ITEM NUMBER	6.2
SUBJECT	Request for Gateway and public exhibition: Planning Proposal for North-East Planning Investigation Area
REFERENCE	F2022/03176 -
APPLICANT/S	City of Parramatta
OWNERS	N/A
REPORT OF	Team Leader Land Use Planning

PURPOSE

The purpose of this report is to seek the Parramatta Local Planning Panel's advice to Council on a request to the Department of Planning, Housing and Infrastructure for a Gateway Determination for a Planning Proposal for the land identified as the North-East Planning Investigation Area.

RECOMMENDATION

The Parramatta Local Planning Panel consider the following Council Officer recommendation in its advice to Council:

- (a) That Council approve:
 - i) The Planning Proposal at **Attachment 1** for the purposes of seeking a Gateway Determination from the Department of Planning, Housing and Infrastructure, for the land identified as the North East Planning Investigation Area which seeks the following changes to the Parramatta Local Environmental Plan 2011:
 - a. Increase the Maximum Floor Space Ratio from 0.8:1 to a range between 2:1 and 3.6:1.
 - b. Increase the Maximum Height of Building from 11m to a range between 24m and 40m (approximately 6 12 storeys).
 - ii) The supporting draft DCP amendments at **Attachment 2** applying to the land in the North East Planning Investigation Area for the purposes of public exhibition.
- (b) That Council advise the Department of Planning, Housing and Infrastructure that the CEO will be seeking to exercise its plan-making delegations for this Planning Proposal, as authorised by Council on 26 November 2012.
- (c) That Council authorise the CEO if the Gateway determination is issued by the Department, that the draft DCP amendments are placed on public exhibition concurrently with the Planning Proposal.
- (e) That Council delegates authority to the CEO to correct any minor anomalies of a non-policy and administrative nature that arise during the plan-making process.

PLANNING PROPOSAL TIMELINE



SUMMARY

- 1. This report seeks the advice of the Parramatta Local Planning Panel on a Planning Proposal for land identified as the North-East Planning Investigation Area for the purposes of seeking a Gateway Determination from the Department Planning, Housing and Infrastructure.
- 2. The Planning Proposal seeks to amend Parramatta Local Environmental Plan (LEP) 2023 and Parramatta Development Control Plan (DCP) 2023 to enable an appropriate response to the changes to the planning controls that come into effect on 1 July 2024 for the Church Street North Precinct that were made by the State Government through a State Environmental Planning Policy (SEPP).
- 3. The proposed LEP and DCP amendments for the North-East Planning Investigation Area respond to matters raised in the Church Street North SEPP Finalisation Report and the outcomes from the NEPIA Planning Strategy exhibition providing a transition in heights and density from the Church Street North Precinct to the Sorrell Street Heritage Conservation Area to the east.
- 4. The Planning Proposal forms part of 'Phase 1' of the work program endorsed by Council on 20 November 2023 to review the planning controls for the 'Planning Investigation Areas' adjacent to the Parramatta City Centre.

SITE DESCRIPTION

5. The North-East Planning Investigation Area (NEPIA) is a collection of 25 sites in the suburb of Parramatta adjacent to the east of the City Centre boundary as shown in **Figure 1** below.



Figure 1: Parramatta City Centre (left) and the North-East Planning Investigation Area Boundaries (right)

- 6. The sites included are:
 - 17, and 36, 38 and 40 Albert Street
 - 1, 9, 11 and 17 Isabella Street
 - 20, 23, 25 and 27 Harold Street
 - 32, 33, 34, 34A and 37 Fennell Street
 - 35, 36, 37, 38, 39 and 40 Grose Street
 - 25 and 29 Sorrell Street

CURRENT PLANNING CONTROLS

- 7. The current *Parramatta LEP 2023* controls that apply to the NEPIA are:
 - Zoning R4 High Density Residential
 - Maximum Height of Building control of 11 metres; and
 - Maximum Floor Space Ratio (FSR) of 0.8:1.
- 8. No sites within the NEPIA are heritage listed; however, as shown in **Figure 2** below, the NEPIA is adjacent to several heritage items and the Sorrell Street Heritage Conservation Area under Schedule 5 of the PLEP 2023.

9. The general DCP controls that apply to all R4 High Density Residential precincts in the LGA apply to this Precinct. There are no precinct specific controls.

Figure 2: Relevant planning and heritage considerations within proximity of the NEPIA.



OTHER RELEVANT PLANNING MATTERS

- The western boundary of the NEPIA adjoins the Church Street North Precinct. The Department prepared <u>SEPP (Church Street North Precinct) 2023</u> which introduces new planning controls for the land north of the river (refer to Figure 4) and is set to commence on 1 July 2024. A separate process is currently underway to progress amendments to Parramatta DCP 2023 to provide appropriate DCP controls that respond to, and correlate with, the Church Street North SEPP amendments, and anticipated to be reported to Council in the coming weeks.
- Additionally, a proponent led site-specific planning proposal located within the NEPIA at 23-27 Harold Street, Parramatta (see black hatched area in Figure 2) is currently subject to a rezoning review. At the time of writing this report, the outcome of this review was not known to Council Officers.

BACKGROUND

12. On 20 November 2019, Council considered a report on the Parramatta CBD Planning Proposal (CBD PP) and resolved to defer a number of areas,

including an area known as the North-East Planning Investigation Area from the broader CBD PP Planning Proposal it was considering at that time. This precinct was deferred to allow further options to be considered.

- 13. In June 2020, Council resolved to prepare a Planning Strategy for the NEPIA in response to a number of planning proposals that were submitted for parcels in the area. Public exhibition of the Planning Strategy occurred from March to April in 2021 and an overview of submissions received, and Council's response is detailed further below in this report and in **Attachment 3**.
- 14. In finalising the CBD Planning Proposal (CBD PP) now formally known as *Parramatta Local Environmental Plan 2011 (Amendment No 56)*, the Department removed the area north of the Parramatta River (known as the Church Street North Parramatta (refer to **Figure 4**)) from the CBD PP to undertake a State-led *planning process.*
- 15. In December 2023, the Department finalised a State Environmental Planning Policy (Church Street North Precinct) ('CSN SEPP') for the land north of the river that was previously removed from the CBD PP. As shown in **Figure 3**, the NEPIA is not subject to planning work by the State Government and thus Council can re-commence planning and technical investigation for the NEPIA.

Figure 3: Relationship between the forthcoming Parramatta City Centre boundary, the Department's Church Street North Precinct (as per the SEPP); as well as the North East Planning Investigation Area.



NEPIA Planning Strategy

16. As discussed above Council endorsed a Planning Strategy for the NEPIA which sought feedback from the community on six built form options. A total

of 194 submissions were received in response to the public exhibition with a stakeholder breakdown of:

- Landowners, Residents and Individuals: 181 Submissions
- Planning Consultants: 5 Submissions
- Public Authorities, Institutions and Interest Groups: 8 Submissions
- 17. **Table 1** below displays a breakdown of the options preferred by submitters:

Option	FSR and height proposed in Option for the entire NEPIA	Number in support	Percentage
Option 1	(0.8:1, 11m)	94	46.1%
Option 2	(2:1, 28m)	17	8.3%
Option 3	(3:1, 40m)	6	2.9%
Option 4	(4:1, 54m)	1	0.5%
Option 5	(5:1, 67m)	4	2.0%
Option 6	(6:1, 80m)	34	16.7%
Not Indicated	N/A	48	23.5%
Total		204	100%

Table 1: Submitter preferred NEPIA Planning Strategy Options

Note: The total number of preferred options (204) is larger than the number of submissions (194) due to recording submitters who expressed their support for more than one option.

- Key themes in the submissions included heritage impacts, scale and density, 18. infrastructure pressures, traffic/ parking, character and overshadowing. Attachment 3 provides an analysis of the submissions and Council officer responses to the key themes.
- The themes and issues raised in the submissions were used to inform the key 19. design aspects of the proposed changes to the NEPIA.

DESCRIPTION OF THE PLANNING PROPOSAL

20. The Planning Proposal for the NEPIA seeks to amend the FSR and HOB Maps of the Parramatta LEP 2023 as per Table 2 below. Supporting DCP controls are also proposed as outlined below and detailed in Attachment 2. The proposed controls for the NEPIA consider the CSN SEPP and feedback from community submissions made to the exhibition of the NEPIA Planning Strategy in 2021.

Controls	Current	Proposed
Land Zoning	R4	No Change (R4)
Floor Space Ratio	0.8:1	2:1, 3:1, 3.6:1
Height of Buildings	11m	24m (6 storeys), 40m (12 storeys)

Table 2. Existing and proposed LEP controls for the NEPIA

The following section details the mapped changes between existing and proposed PLEP 2023 controls for the NEPIA.



Figure 4: Current and proposed amendments to PLEP 2023 maps



Determining the height of building control and FSR for the NEPIA

- 21. The recommended height of building controls for the NEPIA are based on:
 - the 'viewshed' approach detailed in the Department-commissioned consultant study that informed mapped building heights in the CSN SEPP. Applying a 60-degree field of view sightline, views to sky are maintained above buildings providing a transition in height and protecting the setting of the heritage conservation area. An extract from the consultant study on the viewshed approach is provided in **Figure 5**.
 - creating a mapped skyline strategy which steps down from the concentrated height on Church Street towards the Sorrell Street HCA, but also northwards towards the surrounding low-scale residential areas of North Parramatta, as per **Figures 6 and 7**.
 - an acknowledgement of sites within the CSN precinct north of Harold Street that are unlikely to redevelop due to large, 6- to 8-storey residential strata subdivisions.

Figure 5: Extract from the consultant report explaning the field of view sightline application (Source: <u>Church Street North Urban Design Study</u>)



- 22. The recommended FSR controls for the NEPIA are based on:
 - Achieving workable FSRs that align with the proposed height of building controls.
 - Reinforcing the height transition through inter building setbacks, street setbacks, building orientation, and location of landscape areas (see Figure 8).
 - Creating workable residential floor plates within a slender tower form and podium, with space for deep soil and communal open space.
- 23. The recommended FSR and height limit for the site at 23-27 Harold Street, Parramatta (which is also currently subject to a rezoning review), was determined using the same built form principles and outcomes-based approach for the NEPIA. The maximum FSR of 3.6:1 and a 40m height limit is proposed for site noting this slightly higher FSR reflects the efficiencies of a

smaller sized site (see **Figure 4**). Further details are contained in **Attachment 1**.

Figure 6: Council officer modelling showing how the stepped height of buildings as well as the inter building seperation with views to sky creates the transition between the Church Street North precinct and the sites within the NEPIA. Note that sites on Church Street North have been modelled to include potenial design excellence and place based bonuses. View 1 and 2 are taken from the public domain using 60 degree human view cone and illustrate that when bonuses are applied, the tops of towers can no longer be percieved. This reinforces the importance of combining principles of height transition with other methods of transition in the NEPIA.



Amendments to the Parramatta DCP 2023

- 24. To support the proposed amendments to the LEP outlined above, amendments are proposed to Part 8, Section 8.3 Neighbourhood Precincts in Parramatta DCP 2023.
- 25. Area specific DCP controls are considered necessary for the NEPIA primarily due to the heritage sensitivities and need to provide transition between the HCA and forthcoming new LEP controls for the Church Street North precinct. This new section of the Parramatta DCP will include objectives and controls for:
 - The desired future character of the area, with consideration for existing context and how this precinct will redevelop incrementally over time,
 - Minimum site requirements and preferred site amalgamation to ensure the objectives of future development in the area can be met,
 - Heritage transition achieved through specified setbacks, street wall heights and building orientation,
 - Deep soil and landscaping requirements for future amenity and to create a vegetated heritage setting,
 - Consistent street setbacks that maintain heritage items as the dominant features of the streetscape and enable large canopy tree planting within the front setback zone,

- Tower separation to enable views to sky when observed from the Sorrell Street HCA (east), and
- Bespoke car parking rates that respond to the proximity to the City Centre and light rail infrastructure (see further discussion below).

Figure 7: Area specific DCP controls are proposed to achieve the Structure Plan for the North East PIA (buildings coloured red) and part of the Church Street North precinct (buildings coloured yellow).



26. Given the NEPIA consists only of R4 High Density Residential zoned land, the following Parts of the DCP will continue to apply in addition to the new site specific provisions proposed in Part 8: Part 2: Design in Context, Part 3: Residential Development, Part 5: Environmental Management, Part 6: Traffic and Transport and Part 7: Heritage and Archaeology. The details of these changes can be found in **Attachment 2**.

PLANNING PROPOSAL ASSESSMENT

Strategic Merit

27. A summary of how the subject Planning Proposal is consistent with the relevant policies is provided below, with **Attachment 1** providing a full assessment of the Proposal's consistency against relevant State Planning Policies and Ministerial Directions.

Greater Sydney Region Plan (GSRP) and Central City District Plan (CCDP)

28. The Planning Proposal is generally consistent with relevant state policies and planning strategies including the Greater Sydney Region Plan, Central City District Plan, and Ministerial Directions under Clause 9.1 of the Environmental Planning and Assessment Act 1979.

Local Strategies

29. The NEPIA falls just outside of the Parramatta CBD growth precinct identified within the LSPS and the LHS. The LSPS aims to encourage a more diverse range of housing, focusing on medium density housing for new growth and defining areas that meet the criteria to be a Housing Diversity Precinct. The NEPIA satisfies this diversity criteria and, with the proposed LEP controls in this Planning Proposal, can contribute to the delivery of a diversity of housing within Parramatta.

Site-Specific Merit

Urban design and heritage matters

- 30. Previous Council commissioned heritage studies (as discussed in the <u>NEPIA</u> <u>Planning Strategy</u>) are superseded by the SEPP process for the Church Street North precinct and the recommended principles and strategies in the Department's *Finalisation Report 2023* developed by specialist urban design and heritage input. For the NEPIA the relevant principles and strategies include responding to the adjoining HCAs and low scale residential uses by transitioning building heights downwards towards them and protecting view corridors.
- 31. The design process for the NEPIA has been carried out concurrent with the drafting of the Church Street North DCP. Consequently, these precincts and their surrounds have been treated as a whole to determine a recommended outcome. Based on a spatial analysis of the area, several key design objectives have been established to guide the design approach. These are related to:
 - Creating continuity between the City Centre from south of the river, northwards along the Church.
 - Considering a more residential focus for future development outcomes in North Parramatta.
 - Providing transition to heritage conservation areas to be achieved through both stepped building heights and space between buildings through setbacks and building separation.

- Maintaining the highly vegetated character of North Parramatta for tree canopy within street setbacks and rear gardens at mid-block.
- Establishing building alignments that respond to the prevailing alignment of heritage items in the area.
- Responding to the landscape and river setting with a skyline that follows the topography along the ridge.

Although the design objectives and principles were developed for the whole area, the proposed LEP and DCP controls for the NEPIA are drafted so that they apply independently of the CSN SEPP area.

- 32. The recommendations for NEPIA are based on **comprehensive approach to transition** as required by the Department that includes a combination of both building height and site planning. The method for transition includes stepping in building height from Church Street properties to the Sorrell Street HCA, but also includes:
 - Utilising detached buildings to mediate between perimeter block, podium tower development along Church Street and existing apartments and houses within the HCA,
 - Locate vegetated setbacks and communal open space on the ground to provide landscape space as a frame/backdrop to heritage buildings and the HCA,
 - Supporting deep soil zones on development sites, which enables canopy tree planting to be a setting to heritage,
 - Ensuring any future development is setback from the prevailing heritage alignment on the street and that front setback zones support large canopy tree planting,
 - Orientating the short edge of towers towards the HCA to minimise the bulk of towers perceived from the HCA,
 - Maximising separation between towers where it can increase views to sky when observed from the HCA, and
 - Encouraging slender tower forms and finer grain street wall typologies to tie into the surrounding lower scale context of North Parramatta.

This multifaceted approach to transition that has been applied to NEPIA sites is illustrated in **Figure 8** below.

Figure 8: Methods for achieving transition and unifying development across the precinct through building heights and setbacks between Church Street and the Sorrell Street HCA.



Potential impacts from State Government Reforms

- 33. If the **Department's proposed Low- and Mid-Rise Housing Reforms** exhibited in late 2023 were to come into effect, the FSR and height of building control that would apply to the NEPIA and the Sorrell Street HCA are 3:1 and 21m, as both areas are within 400 metres of a transport node.
- 34. This does not include any additional density possible under the **Housing SEPP's 30% FSR and height bonus for affordable housing** and was not factored into the Department's Low- and Mid-Rise Housing Reforms. The impact of this on the CSN precinct and NEPIA is difficult to predict.
- 35. What is known is that for the NEPIA, the planning controls under the Reforms and as recommended in this report, would both result in approximately 500 dwellings; however, under the reforms because of the mismatch between the proposed FSR and height as identified in Council's 26 February 2024 <u>submission on the reforms</u>, the following impacts are likely: Buildings will be bulky and setbacks to boundaries insufficient for the scale, with significant impacts upon deep soil and tree canopy loss contributing to reduced amenity and heat island effects.
- 36. In the Finalisation Report for CSN, the Department referred to the housing crisis and the need to provide certainty and accelerate housing delivery along the Parramatta light rail corridor. The proposed controls recommended by this Planning Proposal for the NEPIA demonstrate to the Department Council's willingness to provide for additional density in areas well serviced by public transport and in a way that can responds sensitively to the heritage issues consistent with the principles and strategies in the Department's Finalisation Report 2023.

<u>Transport</u>

37. The NEPIA is considered suitable for higher density residential development due to its proximity to the City Centre, accessibility to transport and employment opportunities. The site is located within a range of 100m to 350 metres walking distance to the Parramatta Light Rail stop and existing bus services; and highly accessible to pedestrian pathways and cycleways.

Traffic, Parking and Access

- 38. Council's Integrated Transport Plan (ITP) considered growth as a result of the CBD PP and modelled residential parking rates delineating the difference between locations that are within 800m or a 10-minute walk approximately from Parramatta train station (Category A) and other locations at the CBD fringes considered remote from heavy rail (Category B) as shown in Figure 9.
- 39. Currently, Category A car parking rates apply to the City Centre (including the Church Street North precinct) via the LEP and are a *maximum*. Car parking rates for most areas outside the City Centre including the NEPIA are contained in PDCP 2023 and are a *minimum*. See **Table 3** for a comparison of the car parking rates.
- 40. Work is currently underway to implement recommendations of the ITP, and Officers are recommending the 'Category B' ITP parking rates as outlined in Figure 9 as part of progressing the CBD PP 'orange matters'. A separate LPP report on the CBD PP 'orange matters', will soon be reported to the Local Planning Panel.

Figure 9: Parramatta Residential Parking Rate Categories (taken from the Parramatta Integrated Transport Plan), the NEPIA is within the red circle.



Residential Parking Rate	current general	PLEP 2023 Part	recommended controls for inclusion in PDCP
Studio	0.6	0.1	0.2
1 bedroom	0.6	0.3	0.4
2 bedroom	0.9	0.7	0.8
3+ bedroom	1.4	1.0	1.1

- 41. This report recommends applying the Category B parking rates to the NEPIA as a DCP control (see **Attachment 2**) for the following reasons:
 - proximate to the City Centre and light rail, and generally subject to the same traffic conditions as the Church Street precinct, and
 - the anticipated development typology (podium and tower) is the same as Church Street.

Flooding

- 42. Council has more recently exhibited the draft Parramatta River Flood Study 2023 and while the draft study is yet to be endorsed by Council, it is prudent for Council to assess the Planning Proposal against this updated Study. The Planning Proposal is also required to address Local Planning Direction 4.1 Flooding, issued by the Minister for Planning under Section 9.1(2) of the *EP&A Act 1979*. Planning Proposals are required to demonstrate that they are consistent with the Direction and any inconsistency is required to be justified.
- 43. The draft Parramatta River Flood study shows that the majority of the NEPIA is unaffected by flooding except for a part of Fennell Street and Sorrell Street which are now subject to increased risk of Probable Maximum Flood (PMF) and increased hazard risk (see **Figure 10**), compared to current flood information.
- 44. For the affected sites in Fennell Street, the recommended pattern of lot consolidation as proposed in the area specific DCP controls for the NEPIA (**Attachment 2**) means egress to an unaffected part of the street with rising road access outside PMF is possible. For the affected sites in Sorrell Street, even with the recommended pattern of lot consolidation, horizontal egress is not a safe option. In this case, vertical evacuation would be required with the specific requirements able to be managed at the Development Application stage.

45. Any future development on the site will need to respond to the Flood Risk Development Manual and the relevant controls contained within the PLEP 2011 and the Parramatta Development Control Plan 2011.

Figure 10: Extract of the NEPIA consolidation/ structure plan showing the sites under the draft Parramatta Flood Study 2023 affected by the PMF and the hazard affectation.



46. Infrastructure, social, economic and environmental impacts are considered minimal and discussed in the Planning Proposal at **Attachment 1**.

PLAN MAKING DELEGATIONS

- 47. Plan making delegations were announced by the then Minister for Planning and Infrastructure in October 2012 allowing councils to make LEPs of local significance. On 26 November 2012, Council resolved to accept the delegation for plan making functions, and for these functions be delegated to the Chief Executive Officer.
- 48. It is recommended that Council request to the Department of Planning, Housing and Infrastructure to exercise its plan making delegations for this Planning Proposal. This means that after the Planning Proposal has received a Gateway Determination, complied with any conditions (including any requirements for public exhibition), Council officers can deal directly with the Parliamentary Counsel on the legal drafting and finalisation of the amendment to the LEP facilitated by this Planning Proposal.

FINANCIAL IMPLICATIONS FOR COUNCIL

- 49. If Council resolves to endorse this report in accordance with the recommendation, there are no unbudgeted financial implications for Council's budget. Costs associated with the public exhibition of the Planning Proposal and the DCP will be funded from existing Strategic Land Use Planning budget allocations.
- 50. The table below summarises the financial impacts on the budget arising from approval of this report.

	FY 22/23	FY 23/24	FY 24/25	FY 25/26
Revenue				
Internal Revenue				
External Revenue				
Total Revenue	NIL	NIL	NIL	NIL
Funding Source	NIL	NIL	NIL	NIL
Operating Result				
External Costs				
Internal Costs				
Depreciation				
Other				
Total Operating Result	NIL	NIL	NIL	NIL
Funding Source	NIL	NIL	NIL	NIL
САРЕХ				
CAPEX				
External				
Internal				
Other				
Total CAPEX	NIL	NIL	NIL	NIL

CONSULTATION AND TIMING

Councillor Consultation

51. The following Councillor consultation has been undertaken in relation to this matter:

Date	Councillor	Councillor	Council Officer	Responsibility
		Comment	Response	
18 March 2024	Standard briefing session prior to Council meeting	In relation to the NEPIA, include in the exhibition documentation an explanation and visual representation of the height and FSR that may be achieved under the State Government's exhibited Low and	which includes FAQs that form the NEPIA notification	, ,

CONCLUSION AND NEXT STEPS

- 52. This report recommends Council endorse and forward the Planning Proposal at **Attachment 1** to the Department with a request for a Gateway Determination, and that Council endorse the DCP amendment at **Attachment 2** for public exhibition concurrently with the Planning Proposal.
- 53. Community consultation will be undertaken as required by the Gateway Determination.

Issa Trad Team Leader Land Use Planning

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Jennifer Concato Executive Director City Planning and Design

ATTACHMENTS:

1 🕂 🌃	North-East Planning Investigation Area Planning	47 Pages
	Proposal	-
2 🕂 🔛	Proposed DCP Amendments	17 Pages
3🕂 🛣	NEPIA Planning Strategy Community Engagement	11 Pages
	Report	

REFERENCE MATERIAL

Attachment 1 – North-East Planning Investigation Area Planning Proposal

Item 6.2 – Request for Gateway and Public exhibition: Planning Proposal for North-East Planning Investigation Area

16 April 2024 Local Planning Panel Meeting

This attachment can be viewed here: <u>https://businesspapers.parracity.nsw.gov.au/Open/2024/04/LPP_16042024_AGN_938_AT.P_DF</u>

Refer to page 459.

Attachment 2 – Proposed DCP Amendments

Item 6.2 – Request for Gateway and Public exhibition: Planning Proposal for North-East Planning Investigation Area

16 April 2024 Local Planning Panel Meeting

This attachment can be viewed here: <u>https://businesspapers.parracity.nsw.gov.au/Open/2024/04/LPP_16042024_AGN_938_AT.P_DF</u>

Refer to page 506.

Attachment 3 – NEPIA Planning Strategy Community Engagement Report

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16 April 2024 Local Planning Panel Meeting

This attachment can be viewed here: <u>https://businesspapers.parracity.nsw.gov.au/Open/2024/04/LPP_16042024_AGN_938_AT.P_DF</u>

Refer to page 523.