoming design excellence clause at development application stage.



Figure 12 - Proposed amendment to the PLEP 2011 Floor Space Ratio Map

Figure 12 above illustrates the proposed 6:1 FSR over the site. This excludes the additional 15% of GFA (which equates to a total FSR of 6.9:1) as this will be achieved through the forthcoming design excellence clause at the development application stage.

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.

Pursuant to Section 57(8) of the *EP&A Act 1979* the Responsible Planning Authority must consider any submissions made concerning the proposed instrument and the report of any public hearing.

PART 6 – PROJECT TIMELINE

The detail around the project timeline is expected to be prepared following the referral to the Minister for review of the Gateway Determination.

The following steps are anticipated:

- Referral to Minister for review of Gateway determination (December 2016)
- Commencement and completion dates for public exhibition period and government agency notification (March 2017)
- Consideration of submissions (April 2017)
- Consideration of proposal post exhibition and reporting to Council (May 2017)
- Submission to the Department to finalise the LEP (June 2017)
- Notification of instrument (August 2017)

Appendix 1 – Urban Design Report

470 Church Street Parramatta Urban Context and Design Response Report Prepared for Level 33 David Lock Associates JULY 2016 DAVID LOCK ASSOCIATES TOWN PLANNING & URBAN DESIGN





Contents

	Introduction
	Strategic Context
	Urban Context
4.0	Floor Space Ratio
5.0	Urban Character7
6.0	Public Domain Interfaces
7.0	Off Site Amenity Impacts
	Built Form and Legibility
9.0	Equitable Development
10.0	Conclusion21

David Lock Associates

1.0 Introduction

This report has been prepared by David Lock Associates (DLA) on behalf of the applicant for a planning proposal for 470 Church Street, Parramatta.

Our independent urban design analysis of the site supports the proposed 21 storey tower above a 4 storey podium. The proposal can achieve the design principles contained in this report and meet the objectives of the Architectural Design Guide delivering an FSR of 6:1, with the ability to secure an additional 15% via a design excellence competition.

The purpose of this report is to:

- Document the key characteristics of the site and its context that should influence its development from an urban design perspective; and
- Explain how the Planning Proposal responds to this context.

Section 2.0 of this report identifies the strategic context of the subject site.

Section 3.0 analyses the surrounding urban context and explains the existing physical features relevant to the proposal.

Section 4.0 documents the relevant planning policy context and existing and proposed FSRs and urban design principles.

Section 5.0 documents the relevant physical and policy context, urban design principles and design response in relation to character.

Section 6.0 documents the relevant planning policy context, urban design principles and design response in relation to public domain interface.

Section 7.0 documents interfaces including off-site amenity impacts, equitable development and building separation analysis.

Section 8.0 identifies the proposed floor plates and elevations and highlights how this proposal responds to its context through transition and design excellence.

Section 9.0 Conclusion.



Figure 1. Site Location

2.0 Strategic Context



3.0 Urban Context



4.0 Floor Space Ratio



The subject site is located within the northern spine of the Parramatta CBD which performs a key economic, social, and cultural role within the Sydney Metropolitan Area. A *Plan for Growing Sydney*, Government's recently released metropolitan strategy, states that Greater Parramatta is Sydney's western CBD. "Located close to the demographic heart of the Sydney Metropolitan Area, its scale and mix of commercial, health and education facilities make it a centre – a CBD – of metropolitan significance". The Strategy states that Greater Parramatta has the potential to reach 100,000 jobs over the next 20 years.

Currently, Parramatta's Local Environmental Plan (LEP) prescribes an existing Floor Space Ratio (FSR) for the subject site of 3.0:1 with a height limit set at 24 metres. However, to respond to the demand for housing and commercial floor space forecast, the *Draft City Centre Planning Framework Review Study* ('the Draft Study') was undertaken by Council, which reviewed the current planning framework and identified opportunities, constraints, and market conditions affecting development. The Study informed the preparation of the *Parramatta CBD Planning Strategy*.

The *Parramatta CBD Planning Strategy* describes Parramatta City as one of metropolitan significance as a regional employment centre which will continue to increase in importance as Western Sydney's population continues to grow. By 2041, jobs in Parramatta CBD are forecast to double from 49,000 to 83,000. Currently there is a shortage of prime commercial office space in Parramatta. Furthermore, the city's current and future access to public transport ensures the city is an ideal location for new residential and commercial development and to improve the design quality of development in the CBD.

To respond to the forecast growth within Parramatta, the *Parramatta CBD Planning Strategy* (adopted by Council on 27 April 2015) proposes an increased FSR of 10:1 across the CBD and 6.0:1 across the subject site and along the spine of Church Street.

A key issue in relation to the proposed FSRs was how it would provide urban intensification and integration of new development while protecting and enhancing the heritage values of Parramatta's local, state, and nationally significant European and Aboriginal Heritage items, conservation areas, places, and views (Urbis, 2015).

This is relevant to this Planning Proposal, as the subject site is located directly adjacent to a pocket that contains several properties of heritage significance that contribute to the character of the area. This area of significant heritage character has been identified with an FSR of 6:1 with the caveat applied that it be subject to further urban design refinement. The Planning Proposal responds to the surrounding context, and provides a strong urban design rationale that provides an appropriate transition that is responsive to local character and identity.

5.0 Urban Character

PHYSICAL CONTEXT



The site's physical context in relation to character has affected how the design parameters and principles for the subject site have been developed. The site is located within a mixed use area subject to significant change. Along the eastern side of Church Street there is a mix of densities and street wall heights. Directly opposite the subject site is a series of low-scale retail uses and car parking. To the South of Fennell Street there exist two storey commercial buildings. To the north of Harold Street lie buildings of 12-16 storeys, consistent with a mixed used development outcome. As the buildings are relatively new in this part of Church Street, the built form has a clearly defined street wall of 4 storeys with upper levels setback in a recessive manner. The grain on the west side is generally medium to large.

The east side of Church Street has an eclectic mix of built form. The subject site and the property directly to the south consist of large commercial buildings with limited articulation or activation. The northern side of Harold Street has a two storey fine grain building with heritage significance, which initially creates a consistent two storey street wall, but this form gives way to apartment buildings set well back from the street as you move eastwards. The southern side of Fennell Street provides a similar built form, mirroring that to the north, with a two storey heritage building on the corner of Church and Fennell Streets before transitioning to apartment buildings setback from the street.

POLICY CONTEXT



There is extensive policy at the local level that requires new development to respect the character of the surrounding area. However, this policy must be considered alongside other policy and strategies that support increased density and urban consolidation in this location.

A Plan for Growing Sydney, which identifies Greater Parramatta as Sydney's western CBD, acknowledges the CBD to be of metropolitan significance. The Strategy states that Greater Parramatta has the potential to reach 100,000 jobs over the next 20 years.

The Parramatta Strategic Framework identifies a central city "spine" (Figure 7) to focus more intense development either side of Church Street. Specifically, the spine is to be utilised for high intensity retail with residential and commercial uses above.

To respond to the growth potential of Parramatta, Parramatta City Council prepared the Parramatta CBD Planning Strategy, which proposes an FSR of 6:1 across the northern spine of the CBD including the subject site. The CBD Planning Strategy sets the following vision for Parramatta:

Parramatta will be Australia's next great city, defined by landmark buildings and high quality public spaces with strong connections to regional transport. It will respect its heritage, be an exemplar in design excellence, facilitate job growth and ensure its streets are well activated.

In relation to character, there are several sections within the Parramatta Development Control Plan (DCP) that are relevant from an urban design perspective and have informed this Planning Proposal.

The DCP refers to the importance of delivering appropriate built form and massing of individual buildings, including height, bulk and scale, as critical to defining character and creating unity within a streetscape.

Clause 3.0 of the DCP outlines objectives and principles with regards to ensuring building and massing reinforces and complements the visual character of the street and is also sensitive to nearby development.

Furthermore, it includes principles that refer to the importance of massing a building that relates to the existing and proposed building patterns of the street. Clause 3.0 also states that building height should not result in unreasonable loss of amenity to adjacent properties, open space, or public domain.

Clause 3.2.2 Building Façades and Articulation, includes relevant objectives that encourage a contemporary design, which integrates with the appearance of the streetscape. Building design and architectural styles should interpret and respond to the positive character of the locality, including dominant patterns, texture, and compositions of building materials. The DCP provides

guidance with regards to façade articulation through modulation to reduce building bulk. This can be done through a balance of horizontal and vertical elements. This helps to create visual interest in the streets which is also supported through glazing and frequent entry points. Buildings and access points should be legible with clear entry points.

Clause 4.3.3 Parramatta City Centre includes provisions that apply to development in Parramatta City Centre and prevail over any inconsistency with other sections of the DCP. Clause 4.3.3.1 Building Form encourages high quality design of new buildings that contribute to an attractive public domain. Key objectives refer to establishing appropriate scale, dimensions, forms and separation of buildings. Furthermore, relevant objectives refer to achieving active street frontages, ensuring that the built form defines the public street so that it provides spaces that are legible and safe.

Clause 4.3.3 provides specific controls regarding building to street alignment, ensuring buildings are built to the street, respond to surrounding street frontages and enhance pedestrian amenity.

The policy refers to controlling building depth and built form allowing for good internal amenity, access to natural light and ventilation and mitigation of potential adverse effects that tall and bulky buildings may have on the public domain. It refers to the importance of controlling the size of upper level buildings and achieving a city skyline sympathetic to the context and topography. The policy includes specific controls in relation to upper street wall heights and upper level setbacks. For the subject site, the policy prescribes a 4 storey street wall with a 4m tower setback from the podium.

The policy also refers to building separation and the importance of ensuring amenity for occupants whilst also achieving pleasant streets, lanes, parks, and public spaces in terms of wind mitigation, daylight, and solar access.

URBAN DESIGN PRINCIPLES



2. The site's location on Church Street, the northern spine to the CBD, makes it an ideal candidate for urban consolidation and redevelopment.

STREET

4. Both street frontages should

incorporate a 4 storey street

wall in the form of a podium

to contribute to the preferred urban form and character.



3. Development should respond to the primacy of Church Street as a main road and central city spine within the CBD.



5. Additional levels should be recessed to maintain a clear low-rise street-edge character.



Zone 2. PNUT + North Paramatta Zone 3. Central CBD Spine Zone 4. CBD Shoulders Zone 5. Parramatta River

Figure 7. Parramatta Strategic Framework - Church Street "Spine"



6. Development should respond to the existing hard-edged character along Church Street by introducing built form on the street boundary to achieve good definition of the public realm and avoid creating potential places of concealment or entrapment.



- 7. Development must reinforce, complement and enhance the visual character of the adjacent street and the locality.
- 8. The Church Street façade should incorporate frequent vertical articulation, providing visual interest, at walking pace.

DESIGN RESPONSE

Urban Consolidation and Urban Character

There are three competing policy imperatives that have a bearing on this site:

- Urban Consolidation (given the site's location within the northern spine of Parramatta's CBD, the CBD Strategy and its public transport accessibility);
- Responding to the primacy of Church Street as the northern spine to the ٠ CBD; and
- Responding and respecting the heritage quality and character of Sorrell ٠ Street adjacent and adjoining areas.

A balance must be found between these three goals.

Street Wall Response

There is no consistent street wall character within Church Street. That said, recently approved developments are responding directly to the DCP and providing a street wall height of four storeys. In response to the emerging character, the DCP, and the site's location on a corner, the development proposes a street wall height of 4 storeys with a tower above of 21 storeys set back 6 metres from the podium facing Church Street and 3 metres from Harold Street. The podium design will respond to the valued character of the heritage property directly opposite, by providing vertical articulation and modulation to break apart the façade.

The four level podium proposed is to be built to the edge of the Church Street and Harold Street boundaries ensuring strong spatial definition of the public realm, anchoring the corner.

The articulation of the upper levels of the street wall have a strong vertical emphasis to provide a more interesting visual experience at walking pace along Church Street and to respond to the fine-grain heritage forms "book marking" the block to the north and south.

Podium – Tower Typology

The subject site and surrounding CBD have been identified for growth and change through planning policy at both state and local level. The Parramatta CBD Strategy was developed to plan for and facilitate the growth of the area, and outlines the preferred future character of the area.

The proposal can be considered in terms of two distinct elements, the 4 storey street wall and the 21 storey tower form. The street wall provides a human scale within the street, responding to existing character elements. The proposal includes active frontages to both streets which will reinforce the existing commercial character of the area. Furthermore, levels 1-4 will be sleeved with active uses to further contribute to a safe and interesting public realm.
6.0 Public Domain Interfaces

POLICY CONTEXT





The public domain, streets, parks and squares, and the structures that relate to those spaces have clear policy guidance in the DCP. Clause 2.4.8 of the DCP encourages new development to enhance the quality of the public domain, ensuring it is safe, attractive, interesting, comfortable, readily understood and easily accessed. It states that development adjacent to the public domain elements such as streets and public open spaces must complement the landscape character, public use and enjoyment of that land.

The DCP provides clear design principles regarding how the development should be designed to address elements of the public domain, including the building interface between private and public domains, circulation, patterns and accessway edges, landscape, heritage items, ground floor activity and built form definition. It supports maximisation of access to the public domain, ensuring that buildings are located to have an outlook to the public domain, without appearing to privatise that space.

Development should provide passive surveillance to the public domain and avoid continuous lengths of blank walls and fences. The ground floor frontage should be occupied with active building fronts, contributing to the life of the street. The DCP requires active frontages throughout the city centre on primary street frontages for a minimum of 50% of each building front. Building alignment is a strong contributor to active frontages. Figure 4.3.3.1.1 of the DCP identifies both frontages to the subject site as 0 metre setback.

The DCP provides specific requirements regarding awnings in public spaces in certain locations. Figure 4.3.3.3.3 identifies continuous awning requirements along the frontage of the subject site.

Urban Context and Design Response Report 470 Church Street, Parramatta July 2016

URBAN DESIGN PRINCIPLES



9. Ensure active frontage with retailing, restaurants and cafes in appropriate locations that are designed to take advantage of solar access and passing traffic and trade.



10. Development should address both streets, with doors, windows and balconies to provide passive surveillance during the day and night.



11. Ensure the podium contributes to the public domain, making it a more memorable, safe and inviting place.



12. Development should present ordered and visually interesting façades to the public realm.



protection.

DESIGN RESPONSE

The development proposes continuous shop fronts to Church Street and Harold Street comprising clear glazing and entries directly from the street which will activate the public realm. The vehicular access and substation have both been provided off Harold Street to maximise pedestrian amenity along Church Street. Awnings will provide weather protection to pedestrians.

Above ground level within the podium, car parking will be sleeved with uses that provide active frontages. The upper level apartments address both street frontages and provide passive surveillance of the public realm.

In relation to overshadowing, in determining the overall height of the tower, a key principle is that the proposal does not inhibit the future development of adjacent sites within the same FSR. The overall height of the proposed tower has been set at 25 storeys (see Section 8.0). Overshadowing is further elaborated on in Section 7.0.



WINTER NOON 6:1 FSR

WINTER 9 AM 6:1 FSR

Figure 9. Shadow Analysis



7.0 Off Site Amenity Impacts



The Apartment Design Guide (ADG) provides guidance on the siting of development and building separation. The aim of building separation is to ensure new development is scaled to support the desired future character with appropriate massing and spaces between buildings. It also assists in providing residential amenity, particularly in relation to natural ventilation,

Section 2F of the ADG provides minimum building separation that increases

These vary dependent on the interface, whether it be between habitable rooms/ balconies, habitable and non-habitable rooms, or non-habitable rooms. No building separation is necessary where building types incorporate blank party walls. Typically this occurs along a main street or at podium levels



DESIGN RESPONSE

The subject site sits within the context of an expanding CBD for Parramatta, which in the future will house many more jobs and residents. A key area for this growth is the Church Street corridor, where additional surrounding lots have recently been included within the CBD boundary. An FSR of 6.0:1 is proposed for the block that the subject site sits within, which is subject to further urban design testing.

A consistent FSR for all sites in this block is inappropriate as the western edge abuts the Church Street corridor, which should be at a greater scale than sites to the east. Important heritage properties remain on Sorrell Street to the east and the scale of the CBD should transition between the busy commercial area of Church Street to a much more appropriate scale in keeping with the heritage properties and residential character of Sorrell Street.

With this rationale in mind the sites within the subject block have been tested to use a range of net FSRs to enable an appropriate transition in scale, but still delivering the target gross FSR of 6.0:1.

As well as a transition occurring east-west from Church Street it is also important that this scale and massing contributes to a consistent built form from the top of the CBD on Church Street to Parramatta River, where the northern CBD spine of high density development meets the core CBD area. This spine of development will ensure that a clear urban structure is created for the wider CBD, but also the important local heritage character and adjoining low density residential is respected.

The scale and massing of the proposed development responds to the context of the area, particularly the properties to the south and east. The building has been designed with the tower form setback approximately four metres from the podium to accord with the requirements of the DCP. The tower form has been designed to ensure apartments generally face north, east, or west, with the core on the south side of the building. Communal open space is proposed at the top of the podium.

The site directly to the east, 23-27 Harold Street has a 6:1 FSR subject to further urban design refinement. We understand a Planning Proposal has been submitted for this site also with a proposed podium and tower form. This Planning Proposal includes a 9 metre tower setback from property to the east with the balance of apartments facing north, allowing for the equitable development of that site. In understanding tower separations to the properties to the south and south east, these were modelled with 7:1 and 6:1 FSRs respectively. Based on this, the property directly to the south was modelled with a tower running north south with apartment orientation east-west. As the Planning Proposal for the subject site proposes non habitable room windows to the south, the design allows for a building separation of 18 metres, which would also allow the southern site the opportunity to have habitable rooms facing north. The property to the south was modelled at an FSR of 7:1 to understand how this scale of development works with Church Street. Applying the requirements of the ADG will ensure the built form outcome along Church Street includes slender tower forms with adequate separation, allowing for views between the towers and limiting visual bulk.

To the south east of the site lies walk up residential flats. The tower has been designed to ensure this property can be developed at a 6:1 FSR with a tower separation of 24 metres from the subject site.



Figure 11. Height Transition



8.0 Built Form and Legibility

The following indicative floorplate layouts illustrate the feasibility of the building form of a podium and tower. They are not intended to demonstrate final configuration of uses, but as 'proof of concept'.

The proposal for 470 Church Street can deliver an active retail frontage to Church Street and Harold Street with commercial and residential uses above. The final scheme will deliver design excellence will contribute a positive



LEVEL 1-COMM

response with respect to the legibility and primacy of Church Street.



PARKING B1

Figure 13. Proposed Floor Plates. Scale 1:500 @ A3.





LEVEL 7-RESI

9.0 Equitable Development

The below images illustrate the proposal achieves an equitable development outcome. The adjacent sites have been modelled to achieve a similar FSR outcome of 6.9:1, with the exception of the site to the east, comprising of 53 Sorrell Street, 23, 25, and 27 Harold Street, which has been modelled in terms of the preferred option 3A of 6.0:1 FSR.

It should be noted that the site to the south (460-468 Church Street) will be difficult to achieve an FSR of 6+ due to Council's advice to the design team relating to a preferred maximum height of 80m along Church Street. This requirement has led to an L-shaped design for the building envelope, when testing the site utilising the design principles within the ADG.

We believe a taller tower with a smaller floorplate would provide a better outcome for the site to deliver the proposed FSR, however we have modelled it based on Council's height guidance.

The block on Sorrell Street has been modelled at an indicative 3:1 FSR as we believe any higher yield will result in an unacceptable built form outcome for the historic character area. Higher development is more appropriate fronting Church Street with a graduated built form down to a much lower height where the interface with historic buildings on Sorrell Street occurs.





Figure 14. Proposed Elevation looking from Harold Street. Scale, 1:500 @ A3

David Lock Associates

Key Statistics

The development proposal for the subject site includes a 4 storey podium with a 21 storey tower form at an approximate FSR 6.9:1. The proposal statistics are as follows:

Site Area: 1629 m²

FSR: 6.9:1

GFA: 13032 m²

Key Built Form Features

Key features of the proposal include:

- A 4 storey podium with a slender tower form setback from the podium reaching to 21 storeys.
- A highly activated ground floor public realm with active retail uses fronting Church Street.
- Sleeved podium form with a mix of commercial, residential, and car parking.
- Provision of Communal Open Space at both the podium and tower roof level.
- A tower with a 559m² floorplate, with an efficient layout with apartments orientated to the north with the core located centrally to the south.
- Appropriate building separation from future development sites in accordance with the requirements of the ADG.
- On and off-site overshadowing impacts minimised through design.
- Vehicle access via Harold Street.
- Improvements to the public realm, with interesting and activated facades, new retail and commercial uses, and apartments in close proximity to public transport and amenities.
- A responsive design that responds to the primacy of Church Street, whilst allowing for a transition in height through the block towards the sensitive heritage aspects of Sorrell Street.

URBAN DESIGN PRINCIPLES



17. To promote legibility through the development of a spine of height along Church Street that provides recognisable routes, intersections and landmarks to help people find their way around. Urban Context and Design Response Report 470 Church Street, Parramatta July 2016

URBAN DESIGN PRINCIPLES

The built forms demonstrated in the image below has not been endorsed by Council.



18. To provide a transition in height from east to west from Church Street to Sorrell Street:

This Planning Proposal includes a development within an 6.9:1 FSR subject to the following principles:

- To allow for a height and density appropriate to the primacy of Church Street, propose an FSR of 6.9:1.
- To allow for a response to the locally distinctive patterns of development and character already established along Sorrell Street with an FSR of 3:1 and a typology responsive to medium-scale nature of the street.
- To allow for a graduated increase in height through the central lots with an FSR of 6:1.
- To enable an overall FSR of the block of 6:1 which accords with the Parramatta CBD Strategy.



Figure 15. Church Street Spine. Source: Parramatta Strategic Framework, The Office of the Government Architect, Terroir Pty Ltd, Parramatta City

10.0 Conclusion

In summary, the proposed development will achieve an appropriate balance between contributing to urban consolidation, responding to the emerging character of Church Street, managing off-site amenity impacts, and allowing for a suitable transition towards heritage to the east.

This report articulates how the Planning Proposal adheres to 18 Urban Design Principles and responds appropriately with respect to:

- its context both policy and physical;
- the urban character;
- enhancing the public domain; and
- minimising off site amenity impacts.

The planning proposal will realise the opportunity presented by the site and contribute to achieving a spine of high density development along Church Street, as envisioned by the Parramatta Strategic Framework (Figure 17).

This Urban Context and Design Response Report supports the planning proposal for the site of a 4 storey podium, with 21 storey tower above. This is an appropriate built form response to the site's 6:1 FSR and the site has the capacity to deliver a 15% bonus FSR via a design excellence competition process.

Utilise the spine for high intensity retail with residential and commercial above



Council, and Department of Planning and Environment, 2016.



Level 2/166 Albert Road South Melbourne 3205 Victoria Australia t: +61 3 9682 8568 Studio 111, 50 Holt Street Surry Hills 2010 NSW Australia t: +61 2 9699 2021

www.dlaaust.com Twitter: @DLA_Australia Plantastic Blog: dla- plantastic.blogspot.com.au/

Melbourne | Sydney | United Kingdom | Norway | Sweden

Appendix 2 – Traffic and Parking Assessment



16 Marie Street Milton, QLD, 4064 Australia +61 7 3320 3600 : tel +61 7 3320 3636 : fax dwatkins@mrcanney.com

5857

15th July 2016

Adam Byrnes Think Planners PO Box 121 Wahroonga, NSW, 2076

Dear Adam,

Re: 470 Church Street, North Parramatta

Introduction

MRCagney has been commissioned by Think Planners to prepare a Traffic and Parking Assessment for a proposed residential development located at 470 Church Street, North Parramatta. The scope of this commission is to review the traffic and parking implications for the proposed development and also provides advice on internal car park dimensions.

It is noted that *470 Church Street North Parramatta Urban Context And Design Report* prepared by David Locke Associates provided a review of the subject site and its surrounding context and identified a maximum floor space ratio (FSR) of 6.0:1 for the site as outlined in the *Parramatta CBD Planning Strategy*. Using this FSR a potential mix of land uses for the site was developed, which has subsequently an assessment of the traffic impacts and parking provisions associated with these uses was undertaken.

The issues relevant to the traffic and parking assessment are:

- > The impact of development traffic on the adjoining road network;
- **u** Outline potential parking provision arrangements for the site; and
- Assess any other transport implications associated with the development.

The objective of this report is to document the traffic impacts of the proposed development and provide highlevel advice on traffic and parking implications as part of the development.

Planning Context

The *Parramatta Local Environmental Plan (LEP)* 2011 zones the site on 470 Church Street as "B4 –Mixed Use", which identifies an existing floor space ratio (FSR) of 3.0:1 currently apply to the subject site. It is estimated that the existing uses on the subject site land uses are consistent with this zoning and intensity.

As displayed in Figure 1, the subject site is located within the designated Parramatta City Centre, as designated in the *Parramatta Development Control Plan (DCP): Section 2 – City Centre*.



Figure 1 – Parramatta City Centre

It is understood that Parramatta City Council recently released the *Parramatta CBD Planning Strategy*, in order to develop a planning framework for the Parramatta City Centre (and adjacent areas), to ensure its ongoing vitality and economic viability. The study's recommendations included the extension of the city center boundary and to increase the permissible densities within the designated study area to an FSR of 6.0:1 as well as increasing the FSR to key areas of the Parramatta City Centre to 10:1.

Subject Site

The subject site is located at 470 Church Street, Parramatta as shown in Figure 2, and is also bounded by Harold Street to the north. The site is located approximately 1.4 kilometres from the Parramatta City Centre which is to the south. The subject site is currently occupied by a five storey commercial building, which is assumed to meet the existing FSR of 3.0.



Figure 2 – Development Subject Site

Church Street is an arterial road with a 60km/h speed limit with two travel lanes in each direction and the kerbside lane in each direction dedicated as bus priority lanes. Footpaths, kerbs and gutters and street lighting are provided on both verges within the road reserve. The overall alignment of the road is relatively straight, offering good visibility.

Harold Street is a local road with a 50km/h speed limit with a single travel lane and kerbside parking in each direction. Footpaths, kerbs and gutters and street lighting are provided on both verges within the road reserve. The overall alignment of the road is relatively straight, offering good visibility. On the north-west of the subject site Harold Street intersects Church Street at a left-in / left-out only priority controlled intersection.

Public Transport

The subject site is currently very well served by public transport with bus stops on Church Street frontage, which are served by several bus routes providing a high service frequency. These bus routes also provide connectivity to train services from the Parramatta CBD.

A significant number of bus services operate on Church Street along the frontage of the subject site, Brickfield Road, approximately 250m to the east of the subject site, and on Victoria Road, approximately 430m to the south of the subject site. A summary of the bus service on these roads, the areas they service and their frequency is provided in Table 1.

Service	Route / Area Served	Peak Frequency	Off-Peak Frequency			
Church Street Services						
600	Castle Hill to Parramatta via Baulkham Hills	30 minutes	-			
601	Parramatta to Rouse Hill Town Centre via Windsor Road, Baulkham Hills & Kellyville	15-20 minutes	60 minutes			
603	Rouse Hill Town Centre to Parramatta via Kellyville, Glenhaven, Knightsbridge, Castle Hill, East Baulkham Hills and Windsor Road	15-20 minutes	60 minutes			
604	Parramatta to Castle Hill via Northmead, Model Farms & Hills Centre	30 minutes	60 minutes			
606	Parramatta to Winston Hills via Northmead & Old Windsor Road	30 minutes	60 minutes			
609	North Parramatta to Parramatta via Lake Parramatta & Church Street	30 minutes	60 minutes			
706	Parramatta to Blacktown via Winston Hills & Kings Langley	~45 minutes	60 minutes			
M60	Hornsby to Parramatta via Normanhurst, Thornleigh, Pennant Hills, Cherrybrook, Castle Hill and Baulkham Hills	10-15 minutes	10-15 minutes			
Brickfield Road Services						
546	Parramatta to Epping via Oatlands, North Rocks and Carlingford	30 minutes 60 minutes				
552	Parramatta to Oatlands	-	60 minutes			

Table 1 – Bus Services

Service	Route / Area Served	Peak Frequency	Off-Peak Frequency			
Victoria Road Services						
520	Parramatta to City - Circular Quay via University of Western Sydney, Rydalmere, Ermington, West Ryde, Ryde, Gladesville, Drummoyne and Rozelle	-	30 minutes			
521	Parramatta to Eastwood via University of Western Sydney, Rydalmere and Dundas	60 minutes	60 minutes			
523	Parramatta to West Ryde via University of Western Sydney, Rydalmere, Ermington and Fremont Avenue	60 minutes	60 minutes			
524	Parramatta to West Ryde via University of Western Sydney, Rydalmere, Ermington and Melrose Park	60 minutes	60 minutes			
525	Parramatta to Burwood via University of Western Sydney, Rydalmere, Ermington, Silverwater, Newington, Sydney Olympic Park and Strathfield	~20 minutes	30 minutes			
545	Parramatta to Chatswood via Telopea, Dundas Valley, Eastwood, Macquarie University, Macquarie Centre and Chatswood West	10 minutes	15 minutes			

It is noted that bus lanes are provided on Church Street and Victoria Road to provide more efficient bus operations through these corridors.

The subject site is located approximately 1,400m walking distance from Parramatta Station, which is serviced by the following train lines, providing direct access to a large number of population and commercial centres in Greater Sydney, including Liverpool, Cabramatta, Blacktown, Strathfield and the Sydney CBD:

- T1 –North Shore Line;
- Solution State State
- ▶ T5 Cumberland Line; and
- Blue Mountains Line

While this 1,400m distance exceeds ideal walking catchment parameters, the bus services on Church Street provide a direct service to and from the station and it is expected that Parramatta Station will offer a high level of amenity to the development site.

In addition to the existing public transport services, a number of additional public transport facilities are being planned / proposed in proximity to the subject site. Parramatta City Council recently completed Part 2 of the Western Sydney Light Rail Network (WSLR) Feasibility Study. The preferred first stage of the project includes the Castle Hill Line which would connect Castle Hill to the Parramatta CBD via Baulkham Hills and provides an interchange to the North West Rail Link and includes Church Street as part of its route.

Additionally, the *Sydney's Bus Future Simple, faster, better bus services* document issued by the NSW Government in 2013, recommended that rapid bus routes be established on Church Street and Victoria Road in Parramatta.

Therefore, the public transport options in proximity to the subject site are expected to improve as these networks are potentially developed in future years.

Active Transport

Footpaths in proximity to the subject site facilitate the movement of pedestrians within the local area and also connect the proposed development to Parramatta Station. Signalised pedestrian crossings are provided on Church Street at its intersection with Albert Street (approximately 100m north of Harold Street) and Grose Street (approximately 200m south of Harold Street).

As can be seen in Figure 3 (sourced from the Bicycle Route Map Westmead and Parramatta), a number of on-road and off-road bicycle facilities are located in proximity to the subject site. The on-road paths are typically characterised by the provision of painted bicycle logos and provide connectivity locally and between major centres.



Figure 3 – Parramatta Bicycle Map

Potential Development Mix

As the *470 Church Street North Parramatta Urban Context And Design Report* did not identify specific (or a range of) uses for the development site, the following potential mix of residential, commercial and retail areas has been generated and adopted for an overall assessment of traffic impact and parking:

- Sesidential: 154 apartments with a possible mix of 66 1-bed and 88 2-bed apartments;
- **Commercial:** 1,026m² GFA total; and
- Setail: 331m² GFA total mix of shops and cafes / food and drink outlets.

This potential mix of uses for the development site may vary for future development applications, however, the rates for traffic generation and parking provision identified in this assessment may be applied. Minor (and potentially moderate) changes to the scale and mix of uses for the development site are not anticipated to alter the outcomes of the traffic implication and parking assessment outlined herein.

Traffic Generation

Traffic generation of the potential development mix for the site has been determined in accordance with the *RMS Technical Direction (TDT 2013/04a) Guide to Traffic Generating Developments Updated traffic surveys.* The Technical Direction indicates that, based upon surveys conducted in 2012, the average trip rate for high density residential developments in Sydney is 0.19 trips per unit in AM peak periods and 0.15

trips in PM peak periods. For office uses, the respective AM and PM peak hour vehicle generation rates are 1.6 and 1.2 trips per 100m² GFA. For the retail uses, a general rate of 3.0 trips per 100m² GFA typical of specialty retail uses has been adopted for this assessment.

A summary of the expected level of traffic generation of the development site for the potential mix of uses is provided in Table 2.

Land Use	Potential Scale of Use (units)	Traffic Generation (AM / PM peak hours)	AM Peak Hour Trips	PM Peak Hour Trips
High Density	154 units	0.19 / 0.15	29	23
Residential		trips per unit		
Commercial	1,026m ² GFA	1.6 / 1.2	16	12
		trips per 100m ² GFA		
Retail	331m ² GFA	3.0	10	10
		trips per 100m ² GFA		
TOTAL			55	45

Table 2 – Preliminary Trip Generation Analysis

The analysis indicates that the potential development mix of uses for the site would generate approximately 45 - 55 peak hour vehicle trips, which would be comparable to the current traffic generation of the existing uses. Based on the mix of uses identified for the development site it is expected that there would that inbound and outbound trips will be relatively balanced – residential trips outbound in the AM peak period balanced by the commercial / retail trips inbound (the reverse applying in the PM peak period).

The overall potential traffic generation of the site would be equivalent to an average of approximately one (1) trip per minute, and therefore the traffic impacts of all the identified potential mix of land uses for the development site are expected to be negligible and accordingly detailed intersection analysis is not considered warranted.

Parking Provision

The *Parramatta LEP – Section 7.3 Car Parking*, specifies the following **maximum** parking rates for the various land uses identified within the potential mix of uses for the development site as follows:

- 1 space per one / two / three bedroom apartments;
- 1 visitor space per 5 dwellings.
- 1 space per 100m² GFA for commercial uses; and
- **1** space per 10m² GFA for cafes / food and beverage uses and 1 space per 30m² GFA for shops.

Details of the range of retail uses associated with the development is not currently available, accordingly for the purposes of a preliminary analysis an average maximum parking rate of 1 space per 20m² GFA for all retail uses has been adopted.

As bicycle parking provision rates are not outlined within the LEP, Parramatta DCP rates for the provision of bicycle parking, at 1 space per 2 dwellings for residential uses, and 1 / 200m² GFA for retail and commercial uses, has been adopted for this preliminary assessment.

The parking provision requirements for potential development mix for the site is presented in Table 3.

Land Use	Potential Scale of Use (units)	Parking Rate (maximum)	Parking (maximum)	Visitor Parking	Bicycle Parking
Residential	154 units	1 space per dwelling	154	31	77
Commercial	1,026m ² GFA	1 space per 100m ² GFA	11	-	5
Retail	331m ² GFA	1 space per 20m ² GFA	17	-	2
TOTAL			182	31	84

Table 3 – Parking Supply Provision

The potential development mix of uses will have a maximum parking provision of approximately 213 spaces depending on the applicable FSR/dwelling yield. Based on the Parramatta DCP rates, provision of 87 bicycle parking spaces would be applicable and should be provided with appropriate access based on their designated use. End-of-trip cycle facilities for the retail and commercial uses should be considered.

As these are maximum parking rates, it is likely that a lower overall parking provision will be adopted for the site. In the case of a lower parking supply, it is suggested that the parking supply for the commercial and retail uses be provided generally in line with the maximum supply identified and the residential supply be limited (i.e. providing parking spaces for two-bedroom apartments only). Visitor parking could be provided at the maximum (31 spaces) or potentially at a ratio of 1:5 (20%) to the residential parking supply provided. Other parking supply provisions and mixes would also be appropriate.

One car sharing space is to be provided for any residential development with 50 or more units within 400m of a bus stop with service frequencies of 15 minutes or less during morning peak periods (7:00am - 9:00am).

The layout of the parking should be designed to comply with Australian Standards AS2890.1 *Off-Street Car Parking*, which identifies the following parameters for the relevant parking User Classes (as identified in Table 1.1 of AS2890.1):

- > Parking spaces should be 5.4m long;
- Minimum widths of parking spaces should be 2.4m for residential uses (User Class 1), 2.5m for commercial uses (User Class 2), and 2.6m for retail uses and visitor parking (User Class 3); and
- > Parking aisles should be 5.8m wide.

Provision and design of facilities (i.e. loading docks) for servicing of the development by trucks is also required based on the applicable planning guidelines and/or the requirements of AS 2890.2 *Off-Street Commercial Vehicles Facilities*.

Access Arrangements

Other specifications of the *Parramatta DCP* that would be applicable to access arrangements for the proposed residential development includes the following:

Parking and vehicular access points are to be located to minimize conflict between pedestrians and vehicles;

- Vehicular ramps should provide safe and efficient ingress and egress, and are to be designed with sufficient width and appropriate grades (with transitions, if required), based on their connection to the parking areas and the relevant uses served by each parking area;
- Visitor parking is to be marked or signposted to enable easy recognition; and
- Wayfinding to/from the various parking areas and servicing facilities should also be considered.

Summary of Findings

MRCagney has been commissioned to assess the traffic and parking implications of the development site located at 470 Church Street, North Parramatta. Our summary of findings include the following:

- > The following potential mix of residential, commercial and retail areas has been adopted for an overall assessment of traffic impact and parking:
 - Residential: 154 apartments with a possible mix of 66 1-bed and 88 2-bed apartments;
 - Commercial: 1,026m² GFA total; and
 - Retail: 331 m² GFA total mix of shops and cafes / food and drink outlets.
- It is noted that Parramatta City Council's Parramatta CBD Planning Strategy recommends that the FSR applicable to the subject site (and surrounding areas) be increased to 6:0:1, as identified in the 470 Church Street North Parramatta Urban Context And Design Report, which has been adopted in generating potential mix of uses for development site.
- The subject site is currently well served by public transport services, and is located in proximity to planned proposed public transport services such as Western Sydney Light Rail Network.
- The anticipated traffic generation of the identified mix of uses on the site would be in the order of 45 - 55 peak hour vehicle trips, equivalent to less than one vehicle movement per minute. Traffic impacts on the surrounding road network from this relatively low generator will be negligible.
- A maximum parking supply provision for the potential mix of uses for the development site has been identified based on the rates within the *Parramatta LEP Section 7.3 Car Parking*. Bicycle parking provision, and end-of-trip cycle facilities have been outlined.
- Design considerations in relation to the internal parking arrangements and servicing areas, as well as vehicular access for the development have been outlined.

In summary, the traffic assessment undertaken, based on the identified potential scale and mix of uses for the development site, identified that the potential traffic generation of the development site would have negligible impact on the surrounding road network. Provisions for other transport elements (bicycles and service vehicles) have been outlined and maximum parking supply provisions and car parking layout dimensions have also been identified.

Yours sincerely,

A.J.Walter

Darryl Watkins Senior Traffic Engineer MRCagney



Prepared by City of Parramatta

PARRAMATTA WE'RE BUILDING AUSTRALIA'S NEXT GREAT CITY