

# Planning Proposal

## Amendment to Parramatta LEP 2011



### 1-7 Station Street West, Parramatta

Planning Proposal to amend Height, FSR, and Heritage Controls

Submitted to Parramatta City Council  
On Behalf of Greenrock Property Pty Ltd



March 2016 ■ 15519

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## Executive Summary

This Planning Proposal has been prepared on behalf of Greenrock Property Pty Ltd seeking to amend the Parramatta Local Environmental Plan 2011 Building Height, FSR, and Heritage Controls as they relate to the site at 1-7 Station Street West.

This planning proposal has been prepared in accordance with Section 55 (2) of the *Environmental Planning and Assessment Act 1979* and includes the requirements as set out in *A guide to preparing planning proposals* published by the Department of Planning and Infrastructure in October 2012.

- **Part 1** – A statement of the objectives and intended outcomes of the proposed instrument
- **Part 2** – An explanation of the provisions that are to be included in the proposed instrument
- **Part 3** – The justification for those objectives, outcomes and the process for their implementation
- **Part 4** – Maps, where relevant, to identify the intent of the planning proposal and the area to which it applies
- **Part 5** – Details of the community consultation that is to be undertaken on the planning proposal.

Accompanying this report is a detailed Urban Design Report prepared by AJC architects (**Appendix A**). The purpose of this report is to provide an initial urban design study and planning advice prepared to support the planning proposal and provides concept options for a future development.





## 1.0 Introduction

This Planning Proposal has been prepared by JBA on behalf of Greenrock Property Pty Ltd as owners of 1-7 Station Street West, Parramatta (the site).

The site comprises four properties bounded by Station Street West (Station Street) to the east and Raymond Street to the south. The site also has frontage to and vehicular access from an unnamed lane to the west, hereafter referred to as Raymond Lane. The site is currently occupied by three single storey dwelling houses and a two storey dwelling house, currently used for commercial tenancies. The site is subject to the *Parramatta Local Environmental Plan 2011* (LEP 2011) and contains two locally listed heritage items, located at 1 and 7 Station Street.

The site is located in a prominent position adjacent to the Harris Park Train Station, on the south eastern edge of the Parramatta City Centre. Parramatta is Sydney's Second CBD and is currently experiencing high levels of growth within the City Centre. Parramatta Council have prepared the Parramatta CBD Planning Strategy that will facilitate the growth of the City Centre into a major CBD. Parramatta Council is currently in the process of preparing a Planning Proposal that aligns with the Parramatta CBD Planning Strategy, it is anticipated that this planning proposal will form a separate amendment to the Parramatta LEP 2011.

Should the planning proposal be achieved, Greenrock Property Pty Ltd proposes to redevelop the site with a mixed use scheme incorporating a retail and commercial podium and a residential tower of approximately 43 storeys plus building plant (including design competition bonus). The process for the development would involve a competitive design competition to achieve design excellence on the site.

This proposed scheme is described in more detail in **Section 6.0** and is illustrated in the Urban Design Report prepared by AJC Architects, which is provided at **Appendix A**.

To facilitate the proposed scheme, this Planning Proposal seeks to amend the building height, floor space ratio (FSR) and heritage listing (Number 7 Station Street) that applies to the site under the Parramatta LEP 2011 in the manner described in **Table 1** below.

**Table 1** – Summary of Existing and Proposed LEP Controls

	Existing	Proposed
<b>Floor Space Ratio</b>	Maximum FSR of 2:1 across the entire site	10:1 across the entire site. 11.5:1 then achievable with 15% design excellence bonus.
<b>Building Height</b>	Maximum building height of 18m	- Impose a height control of 142m across the entire site
<b>Heritage</b>	The site has two locally listed heritage items: - 1 Station Street (Item No 744) - 7 Station Street (Item No 745)	- Remove the heritage listing of the item at 7 Station Street (Item No 745) - Retain and adaptively reuse the item at 1 Station Street (Item No 744).

This Planning Proposal describes the site and the proposed changes to the Parramatta LEP, and provides a justification for the proposed changes. The report should be read in conjunction with the Urban Design Report prepared by AJC at **Appendix A** and specialist consultant inputs appended to this report (refer Table of Contents).

The report has been written, and structured, in accordance with the former Department of Planning and Infrastructure's publication *A Guide to Preparing a Planning Proposal* (October 2012) and *A Guide to Preparing Local Environmental Plans* (April 2013).

## 1.1 Background

The site comprises four parcels of land and was purchased by Greenrock Property Pty Ltd to amalgamate into a single development site.

The site is located adjacent to the Harris Park Train station and is in close walking proximity (170m) to Church Street and the future Auto Alley precinct identified in the Parramatta CBD Strategy.

The site is located in a strategic portion of the Parramatta CBD due to its close proximity to the Harris Park Train Station and prominent location at the south-eastern entrance to the CBD. Furthermore, the site is located in a precinct that is identified for further Urban Design testing within the CBD Planning Strategy.

Accordingly Greenrock Property Pty Ltd have engaged Allen Jack+ Cottier (AJC) and a team of specialists to undertake an Urban Design Report of the precinct and site to demonstrate to Council the constraints and opportunities and inform the future planning for this area.

## 1.2 Consultation with Council

Greenrock Property Pty Ltd (the proponent) and consultants have met with Council on a number of occasions to discuss the redevelopment options for the site. Consultation with Council has informed the iterative design approach for the site as well as the Urban Design Study of the Station Street precinct. The various meetings with Council are outlined below:

### *Initial Briefing Meeting 30 August 2015*

Representative from Greenrock Property Pty Ltd and JBA met with Council Planning staff to discuss the potential redevelopment options for the site and the submission of a Planning Proposal. At this meeting, Council representatives identified the following areas to be addressed in the preparation of a Planning Proposal:

- The area is subject to further Urban Design Testing under the CBD Planning Strategy. Some portions of the precinct are constrained by heritage items and smaller lot sizes. The Planning Proposal should provide an Urban Design Report of the potential redevelopment opportunities for the precinct;
- An increase in the FSR above 6:1 would be required to demonstrate a public benefit; and
- The railway line provides an urban barrier to this end of the CBD.

### *Urban Design Testing Meeting*

Representative from Greenrock Property Pty Ltd and the consultant team met with Council's Planning and Urban Design staff to discuss in further detail, the potential redevelopment options for the site.

At this meeting Council the preliminary development options and precinct Urban Design Report was presented with the following comments made by Council

- The incorporation of appropriate setbacks to the heritage item at 1 Station Street – noting that these should also form key principles as part of design competition brief) ;
- The provision of setbacks to the adjoining future development are to comply with the SEPP 65 and Apartment Design Guide (ADG) building separation controls; and

- The Urban Design Report should focus on the precinct (being the block bounded by Station Street West, Raymond Street, High Street and Marion Street) and provide a more detailed analysis of the development on these sites.

The Planning Proposal has incorporated the comments made by Council, as outlined within the various sections of this report.

## 1.3 Parramatta CBD Planning Strategy

The Parramatta CBD Planning Strategy was adopted by Council on 27 April 2015 and forms the key strategic planning strategy guiding growth in the Parramatta CBD. The key aims of the CBD Planning Strategy are:

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.*

The CBD Planning Strategy includes a detailed analysis of the potential planning controls that will apply to the Parramatta CBD. The CBD Planning Strategy will inform the preparation of a future amendment to the Parramatta LEP to facilitate the growth of Parramatta into a major CBD. The CBD Planning Strategy identifies the following controls for the site:

- The site is located within a precinct subject to further urban design refinement (south-eastern precinct) with an indicative FSR of 6:1 available for sites above 1,000m<sup>2</sup>;
- A non-residential FSR of 1:1; and
- Investigate the removal of numeric building heights (subject to further urban design testing) and satisfaction of airspace operations and solar access controls.

The south-eastern precinct is the only precinct identified for further urban design analysis under the CBD Planning Strategy that is within the current CBD boundary. All of the other precincts form transitional locations that are an extension to the CBD boundary into the surrounding lower scale development. The south-eastern precinct is required to undertake further urban design testing as a result of the heritage items and smaller lot sizes. The CBD Planning Strategy is discussed further in **Section 1.3**.

We understand that Council intend to present the CBD Draft Planning Proposal to a Council meeting in March 2016. This Planning Proposal may form an amendment to Council's Draft CBD Planning Proposal post gateway or may progress as a separate Planning Proposal. The Urban Design Report (**Appendix A**) has been prepared to act as a framework for the redevelopment of the precinct and identifies the amalgamation and redevelopment potential of the sites along the Station Street corridor, adjacent to Harris Park Train Station. We consider that this analysis would be useful for Council to inform the planning controls for the precinct.

## 2.0 Site Description and Locality

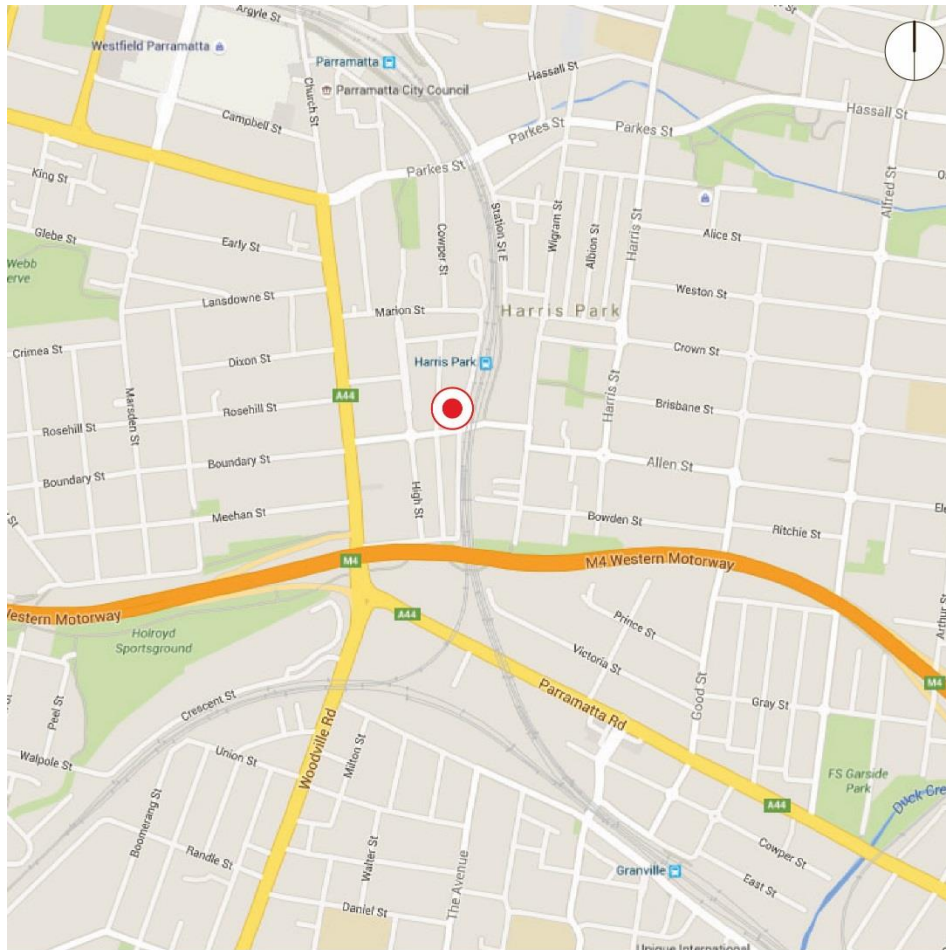
### 2.1 The Locality

The Site is located at 1-7 Station Street, Parramatta. The site falls within the Parramatta Local Government Area (LGA) and is located on the south-western edge of the Parramatta City Centre boundary, approximately 100m to the south of Harris Park Train Station. A location plan is provided in **Figure 1**. An aerial photo of the existing site is also provided in **Figure 2**.

The Parramatta CBD is located approximately 20km to the west of the Sydney CBD. Parramatta's role as Sydney's Second CBD is reiterated under the *Metropolitan Strategy: A Plan for Growing Sydney 2014*, which provides specific direction to grow the Greater Parramatta area. A Plan for Growing Sydney supports significant growth in Parramatta which may provide up to 100,000 jobs over the next 20 years. Generally, the development within the CBD is in the planning phase or early construction stages, with a number of significant developments anticipated to come online over the coming years.

The site is located at the south-eastern edge of the Parramatta CBD, adjacent to the Harris Park Train Station. The site is located approximately 700m to the south of the Parramatta Train Station and future Parramatta Square redevelopment. The site is located approximately 170m to the east of the future Auto Alley precinct. The Auto Alley precinct focuses significant commercial development along Church Street that is anticipated to accommodate up to 26,000 jobs and significant residential development. It is anticipated that a large portion of the workers commuting to Auto Alley will utilise the Harris Park Train Station.

The Parramatta CBD includes a range of regionally significant facilities and amenities, namely the Parramatta Westfield Shopping Centre, the future Parramatta Square development including the Council Chambers Building, the Parramatta Public Library and various other civic amenities. The CBD also includes significant retail, commercial, education and services facilities, which are all located within close proximity to the site.



● The Site

**Figure 1 – Location plan**

Source: JBA



**Figure 2 – Aerial Photograph looking north – site shown in red**

Source: Greenrock Property Pty Ltd



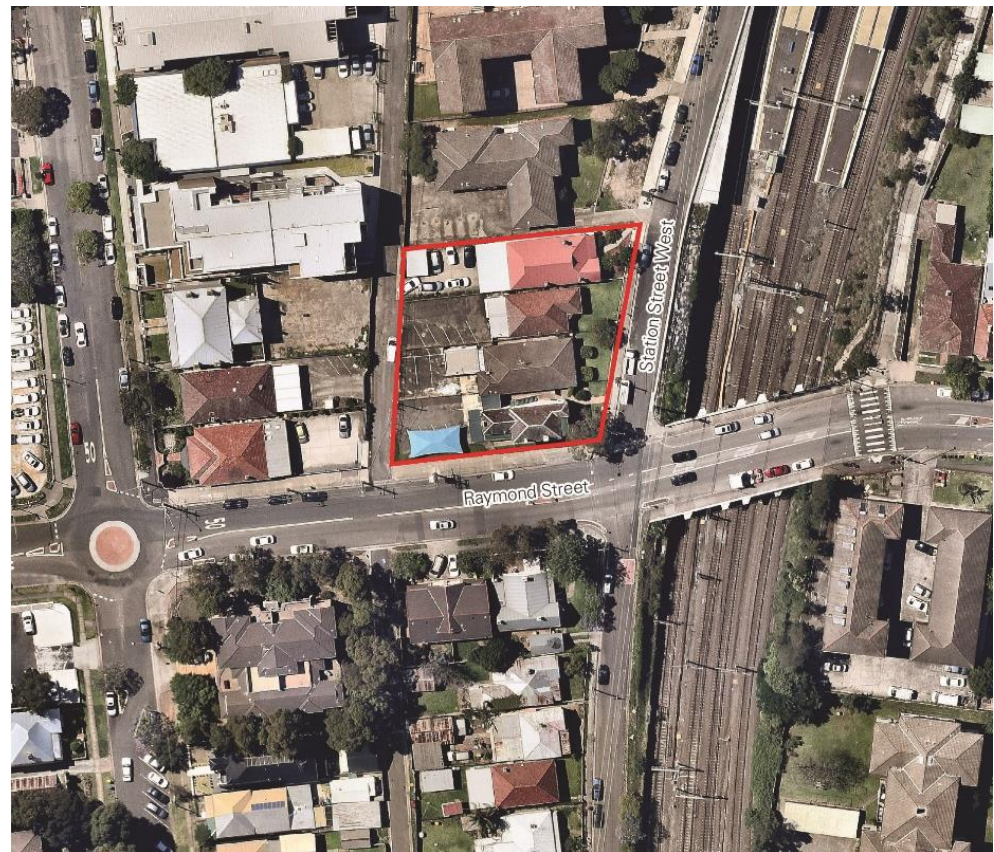
## 2.2 Site Description

The site is known as 1-7 Station Street, Parramatta and includes four parcels of land consisting of 1,840m<sup>2</sup> in area. The parcels of land that make up the site are identified below:

- 1 Station Street - Lot 34 in DP976;
- 3 Station street - Lot 33 in DP976;
- 5 Station Street - Lot A in DP340959; and
- 7 Station Street - Lot 31 in DP 976.

Due to the large amalgamated property area the site has substantial street frontages and access options. The site has frontage to Station Street and Raymond Street of approximately 45m and 42m, respectively and frontage to Raymond Lane for approximately 42m. Due to the amalgamation of the four properties, the site has the largest area in the Station Street West precinct.

The site is identified in **Figure 3** below.



 The Site

**Figure 3** – Site plan  
*Source: JBA*

## 2.3 Existing Development

The site currently contains four dwelling houses with primary frontage to Station Street and rear access from Raymond Lane. The dwelling houses are generally single storey in height with the building at 1 Station Street two storeys. The dwellings at No.1 and No.7 Station Street West are local heritage items under Schedule 5 of Parramatta LEP 2011. The dwellings are occupied for a range of uses, as outlined below.

- 1 Station Street – Residential dwelling;
- 3 Station Street – Residential dwelling;
- 5 Station Street – Commercial Tenancy; and
- 7 Station Street – Greek Orthodox Archdiocese Welfare Centre.

Photos of the existing development on the site are provided below at **Figures 4 - 9**.



**Figure 4 – Dwelling houses 3 - 5 Station Street, viewed from Station Street**  
Source: JBA



**Figure 5 – 7 Station Street, viewed from Station Street W**  
Source: JBA



**Figure 6 – Dwelling house at 1 Station Street W, viewed from Station Street W**  
Source: JBA



**Figure 7 – Dwelling houses at 1 Station Street W, viewed from Raymond Street**  
Source: JBA



**Figure 8 – Station Street, facing north**  
Source: JBA



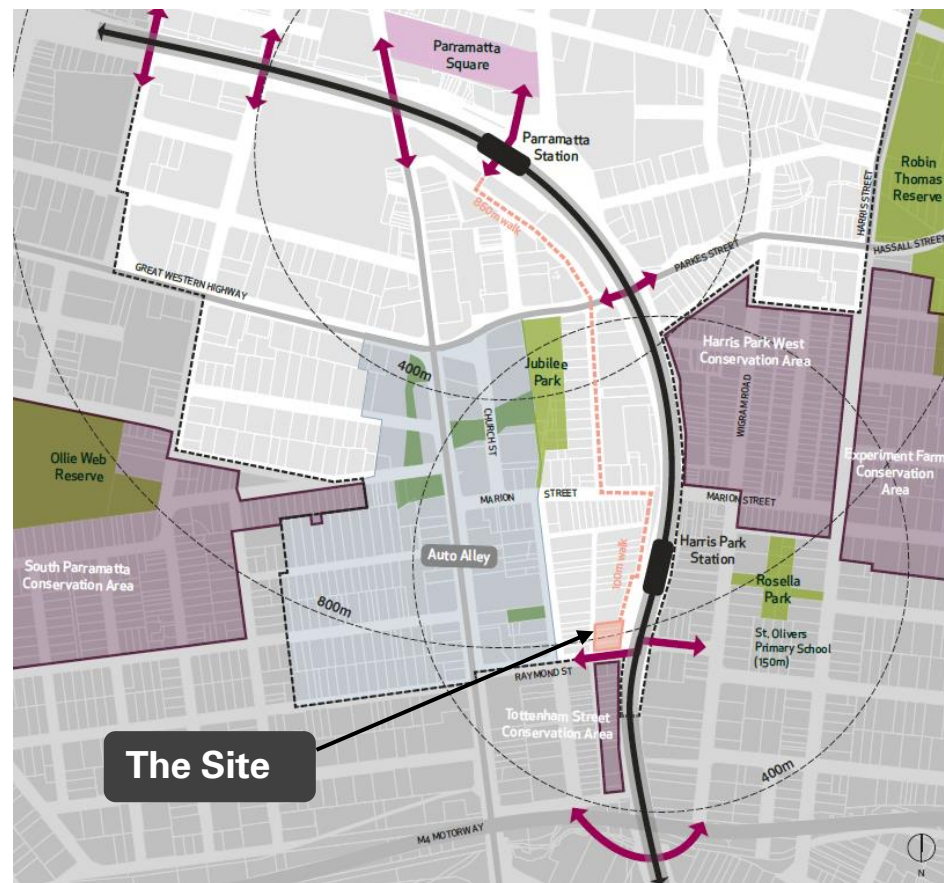
**Figure 9 – Rear lane, facing north**  
Source: JBA



## 2.4 Surrounding Development

There are a range of facilities and services within walking proximity to the site as shown in **Figure 10** below. The site benefits from a range of open space facilities including Jubilee Park, Rosella Park and the Robin Thomas Reserve. The site is also located in close walking distance (700m) to the Parramatta Westfield, a regionally significant retail facility. The growth of the Parramatta CBD will further improve the range of amenities in close proximity to the site including the development of Auto Alley, Parramatta Square, the redevelopment of the Arthur Phillip High School and Parramatta High School and the revitalisation of the Parramatta Riverfront. The site is also located in close proximity to the Granville Town Centre and the future Parramatta Road redevelopment.

The site's location within the Parramatta CBD will provide it with access to the facilities within Greater Parramatta. Greater Parramatta will provide significant employment opportunities and is anticipated to provide up to 100,000 jobs by 2031. The Greater Parramatta region will provide health, employment, services, education and recreational facilities at a Metropolitan level.



**Figure 10** – Locational context plan

Source: AJC

### Development Surrounding the Site

The development surrounding the site includes a range of residential, commercial, business and community uses. Residential uses to the north of the site generally comprise three storey residential flat buildings approximately 12m in height. The residential flat buildings are generally setback 10m from Station Street with at grade car parking areas and landscaping occupying the setback.

Residential development to the south of the site along Tottenham Street generally consists of low density residential dwellings. The land to the south and south-west



of the site is within the Holroyd LGA and is subject to the *Holroyd Local Environmental Plan 2013*. Under the Granville Urban Renewal Strategy, the south side of Raymond Street will be rezoned to 6 storey (29m) residential area. The development to the west of the site, on the opposite side of Raymond Lane generally comprises dwelling houses and includes a number of heritage items. Development to the north-west includes a number of residential flat buildings up to four storeys in height. The future development to the west of the site will comprise the Auto Alley Precinct.

The development to the east of the site includes the Harris Park Train Station and below ground train line cutting below street level. Further to the east is the Harris Park West heritage Conservation area, generally comprising single storey dwelling houses.

Photos of the development surrounding the site are provided at **Figure 10 to Figure 14**.



**Figure 11** – Residential flat building at 11 Station Street West, to the west of the site  
Source: JBA



**Figure 12** – Residential flat Building at 15 Station Street W  
Source: JBA



**Figure 13** – View of the south side of Raymond Street  
Source: JBA



**Figure 14** – Rear Lane view of the residential buildings in the west of the side  
Source: JBA

## 2.5 Transport and Access

The site has ample access to high capacity public transport, as outlined in the sections below.

### 2.5.1 Harris Park Train Station

The site is located approximately 100m to the south of the Harris Park Train Station. The station is serviced every 4-5 minutes in peak hours by the following lines:

- T1 North Shore, Northern and Western line;
- T5 Cumberland Line.

## Harris Park Station Upgrades

The NSW Government is improving accessibility at Harris Park Station. The works form part of the government Transport Access Program, designed to encourage greater public transport use and better integrate station interchanges with the role and function of town centres within the metropolitan area and developing urban centres in regional areas of NSW. The improvements will also support a stronger customer experience outcome to deliver seamless travel, and encourage patronage.

The proposal will improve accessibility, experience, facilities and safety

Key features of the proposal include:

- Three new lifts.
- A family accessible toilet.
- New canopies for weather protection.
- Undercover bicycle racks.
- Improved interchange area.
- Upgrades to lighting and CCTV surveillance.

Works will also be undertaken to Council owned land on the western side of Station Street that will connect with the intended improvement to the public domain as part of a future development on the site

The for the station upgrades has also considered the forecast Sydney Trains patronage growth (which is the estimated 2036 daily customer patronage plus 15 per cent), additional trips expected to be generated by the Auto Alley Urban Renewal project, as well as changing travel patterns.

The Review of Environmental Factors undertaken by the Government, also identified the lack of an accessible path of travel to the station concourse and to the station platforms which will be addressed as part of the subject planning proposal.

Subject to planning approval, construction is expected to start in 2017 and take up to 18 months. It is not anticipated that the construction works with the station would affect future development of the subject site.

A perspective image of the proposed Harris Park Station upgrades is provided below in **Figure 15**.



**Figure 15** – Harris Park Station upgrades  
Source: TfNSW

## 2.5.2 Parramatta CBD Train Station

The Site is located approximately 700m to the south of Parramatta Train Station. The station provides regular services (every 4-5 minutes in peak times) on the T1 North Shore Line as well as the T1 Western Line and T5 Cumberland Line.

## 2.5.3 Ferry Services

The Parramatta River cat Ferry is located on the north-western side of the CBD and provides express ferry services to Circular Quay every hour with services provided 7 days per week.

## 2.5.4 Pedestrian and Cycle Infrastructure

The Site has access to local pedestrian footpaths throughout most parts of the CBD. The site is also located proximate to a range of bicycle routes that run throughout the CBD. Additional bicycle infrastructure, including covered storage is proposed to be included in the Harris Park Station upgrades.

## 2.5.5 Bus Services

The Site also located in close proximity (300m) to a number of bus stops located along both sides of Church Street. These bus stops are frequently serviced by the intra-regional M91 servicing Parramatta and Hurstville which operates seven days per week. Services to these bus stops depart every 10 minutes in morning and afternoon peaks.

The Parramatta Bus transport Interchange is located approximately 700m to the north of the site and provides high frequency regional bus routes. The interchange is serviced by the 520, 521, 523, 524, 525, 545, 546, 547, 549, 550, 552, M52 and M54 bus routes.

### 2.5.6 Western Sydney Light Rail

The Western Sydney Light Rail preferred network will link Parramatta to Camellia, Sydney Olympic Park and Strathfield as well as Carlingford along a northern extension of the line. The Light Rail will play an important role in linking these western Sydney centres to Parramatta and providing additional high capacity public transport.

### 2.5.7 Vehicular Access

The properties on the site all have existing vehicular access from Raymond Lane. Individual vehicular access is provided to each property with the site currently accommodating four different vehicular access points. The proposed redevelopment of the site will consolidate access for the entire site along Raymond Lane. Vehicular access is discussed further at **Section 6.6**.

## 3.0 Existing Planning Controls

The Parramatta LEP is the primary Environmental Planning Instrument (EPI) that applies to the site. The existing planning controls that apply to the site are outlined below. **Table 2** provide a summary of the existing controls

**Table 2** – Summary of existing Controls

Parramatta Local Environmental Plan 2011	
Zoning	B4 Mixed Use
Building Height	12m
Floor Space Ratio	2:1
Heritage	Local Heritage Items <ul style="list-style-type: none"> <li>▪ 1 Station Street West (item 744); and</li> <li>▪ 7 Station Street West (item 745).</li> </ul>

## 3.1 Built Form Controls

### 3.1.1 Land Use Zoning

The site is zoned B4 Mixed Use which permits a range of residential and associated non-residential uses including residential flat buildings, shop top housing, neighbourhood shops and commercial premises. The Site's zoning is shown below in **Figure 16**. The objectives of the zone are:

- To provide a mixture of compatible land uses.*
- To integrate suitable business, office, residential, retail and other development in accessible locations so as to maximise public transport patronage and encourage walking and cycling.*
- To encourage development that contributes to an active, vibrant and sustainable neighbourhood.*
- To create opportunities to improve the public domain and pedestrian links.*
- To support the higher order Zone B3 Commercial Core while providing for the daily commercial needs of the locality.*
- To protect and enhance the unique qualities and character of special areas within the Parramatta City Centre.*



**Figure 16** – Existing zoning map  
Source: Parramatta LEP



### 3.1.2 Height of Buildings

The existing building height control for the site under the Parramatta LEP is 12m, as shown in **Figure 17** below.



**Figure 17** – Existing height of buildings map  
Source: Parramatta LEP

### 3.1.3 Floor Space Ratio

The FSR control that currently applies to the site is 2:1, as shown in **Figure 18**.



**Figure 18** – Existing Floor Space Ratio map  
Source: Parramatta LEP

## 3.2 Heritage

There are two locally listed heritage items on the site, identified in Schedule 5 of the Parramatta LEP, as outlined below:

- 1 Station Street West (item 744); and
- 7 Station Street West (item 745).

A Heritage Impact Statement has been prepared by NBRS+ Partners (**Appendix B**) and identifies the following heritage significance statements for the items:

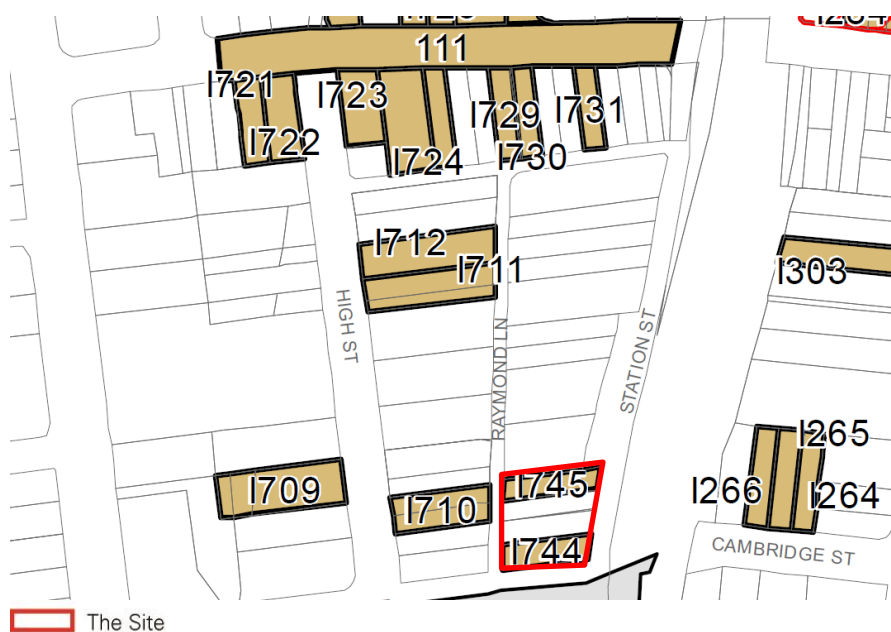
**1 Station Street:** House at 1 Station Street West is of significance for the local area for historical, aesthetic and representativeness reasons. Built c. 1890, it is readily identifiable as part of historic building stock and is strongly contributing to the streetscape.

**7 Station Street:** House at 7 Station Street West is of significance for the local area for historical and representativeness reasons. Built c. 1915, it is readily identifiable as part of historic building stock and is still contributing to the streetscape.

The site is also located in proximity to a number of locally listed heritage items and conservation areas, as outlined below:

- 49 and 51 High Street (item 710). The heritage item is an attached two-story dwelling house.
- 1, 3 and 5 Cambridge Street being a group of three, single storey, late Victorian houses.
- 48 Wigram Street being a single storey Victorian House.
- The Tottenham Street Heritage Conservation area (C1) and locally listed federation period cottages located to the south of Raymond Street in the Holroyd LGA.

The heritage items listed under the Parramatta LEP are provided below in **Figure 19**.



**Figure 19** – Existing Heritage map  
Source: Parramatta LEP

## 4.0 Planning Proposal

### 4.1 Explanation of Proposed Provisions

The Planning Proposal seeks to amend the Parramatta LEP to facilitate the proposed mixed use development outlined above, as well as to enable increased building height, FSR and to remove the heritage listing of the building at 7 Station Street.

The existing and proposed LEP controls, as well as the recommended amendments are outlined in **Table 3** below.

**Table 3** – Existing and proposed LEP controls

	Existing	Proposed
<b>Floor Space Ratio</b>	2:1	10:1
<b>Building Height</b>	18m	140m
<b>Heritage</b>	Local Heritage items <ul style="list-style-type: none"> <li>– 1 Station Street (Item No 744)</li> <li>– 7 Station Street (Item No 745)</li> </ul>	Removal of the heritage listing of the item at <b>7 Station Street</b> (Item No 745) – retention of heritage item at No. 1

#### 4.1.1 Building Height

It is proposed to increase the maximum building height control across the site to 140m (*RL 160.7*) by amending the Height of Buildings Map as shown at **Appendix C**.

#### 4.1.2 Floor Space Ratio

It is proposed to establish a maximum FSR of 10:1 across the site. This maximum FSR will comprise a 1:1 of non-residential uses and an FSR of 9:1 for residential uses. This will be achieved by amending the Parramatta LEP 2011 FSR Map as shown in the FSR Map at **Appendix C**.

#### 4.1.3 Heritage

It is proposed to remove the local heritage listing of the building at 7 Station Street from Schedule 5 of the Parramatta LEP 2011. This will be achieved by amending Schedule 5 of the Parramatta LEP and the Heritage Map as shown in the heritage Map at **Appendix C**. Further assessment regarding the removal of heritage-listing of No. 7 Station Street is provided in **Section 6.4**.

#### 4.1.4 Zoning

The planning proposal does not seek to amend the existing B4 Mixed Use zoning or permissible land uses on the site, nor does it seek to amend the operation of any other clauses in LEP 2011 than those outlined above.



## 5.0 Assessment of Planning Proposal against NSW Department of Planning and Infrastructure Guidelines

The following section includes an assessment against the requirements in *A guide to preparing planning proposals* published by the Department of Planning and Infrastructure in October 2012. This section demonstrates the need for the proposal and its relationship with the strategic planning framework.

### 5.1 Part 1 - Objectives and Intended Outcomes

The objective of this planning proposal is to seek the amendments to building height, FSR, and heritage planning controls at Nos. 1 – 7 Station Street West, Parramatta, to facilitate a mixed use development commensurate with its location.

The intended outcome of the Planning Proposal is to enable a high quality development to be achieved on the site, as a result of a competitive design competition, providing housing and employment opportunities within Parramatta CBD.

A summary of the key objectives raised in this Planning Proposal is provided below:

- Strengthen Harris Park Station as the main transport hub for the Auto Alley precinct and Parramatta's second inner city station.
- Transform Station Street into a tree lined pedestrian priority street with high quality public domain and a range of active and passive gathering spaces.
- Encourage lot amalgamations that facilitate the development of high density, mixed use development close to major transport links.
- Through the Design Excellence process, One Station Street has the potential to be a 'bookend' tower that marks the southern edge of the Parramatta City Centre.
- Facilitate high density living within 100m of Harris Park Station and 10 minutes' walk to Parramatta City Centre, Sydney's second CBD.
- The heavy rail corridor forms an urban barrier that clearly separates Station Street West + Auto Alley (High Density) from the Harris Park Town Centre within the Harris Park West Conservation Area.

### 5.2 Part 2 - Explanation of provisions

The proposed LEP provision to be amended are discussed in **Section 4.0**. These are summarised below in **Table 4**.

**Table 4** – Existing and proposed LEP controls

	Existing	Proposed
<b>Floor Space Ratio</b>	2:1	10:1
<b>Building Height</b>	18m	142m
<b>Heritage</b>	Local Heritage items <ul style="list-style-type: none"> <li>– 1 Station Street (Item No 744)</li> <li>– 7 Station Street (Item No 745)</li> </ul>	Removal of the heritage listing of the item at <b>7 Station Street</b> (Item No 745)

## 5.3 Part 3 – Justification

### 5.3.1 The Need for the Planning Proposal

The site is located within the Parramatta CBD, approximately 100m south of the Harris Park Train Station. Parramatta is Sydney's second CBD and is experiencing rapid growth and change, particularly in the residential sector, and earmark growth in employment uses. The current applicable development controls for the site are 8 years old (developed under the *Parramatta City Centre Local Environmental Plan 2007*) and have since not been revised to reflect this rapid growth.

The site is located at the south-eastern entrance to the CBD and forms a prominent location in the growing CBD.

Building heights within the City Centre are increasing substantially under the strategic framework established by the CBD Planning Strategy, which seeks to investigate the removal of numerical building height limits, with height limits to be governed by airspace operations and solar access restrictions.

The building height outlined within this Planning Proposal does not encroach on airspace operations or solar access planes. The current FSR control does not allow for a growing CBD and is not consistent with the FSR controls afforded to sites adjacent to a train station as endorsed by the Department of Planning and Environment (DPE).

The proposed FSR (and corresponding building height) responds to the site's capacity, strategic location adjacent to a high capacity transport node, services, employment and recreation.

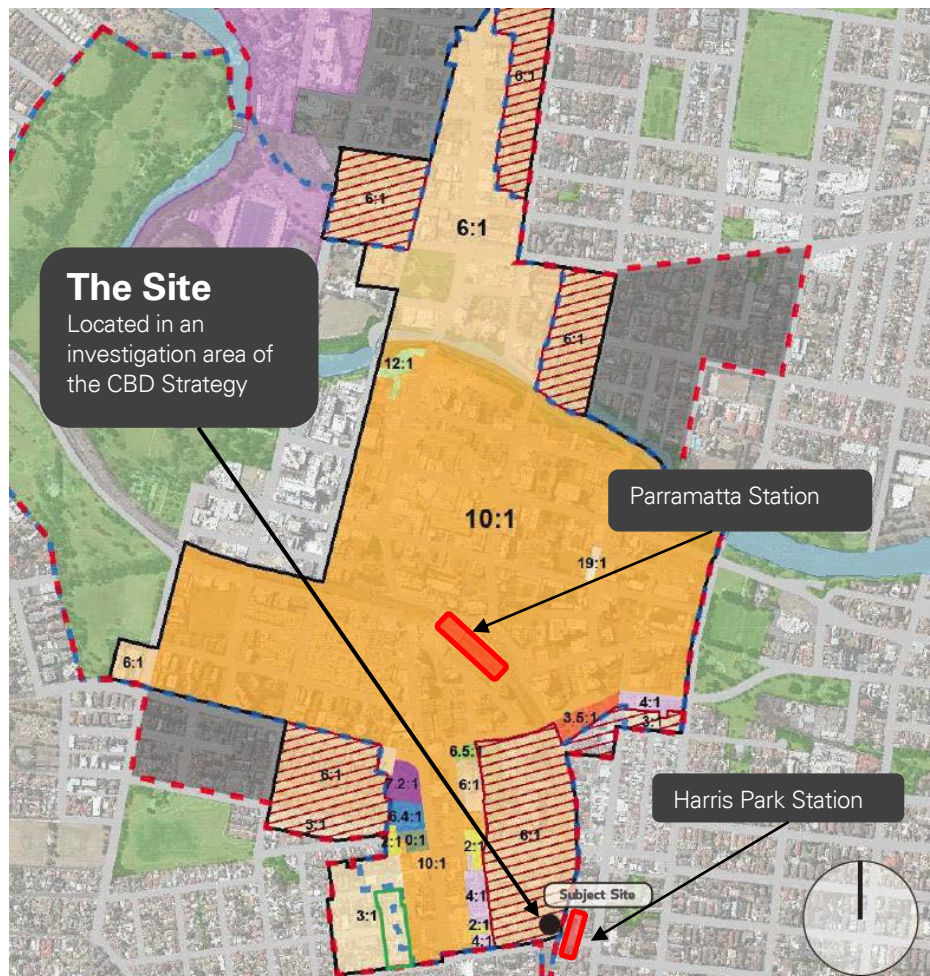
### 5.3.2 Q1 – Is the planning proposal a result of any strategic study or report?

This Planning Proposal is not the result of any site specific study or report however is contiguous to land identified Parramatta CBD Planning Strategy prepared by Council in 2015, discussed below.

However, as part of the investigations into the site, an Urban Design Report (**Appendix A**) including an analysis of future development pattern has been undertaken by AJC. Details of this analysis are included at **Section 6.0**.

#### ***Parramatta CBD Planning Strategy***

The Parramatta CBD Planning Strategy was adopted by Council at its meeting of 27 April 2015, and provides the framework for Council's CBD Planning Proposal which will amend the Parramatta LEP to provide development controls that will facilitate the growth of Parramatta into Sydney's second CBD. The CBD Planning Strategy recommends a base FSR of 10:1 for most parts of the City Centre, with lower FSR controls recommended for some transitional zones located outside of the original CBD boundary and for other areas subject to renewal constraints such as lot fragmentation and heritage, as shown in **Figure 20** below.



**Figure 20 – Parramatta CBD Planning Strategy**  
 Source: Parramatta Council + AJC

The site is located in a precinct with a suggested FSR of 6:1 and a requirement for further urban design testing, as outlined in the CBD Planning Strategy. The land in the northern portion of this precinct contains a number of heritage items and smaller lots that constrain development and opportunities for renewal.

The precinct is one of four others identified for further urban design testing however is the only one of these precincts located inside the original Parramatta CBD boundary. Accordingly the precinct is not an entirely transitional area, and in fact includes the CBD's only other train station. Accordingly, the precinct presents opportunities for increased density.

**Section 6.1 and 6.2** of this Planning Proposal provides a summary of the detail urban design testing undertaken by AJC for the Station Street precinct as well as proposed scheme for the subject site (to inform a future Development Application). It considers the future development pattern, built forms, FSR and height, uses and residential amenity controls.

The land to the west of the precinct includes the Auto Alley corridor (see **Figure 20**) assigned for commercial buildings up to 30 stores in height. The site located to the east of Auto Alley, as shown above in **Figure 20**. Notwithstanding the lower FSR controls recommended for the sites to the east of the precinct, the site and the surrounding sites present a significant opportunity for an increase in density.

As shown in **Figure 21** below, the site forms a key location at the entrance to the south-eastern corner of the CBD. Additionally, the site has the opportunity to



provide a visual marker for the Harris Park train station and its location adjacent to high capacity public transport is a key factor influencing an increase in density.

The increase in building height and density on the site proposed under this Planning Proposal will not have any adverse impacts on airspace operations or overshadowing, hence demonstrating consistency with the intended growth of the CBD.



**Figure 21 – Auto Alley Present**  
Source: Parramatta Council

The subject site and the Station Street precinct identified in the Urban Design Study (**Appendix A**) is not a transitional zone similar to other locations in the Parramatta CBD. The site is located more than 250m to the south of the Harris Park West Heritage Conservation area and as such does not create any overshadowing or significant visual intrusion on the conservation area, as is the case with land to the north.

The site is bound to the east by the 40m wide railway corridor which provides a natural urban barrier and transition zone to the lower scale development to the east of the site.

The site and the properties along Station Street present an opportunity for a visually prominent edge to the CBD and the creation of a skyline in the south-eastern portion of the City Centre that will identify Parramatta.

### *Station Street Urban Design Framework*

A detailed Urban Design Framework for the site and adjoining Station Street Precinct has been prepared by AJC (**Appendix A**). This is discussed in further detail at **Section 6.0**.

### 5.3.3 Q2 – Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

This Planning Proposal is the most suitable means of achieving the intended outcome, realising identified state and local objectives, and achieving identified aims, which is to facilitate a residential development on the site with a maximum building height of 140m and FSR of 10:1.

The current height and FSR controls do not allow for or encourage the achieving of these objectives.

## 5.4 Relationship with Strategic Planning Framework

### 5.4.1 Q3 – Is the planning proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

#### State and Regional Strategic Framework

##### *NSW State Plan 2021*

The New South Wales State Plan sets the strategic direction and goals for the NSW Government across a broad range of services and infrastructure. The Plan identified planning for population growth as one of the key challenges for the State.

The redevelopment of the site is consistent with the State Plan as it will provide new housing in an area which is highly accessible to public transport infrastructure and social services.

##### *NSW Long Term Transport Plan 2012*

The NSW Long Term Transport Plan 2012 has the aim of better integrating land use and transport. The Draft Metropolitan Strategy was prepared to integrate with the Long Term Transport Plan, which has since been incorporated in *A Plan for Growing Sydney*.

The Planning Proposal will serve the objectives of the Transport Plan by locating both residential and employment generating uses (including community services) adjacent to Harris Park Train Station. In conjunction with planned station upgrades, this will encourage the use of public transport and reduce reliance on private motor vehicles.

The site presents an opportunity with a large amalgamated land holding to facilitate higher density development that directly benefits from an underutilised train station.

The growth of Parramatta into Sydney's Second CBD must utilise Harris Park Train Station by locating higher density development in close proximity. The proposal will directly facilitate and support the change of mode share.

### *Metropolitan Strategy: A Plan for Growing Sydney*

In December 2014 the Department of Planning and Environment released A Plan for Growing Sydney (the Plan). The Plan supersedes the current Metropolitan Plan for Sydney 2036 and Draft Metropolitan Strategy for Sydney to 2031, and presents a strategy for accommodating Sydney's future population growth for the next 20 years.

In order to achieve the vision for Sydney to become 'a strong global city and a great place to live', the Plan establishes four goals for Sydney. The goals of the Plan are that Sydney will be:

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

To support these goals, the Plan sets out planning principles that will guide Sydney's growth. These include:

- increasing housing choice around all centres through urban renewal in established areas;
- stronger economic development in strategic centres and transport gateways; and
- connecting centres with a networked transport system.

The plan forecasts increased levels of growth in the employment and residential sectors. The strategy has increased residential dwelling targets by 22%, with an additional 664,000 new dwellings needed in Sydney by 2031. It is noted that the Draft City Centre Planning Framework Review was released prior to A Plan for Growing Sydney and the revised growth targets implemented under the plan may therefore require an even greater amount of additional floor space within the CBD than that identified under the Planning Framework Review.

A Plan for Growing Sydney reiterates Parramatta's Role as Sydney's Second CBD and provides that the Greater Parramatta region (**Figure 22**) has the potential to reach 100,000 jobs over the next 20 years. The plan seeks to connect the Parramatta CBD with Westmead, Parramatta North, Rydalmere and Camellia.



**Figure 22 – Greater Parramatta Area**  
 Source: *A Plan for Growing Sydney*

Under the Plan, Sydney has been divided into six subregions, with Parramatta located in the West Central Subregion. Councils, the community, the Greater Sydney Commission and NSW Government will work together to finalise and implement District Plans. Whilst the West Central District Plan is yet to be prepared, *A Plan for Growing Sydney* identifies the priorities for the Subregion.

Further, it identifies the following priority for the Greater Parramatta area which includes:

- plan Greater Parramatta as Sydney's second CBD and Western Sydney's number one location for employment and health and education services, supported by a vibrant mixture of land uses and cultural activity, with the Parramatta River foreshore as a focus for recreational activities; and
- provide capacity for additional mixed-use development in Parramatta CBD and surrounding precincts including offices and retail in Parramatta CBD, health services in Westmead, an education hub around the new University of Western Sydney Campus, a technology and education precinct in Rydalmere, arts and culture in Parramatta, a sports precinct around Parramatta Stadium and housing in all precincts.

This Planning Proposal is consistent with *A Plan for Growing Sydney*, in that it will:

- Enable the residential development of the site by facilitating a tower form that is able to achieve an appropriate level of residential amenity and as such



contributing to the significant growth targets for Parramatta and the Sub region.

- Enable more residential floor space on a site that is in close proximity to regionally significant and existing transport infrastructure including the Parramatta Train Station and Bus Interchange as well as the future potential Parramatta Light Rail Routes.
- Facilitate a residential development that is in close proximity to community and civic facilities within the Parramatta Square and throughout the CBD and educational and health facilities provided by the University of Western Sydney and the Westmead Hospital, respectively.
- Facilitate an increase in residential density that is in close proximity to jobs provided by the Westfield Shopping centre and throughout the growing Parramatta CBD;
- Maintain employment uses on the site, resulting in a strengthening of the Parramatta Commercial Core, which is currently under developed; and
- Revitalise an underutilised city centre block by enabling a built form outcome that respects the desired CBD skyline, is consistent with the locality's transitional status, and will be capable of providing high residential amenity and increased employment capacity.

The Planning Proposal seeks to achieve this by permitting additional density to provide housing in close proximity to existing services including education provided by the Western Sydney University within the Parramatta Square and the Rydalmere Education Precinct. Being adjacent to the Harris Park Train Station, the site is better located than a large portion of the Parramatta CBD, which has a substantial precedent for higher density development.

The site directly achieves *A Plan for Growing Sydney's* aim, to locate higher density development within 400m of high capacity public transport. In addition to this, the site presents a large amalgamated land holding, achieving Council's minimum allotment size for high density development.

The Urban Design Report opportunities analysis demonstrates sites that fall within a 400m catchment of one of Parramatta's Train Stations. As illustrated in the graphic, a large portion of the Parramatta CBD falls outside of the 400m catchment. As outlined in **Section 2.5.1** Harris Park Train Station has services that generally match the Parramatta Train Station however is significantly less utilised. The growth of Parramatta into Sydney's Second CBD must utilise the existing infrastructure provided by Harris Park Train station by locating higher density development within its catchment area.

The Harris Park Station catchment falls partially to the east of the railway line and is outside of the CBD growth area and includes a heritage conservation area (within Holroyd Council). As such, this portion of the catchment is not considered to be subject to significant change and subsequent utilisation of the transport infrastructure, leaving the area to the west of the station to accommodate the identified need for growth.

Notwithstanding this, the Parramatta CBD Planning Strategy recommends that high density development is appropriate for areas outside of the immediate station catchment. While this is considered reasonable as the CBD presents significant amenity and transport options, the indicated FSR of 6:1 does not represent the most appropriate outcome for the site.

As outlined at **Appendix A**, the site and the Station Street Precinct are appropriate sites for higher density development and as such must reflected in the controls.



Relevant Goals, Directions and Actions of *A Plan for Growing Sydney* are set out in **Table 5** below:

**Table 5** – Relevant Goals, Direction and Action – *A Plan for Growing Sydney*

Goals and Direction	Comment
<b>Goal 1 - A competitive economy with world-class services and transport</b>	
Direction 1.2 - Grow Greater Parramatta - Sydney second CBD	Grow Parramatta as Sydney's second CBD by connecting and integrating Parramatta CBD, Westmead, Parramatta North, Rydalmere and Camellia.
Direction 1.7: Grow strategic centres - providing more jobs closer to home	Consistent with this direction, the proposal will unlock developable land by consolidating fragmented sites. Consistent with the Plan, this Planning Proposal "will encourage flexibility, higher density and a more diverse range of activities".
<b>Goal 2 - A city of housing choice with homes that meet our needs and lifestyles;</b>	
Direction 2.1: Accelerate housing supply across Sydney	As per the Plan, and Action 2.1.1 "The most suitable areas for significant urban renewal are those areas best connected to employment and include: <ul style="list-style-type: none"> <li>in and around centres that are close to jobs and are serviced by public transport services that are frequent and capable of moving large numbers of people; and</li> <li>in and around strategic centres."</li> </ul> The proposed increase in height and FSR is entirely consistent with this statement, given its location.
Direction 2.2 - Accelerate urban renewal across Sydney - providing homes closer to jobs	Under Action 2.2.2, <i>A Plan for Growing Sydney</i> focuses new housing in centres which have public transport that runs frequently and can carry large numbers of passengers. <p>Additional housing will also support the vitality and sense of community in the Precinct as per the Plan</p> <p>The proposed increase in height and FSR is entirely consistent with this statement, given its location.</p>
<b>Goal 3 - A great place to live with communities that are strong, healthy and well connected</b>	
Direction 3.1 Revitalise existing suburbs	Focusing new housing within Sydney's established suburbs brings real benefits to communities and makes good social and economic sense. As noted in the plan, this type of development lowers infrastructure costs; reduces the time people spend commuting to work or travelling between places; gives people more time to spend with their families, relaxing and enjoying sport and other activities; and helps people get involved in the local community. Directing new housing to the existing lower density urban areas (further from transport links) will reduce the impact of development on the environment and protect productive rural land at the urban fringe.
<b>Goal 4 - A sustainable and resilient city that protects the natural environment and has a balanced approach to the use of land and resources</b>	
	The proposal supports this goal through the delivery of housing density around transport connections, encouraging public transport mode share, and minimising the impact of development on existing areas of low density and open space. The proposal supports the balance of land use.

### *Greater Sydney Commission and District Plans (future)*

The Greater Sydney Commission Bill 2015 was introduced into Parliament on 22 October 2015 and was passed with amendments on 11 November 2015. The Bill establishes the functions and structure of the Greater Sydney Commission (GSC) and its various committees. It also inserts a new Part 3B into the *Environmental Planning and Assessment Act 1979* giving statutory weight to *A Plan for Growing Sydney* and district plans to be made under it.

The legislation creates two types of strategic plans: regional plans and district plans. In summary, *A Plan for Growing Sydney* (which was finalised in December

2014) will be given statutory weight as a regional plan for the Greater Sydney Region. The GSC must review *A Plan for Growing Sydney* before the end of 2017 and then every five years thereafter.

The principal objectives of the GSC are to:

- lead metropolitan planning for the Greater Sydney Region;
- promote orderly development in the Greater Sydney Region - integrating social, economic and environmental considerations with regard to the principles of ESD;
- promote the alignment of Government infrastructure decision-making with land use planning;
- promote the supply of housing, including affordable housing;
- encourage development that is resilient and takes into account natural hazards; and
- support ongoing improvement in productivity, liveability and environmental quality.

### *Priorities for the District – West Central Subregion*

Whilst the District Plans have not yet been prepared, the DPE and GSC have released priorities for each of the subregions. It could be expected that these will foreshadow some of the key components to be included in the District Plan plans.

Specifically, the priorities for the West Central Subregion relevant to the Planning Proposal are:

- Work with councils to identify suitable locations for new services, homes and jobs close to transport
- Work with Parramatta Council to:
  - transform Greater Parramatta as Sydney's second CBD and Western Sydney's number one location for employment and health and education services, supported by a vibrant mixture of land uses and cultural activity, with the Parramatta River foreshore as a focus for recreational activities;
  - provide capacity for additional mixed-use development in Parramatta CBD and surrounding precincts
  - improve transport connections between Greater Parramatta and other Western Sydney centres and precincts, commencing with Macquarie Park via Carlingford, Castle Hill via Old Northern Road, Bankstown and Sydney Olympic Park;
  - improve walking and cycling connections within Greater Parramatta including between Parramatta CBD, and Parramatta River and their surrounding area.

The Planning Proposal supports these priorities and the broader goals of *A Plan for Growing Sydney*, by accelerating housing supply and mixed use development that will provide services needed for a growing population. Intrinsically, the priorities for the District, identified by the DPE, are fostered in the Planning Proposal.

The provision of additional open space and improved pedestrian and cyclists linkages, combined with the planned upgrades to Harris Park train station will substantially improve these linkages and experience, improving the Parramatta/Harris Park neighbourhoods (refer to **Section 6.6**).

### Transit Orientated Development

Transit Orientated Development ('TOD') is a planning concept that promotes high quality, medium to high density mixed use development within a comfortable walk of public transport infrastructure (typically measured at a radius of 800 metres).

The site's location adjacent to Harris Park Train Station is a key catalyst for its redevelopment commensurate with the density of other areas in close proximity to high capacity public transport infrastructure across Sydney. As indicated in the preceding Sydney Metropolitan Strategy, *A Plan for Growing Sydney* identifies sites within 400m of public transport infrastructure as key locations for increases in density.

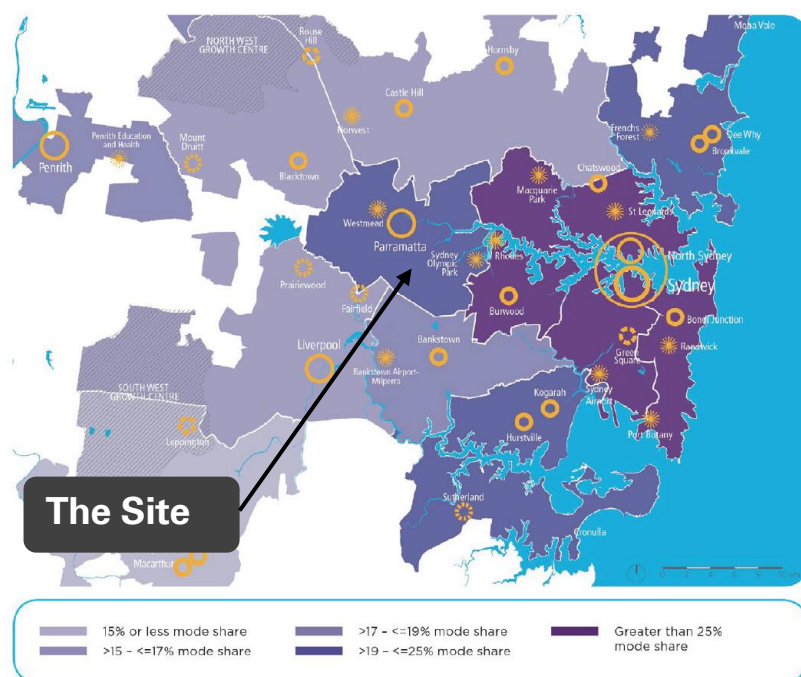
The Planning Proposal will support the principles of TOD, capitalising of the significant financial investments by the NSW Government in transport and productive infrastructure, including the forthcoming upgrades to Harris Park Station and surrounds.

### Sydney's Walking Future

**Figure 23** below is an extract from Transport for NSW's (TfNSW) publication *Sydney's Walking Future* which identifies that walking occupies between 19% and 25% of the mode share in Parramatta. For the remainder of the core of the Sydney Metro, this share is greater than 25%.

The intent behind this strategy document is to encourage a higher proportion of walk as a transport mode share, and looking at ways to increase walking (and access to public transport services), subsequently reducing congestion and improving health.

Locating density immediately adjacent public transport infrastructure, such as proposed in this Planning Proposal, is likely to significantly increase the public transport mode share of the future residents, aligning with TfNSW's intent. The Planning Proposal also proposed significant upgrades to Station Street West and access to the stations (See **Section 6.6**), therefore supporting the objectives and intent of this publication.



**Figure 23 – Walking patterns across Sydney (mode share)**  
Source: Transport for New South Wales (TfNSW)

### Utilisation of Harris Park Train Station

The Sydney CBD is serviced by four train lines across seven train stations (Central, Town Hall, Circular Quay, Martin Place, St James and Museum stations) with the planned Sydney Metro line providing another line and two new stations. Harris Park Station is serviced by two lines (on a single station).

**Table 6** below identifies to total of movement (in/out), and rank of each stations. The table clearly shows that Harris Park Station has the capacity to service a greater number of patrons than existing, particularly in line with planned Station upgrades

**Table 6** – Rank of Sydney train station usage over 24 hour period (of Transport Statistics 2014)

Location	In	Out	Rank	No. of Lines
Central	97,110	97,110	1	5
Town Hall	89,620	89,620	2	4
Wynyard	60,200	60,200	3	3
Parramatta	34,960	34,960	4	2
North Sydney	28,610	28,610	5	1
Redfern	25,680	25,680	6	5
Chatswood	22,200	22,200	7	1
Harris Park	1,710	1,710	130	2

## 5.4.2 Precedence in Strategic Planning and Density

### *Macquarie Park - Herring Road Priority Precinct*

Whilst not related to the subject site or precinct specifically, a comparison between the recently endorsed Macquarie Park: Herring Road Priority Precinct and the Station Street Precinct (including the site) has been prepared as part of the Urban Design Report (**Appendix A**).

The rationale for the comparison is to clearly demonstrate the similarities in characteristics between the two locations, both adopting the same fundamental principles for appropriately locating density

Furthermore, it is noted that these principles have been endorsed by the Department of Planning and Environment, considerate of the same goals, directions and actions contained within *A Plan for Growing Sydney*.

These essential principles include:

- support for density and mixed uses around transport corridors;
- placement height and landmark building to indicate the arrival to the precinct and Parramatta CBD; and
- Support for significant uplift in height and FSR, supported by infrastructure (social, economic, and services) – including open space.

### 5.4.3 Q4 - Is the planning proposal consistent with a Council's local strategy or other local strategic plan?

#### Local Strategic Framework

##### *Parramatta CBD Planning Strategy*

Refer to discussion in **Section 1.3** above.

##### *Draft Parramatta Employment Lands Strategy 2015*

On 7 December 2015, Parramatta City Council considered the Draft Employment Lands Strategy 2015. This Strategy built on the previous Parramatta Economic Development Strategy endorsed by Council in 2011.

The aim of the Strategy is to provide Council with a consolidated set of planning actions and recommendations to guide the future of Parramatta's 21 Employment Lands Precincts. 'Employment lands' include all land that is zoned for industry and/or warehouse uses. This includes lands zoned IN1 – General Industrial, IN2 – Light Industrial, IN3 – Heavy Industrial, B5 – Business Development and B6 – Enterprise Corridor. Exhibition of this draft strategy concluded at the end of February 2016.

The study examined the role and demand for employment lands in the Parramatta LGA, including the changing economic geography, the employment lands policy framework and regional infrastructure. The study found that Parramatta's LGA is the largest economy in Western Sydney and is based around three strategic areas including service based jobs, health and medical activities and industrial related activities concentrated in employment lands.

Whilst not directly applying to the site (given the existing zoning as mixed use), supplying well located housing is fundamental in supporting retention and generation of employment within the Parramatta. The Planning Proposal supports the objective and intent of this Strategy.

##### *Parramatta 2038 Strategic Community Plan*

The *Parramatta 2038* Strategic Community Plan sets the community goals and aspirations for the development of the Parramatta LGA over a 25 year period. This plan highlights the need for:

- economic growth and employment growth;
- an environmentally-friendly city;
- connectivity, in terms of transport and digital networks;
- diversity of people, and a society that encourages opportunity for all;
- a city that celebrates its cultural and sporting heritage; and
- inspirational leadership and good governance.

Parramatta 2038 outlines the priorities for the LGA, including:

- creation of 10,000 new jobs over the next five years and 50,000 new jobs by 2038;
- promotion of walking, cycling and public transport, as well as a legible city centre; and
- concentration of housing around centres.

The proposed development of the site facilitated by this Planning Proposal will achieve many of these objectives. It will facilitate redevelopment that will provide a substantial amount of residential accommodation in close proximity to existing transport networks, as well as retaining retail uses on the site.

### *Parramatta Open Space Plan 2003*

The Parramatta Open Space Plan was implemented to provide a more strategic approach to open space planning and management within the LGA. The Plan was prepared to provide a framework to guide the planning, development and management of open space in the short and long term.

The planning proposal supported the underlying objectives of this plan through the delivery of publically accessible open space along the street frontage of the site. Further discussion of the Landscape Concept as part of the Urban Design Report is provided in **Section 6.1**.

## 5.5 Relationship to Statutory Planning Framework

### 5.5.1 Relevant Legislation and Regulations

#### Environmental Planning and Assessment Act 1979

The *Environmental Planning and Assessment Act 1979* (the EP&A Act) and the *Environmental Planning and Assessment Regulation 2000* (EPA Reg) set out amongst other things the:

- requirements for rezoning land;
- requirements regarding the preparation of a local environmental study as part of the rezoning process;
- matters for consideration when determining a development application; and
- approval permits and/or licences required from other authorities under other legislation.

This Planning Proposal has been prepared in accordance with the requirements set out in section 55 of the EP&A Act in that it explains the intended outcomes of the proposed instrument. It also provides justification and an environmental analysis of the proposal.

### 5.5.2 Q5 – Is the planning proposal consistent with applicable State Environmental Planning Policies?

#### State and Regional Statutory Framework

The consistency of the Planning Proposal with the relevant State Environmental Planning Policies (SEPPs) is addresses in **Table 7** below.

Table 7 – Consistency with relevant SEPPs

State Environmental Planning Policies (SEPPs)	Consistent		N/A	Comment
	YES	NO		
SEPP No 1 Development Standards			✓	SEPP 1 does not apply to Parramatta LEP.
SEPP No 4 Development Without Consent and Miscellaneous Exempt and Complying Development			✓	SEPP (Exempt and Complying Development Codes) 2008 applies to the site however is not relevant to the Planning Proposal.
SEPP No 6 Number of Storeys			✓	The Standard instrument definition for the number of storeys applies.
SEPP No 32 Urban Consolidation (Redevelopment of Urban Land)	✓			The planning proposal is consistent with SEPP 32 in providing for the opportunity for the development of additional housing in an area where there is existing public infrastructure, transport, and community facilities, and is close to employment, leisure and other opportunities. – See further discussion below
SEPP No 55 Remediation of Land	✓			The Stage 1 contamination assessment ( <b>Appendix C</b> ) for the site confirms that the historical uses on the site are not potentially contaminating uses. Therefore the site is unlikely to be contaminated. Notwithstanding this, contamination will be further addressed at the DA stage.
SEPP No 60 Exempt and Complying Development			✓	SEPP (Exempt and Complying Development Codes) 2008 applies to the site however is not relevant to the Planning Proposal.
SEPP No 64 Advertising and signage			✓	SEPP 64 is not relevant to the Planning Proposal. The SEPP may be relevant to future DAs.
SEPP No 65 Design Quality of Residential Flat Development	✓			Detailed compliance with SEPP 65 will be demonstrated in a future DA for the building facilitated by this Planning Proposal. Detailed testing of SEPP 65 and the Residential Flat Design Code was conducted throughout the design of the scheme which is capable of demonstrating compliance with the SEPP, as outlined in <b>Section 6.0</b> .
SEPP No.70 Affordable Housing (Revised Schemes)			✓	SEPP 70 is not relevant to proposed amendment.
SEPP (Affordable Rental Housing) 2009			✓	SEPP (Affordable Rental Housing) is not relevant to proposed amendment.
SEPP (BASIX) 2004	✓			Detailed compliance with SEPP (BASIX) will be demonstrated in a future development application for the scheme facilitated under this Planning Proposal.
SEPP (Exempt and Complying Development Codes) 2008			✓	SEPP (Exempt and Complying Development Codes) may apply to the future development of the site however is not relevant to this proposal
SEPP (Infrastructure) 2007			✓	SEPP (infrastructure) may apply to the future development of the site.
SEPP (State and Regional Development) 2011			✓	The future development of the site is likely to be deemed as 'regional development' (meeting the relevant thresholds under Schedule 4A of the EP&A Act), with the JRPP acting as the determining authority.
Sydney Regional Environmental Plan No 18–Public Transport Corridors			✓	Although this SREP applies to Parramatta LGA, no public transport corridors are located on or adjacent to the site.
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	✓			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.



## Local Statutory Framework

### *Parramatta LEP 2011*

#### Consistency with LEP 2011 - Aims

The Proposal's consistency with the overall aims of the City Centre LEP is demonstrated in **Table 8** below.

**Table 8** – Consistency with the overall aims of Parramatta LEP 2011

LEP Aims		
Aim	Proposal	Consistency
(a) to encourage a range of development, including housing, employment and recreation, that accommodates the needs of the existing and future residents, workers and visitors of Parramatta,	<p>The proposal will facilitate future renewed residential, commercial and community uses on the site, and will stimulate economic growth through additional jobs and housing adjacent to a train station in the City Centre.</p> <p>The proposal will facilitate an increase in employment, social, cultural and residential floor space within the Parramatta City Centre, located adjacent to transport infrastructure.</p>	✓
(b) to foster environmental, economic, social and physical wellbeing so that Parramatta develops as an integrated, balanced and sustainable city,	As demonstrated in the Sections of this Planning Proposal the proposal provides a response to development in line with established states and local planning policies, to achieve this objective.	✓
(c) to identify, conserve and promote Parramatta's natural and cultural heritage as the framework for its identity, prosperity, liveability and social development,	The proposal will result in the redevelopment of a large (1,800sqm) amalgamated site adjacent to a train station within the Parramatta City Centre. The Planning Proposal will facilitate a building that strengthens the CBD skyline, enhances the identity of the Parramatta City Centre and facilitates an improved built form outcome for the site whilst minimising adverse environmental impacts such as overshadowing.	✓
(d) to improve public access to the city and facilitate the maximum use of improved public transport, together with walking and cycling,	The proposal will facilitate an increase in employment, social, cultural and residential floor space within the Parramatta City Centre, located adjacent to transport infrastructure.	✓
(e) to minimise risk to the community in areas subject to environmental hazards, particularly flooding and bushfire, by restricting development in sensitive areas,	The detailed design of the future development will be explored at DA stage. Notwithstanding this, an Urban Design Report has been undertaken ( <b>Appendix A</b> ) which demonstrates that the proposed building envelope is consistent with the desired CBD skyline and is capable of providing a high level of residential amenity for the future prospective residents and the local community.	✓
(f) to protect and enhance the natural environment, including areas of remnant bushland in Parramatta, by incorporating principles of ecologically sustainable development into land use controls,	The proposal provides an increase in jobs, community areas and housing in very close walking proximity to existing high capacity rail transport. Bicycle parking will be provided as part of a future DA.	✓
(g) to improve public access along waterways where natural values will not be diminished,	The site does not front any natural waterways	✓
(h) to enhance the amenity and characteristics of established residential areas,	The site is appropriately located to accommodate the proposal as it will not have any significant detrimental impact on environmentally sensitive areas or the surrounding cultural heritage items. Refer <b>Section 6.0</b> .	✓



LEP Aims		
Aim	Proposal	Consistency
(i) to retain the predominant role of Parramatta's industrial areas,	The Planning Proposal does not seek to amend the existing B4 Mixed Use zoning	N/A
(j) to ensure that development does not detract from the economic viability of Parramatta's commercial centres,	The Planning proposal will allow mixed use development. A future development will provide on-residential uses to lower levels, primarily to service the surrounding neighbourhood and will not impact or detract from the viability of Parramatta's commercial centre	
(k) to ensure that development does not detract from the operation of local or regional road systems,	The Planning Place will not result in a development that detracts from local or regional systems operation.	
(l) to ensure development occurs in a manner that protects, conserves and enhances natural resources, including waterways, riparian land, surface and groundwater quality and flows and dependant ecosystems,	The future Development application will be required to demonstrate compliance with relevant policies and standard with regard to stormwater and groundwater impacts. The Planning Proposal will not directly impact any existing natural resources or ecosystems	
(m) to protect and enhance the viability, identity and diversity of the Parramatta City Centre and recognise it as the pre-eminent centre in the Greater Metropolitan Region,	The Planning Proposal will subject this aim, by providing opportunity commensurate with the status of Parramatta CBD	
(n) to encourage development that demonstrates efficient and sustainable use of energy and resources in accordance with ecologically sustainable development principles.	The proposal will result in the redevelopment of a large (1,800sqm) amalgamated site adjacent to a train station within the Parramatta City Centre. The Planning Proposal will facilitate a building that strengthens the CBD skyline, enhances the identity of the Parramatta City Centre and facilitates an improved built form outcome for the site whilst minimising adverse environmental impacts such as overshadowing.	

**Consistency with Zone Objectives – B4 Mixed Use**

The proposal's consistency with the objectives for building heights under the City Centre LEP is demonstrated in **Table 9** below. It is noted that this planning proposal does not seek to amend the existing zoning on the site.

**Table 9 – B4 Zone Objectives**

<b>B4 Mixed Use – Zone Objectives</b>		
<b>Objective</b>	<b>Proposal</b>	<b>Consistency</b>
To provide a mixture of compatible land uses.	The proposal will facilitate the future delivery of a mixed use development with residential floor space, as well as significant non-residential floor space	✓
To integrate suitable business, office, residential, retail and other development in accessible locations so as to maximise public transport patronage and encourage walking and cycling.	The proposal will facilitate the delivery of a future DA that will include non-residential uses suitable to the location, and may include medical services, community uses, as well as convenience retail and/or food and beverage premises.	✓
To encourage development that contributes to an active, vibrant and sustainable neighbourhood.	The proposal will encourage the redevelopment of the existing site with ground floor active uses. Furthermore, the future will support the principles of sustainable development given the priority to Harris Park railway station.	✓
To create opportunities to improve the public domain and pedestrian links.	The proposal includes upgrades to the western side of station street for the length of the site, substantially improving the public domain and approach to the railway station.	✓
To support the higher order Zone B3 Commercial Core while providing for the daily commercial needs of the locality.	Future development on the site will be required to provide a minimum 1:1 non-residential floor space (as per current LEP 2011). These non-residential use will likely be convenience retailing and services to provide for the daily commercial needs of the locality.	✓
To protect and enhance the unique qualities and character of special areas within the Parramatta City Centre	The proposal and future DA on the site will not adversely affect the unique qualities of the City Centre, but rather will foster the character and objectives of the CBD.	✓

### Consistency with building height objectives

The proposal's consistency with the objectives for building heights under the City Centre LEP is demonstrated in **Table 10** below.

**Table 10** – Consistency with height objectives in the Parramatta LEP 2011

<b>Building Height</b>		
<b>Objective</b>	<b>Proposal</b>	<b>Consistency</b>
(a) to nominate heights that will provide a transition in built form and land use intensity within the area covered by this Plan,	The proposal will facilitate the redevelopment of the site and the creation of a skyline in the south-eastern portion of the Parramatta CBD. The future development of the site will be subject to an Architectural Design Competition and as such will exhibit a high quality built form outcome for the City Centre.	✓
(b) to minimise visual impact, disruption of views, loss of privacy and loss of solar access to existing development,	<p>The proposal will facilitate the redevelopment of the site and the creation of a skyline in the south-eastern portion of the Parramatta CBD. The future development of the site will be subject to an Architectural Design Competition and as such will exhibit a high quality built form outcome for the City Centre.</p> <p>The proposal does not cause overshadowing to Lancer Barracks, Jubilee Park or the Parramatta Square. The building is designed as a slender tower form that will limit overshadowing of properties to the south. Overshadowing is discussed further in <b>Section 6.2</b>.</p>	✓
(c) to require the height of future buildings to have regard to heritage sites and their settings,	The proposed building height responds to the future direction of the City Centre to increase building heights and strengthen the desired CBD skyline. The proposed building height transitions down from the landmark towers in the Parramatta Square and facilitates the 'bell curve' shape of the CBD. Additionally, the taller building form will provide a visual marker for the Harris Park Train Station. The building height and future design has regard to the retention of the heritage items on the site and nearby conservation areas	✓
(d) to ensure the preservation of historic views,	The site is not located in any historic view corridors.	✓
(e) to reinforce and respect the existing character and scale of low density residential areas,	The proposed height is commensurate with the site's City Centre location adjacent to a train station. The height of the building is commensurate with the scale of surrounding future built form in the CBD. Further, the site is located in close walking proximity to existing major transport infrastructure, services, and education and health facilities.	✓
(f) to maintain satisfactory sky exposure and daylight to existing buildings within commercial centres, to the sides and rear of tower forms and to key areas of the public domain, including parks, streets and lanes.	The proposal will facilitate a slender tower form with small residential floor plates to ensure that satisfactory sky exposure is maintained to the surrounding buildings and public spaces. The site's location on the edge of the CBD will ensure that it maintains adequate sky exposure.	✓

**Consistency with FSR objectives**

The proposal's consistency with the objectives for FSR under the City Centre LEP is demonstrated in **Table 11** below.

**Table 11** – Consistency with FSR objectives in the Parramatta LEP 2011

<b>Floor Space Ratio</b>		
Objective	Proposal	Consistency
(a) to regulate density of development and generation of vehicular and pedestrian traffic,	The proposed parking rates and anticipated traffic generation studies are discussed further at <b>Section 6.6</b> . Car parking is provided in accordance with Council's LEP rates and will be further investigated post gateway and at DA stage. The proposed development will also take advantage of the multitude of transportation modes in the local area.	✓
(b) to provide a transition in built form and land use intensity within the area covered by this Plan,	Built form and urban design has been a key consideration in this proposal and is discussed further in <b>Section 6.1 +6.2</b> . The proposed FSR amendment facilitates the high quality redevelopment of the site for both residential and commercial uses. The future development of the site will require an Architectural Design Competition and will hence be required to demonstrate design excellence. The Urban Design Report at <b>Appendix A</b> incorporates urban design principles that have informed this Planning Proposal.	✓
(c) to require the bulk and scale of future buildings to have regard to heritage sites and their settings,	The Planning proposal, and indicative scheme prepared by AJC (Appendix A) have regard to the heritage building on the site, and surrounding conservation area. Refer to <b>Section 6.0</b> for further assessment.	✓
(d) to reinforce and respect the existing character and scale of low density residential areas.	The Urban Design Report ( <b>Appendix A</b> ) provides that the site is appropriately located to accommodate a building of increased height. The site is a large amalgamated site and the proposal has envisaged the amalgamation of the neighbouring sites. Consideration has been given	✓

### 5.5.3 Q6 – Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?

The planning proposal is consistent with the relevant directions for planning proposals issued by the Minister for Planning under Section 117(2) of the EP&A Act.

**Section 117 Directions**

Ministerial directions under Section 117 of the EP&A Act require Councils to address a range of matters when seeking to rezone land. A summary assessment of the Planning Proposal against the Directions issued by the Minister for Planning and Infrastructure under Section 117 of the *EP&A Act* is provided in **Table 12** below.

**Table 12** – Assessment against 117 Directions

Ministerial Directions	Consistent		N/A	Comment
	YES	NO		
1. Employment and Resources				
1.1 Business and Industrial Zones			✓	Not applicable
1.2 Rural Zones			✓	Not applicable
1.3 Mining, Petroleum Production and Extractive Industries			✓	Not applicable

Ministerial Directions	Consistent		N/A	Comment
	YES	NO		
1.4 Oyster Aquaculture			✓	Not applicable
1.5 Rural Lands			✓	Not applicable
<b>2. Environment and Heritage</b>				
2.1 Environment Protection Zones			✓	Not applicable
2.2 Coastal Protection			✓	Not applicable
2.3 Heritage Conservation	✓			See <b>Section 6.4</b>
2.4 Recreation Vehicle Areas			✓	Not applicable
<b>3. Housing, Infrastructure and Urban Development</b>				
3.1 Residential Zones	✓			The Planning Proposal does not seek to change the land use zoning from B4 Mixed Use. The proposal provides greater opportunity for a mix of non-residential uses in support of the zone objectives.
3.2 Caravan Parks and Manufactured Home Estates			✓	Not applicable
3.3 Home Occupations			✓	Not applicable
3.4 Integrating Land Use and Transport	✓			The Planning Proposal will concentrate residential and non-residential uses in a central location to support public transport and improve access to employment and services.
3.5 Development Near Licensed Aerodromes			✓	Not applicable
3.6 Shooting Ranges			✓	Not applicable
<b>4. Hazard and Risk</b>				
4.1 Acid Sulphate Soils	✓			Parramatta LEP 2011 contains acid sulphate soils provisions and this Proposal does seek any amendment to these, Investigations and analysis will accordingly be undertaken as part of any future development of the land. Refer to <b>Section 6.0</b> for further discussion on Geology and Contamination.
4.2 Mine Subsidence and Unstable Land			✓	Not applicable
4.3 Flood Prone Land	✓			The site is not identified as being flood prone land.
4.4 Planning for Bushfire Protection			✓	Not applicable
<b>5. Regional Planning</b>				
5.1 Implementation of Regional Strategies			✓	Not applicable
5.2 Sydney Drinking Water Catchments			✓	Not applicable
5.3 Farmland of State and Regional Significance on the NSW Far North Coast			✓	Not applicable
5.4 Commercial and Retail Development along the Pacific Highway, North Coast			✓	Not applicable



Ministerial Directions	Consistent		N/A	Comment
	YES	NO		
5.8 Second Sydney Airport: Badgerys Creek			✓	Not applicable
<b>6. Local Plan Making</b>				
6.1 Approval and Referral Requirements	✓			No new concurrence provisions are proposed.
6.2 Reserving Land for Public Purposes			✓	No new road reservation is proposed.
6.3 Site Specific Provisions			✓	Not applicable
<b>7. Metropolitan Planning</b>				
7.1 Implementation of the Metropolitan Plan for Sydney 2036	✓			The Planning Proposal is consistent with the objectives and strategies of A Plan for Growing Sydney in that it will facilitate the delivery mixed use development, well located to support existing public transport services and provide employment and residential opportunities further strengthening Parramatta's role as Sydney's second CBD and contribution to the vitality of the Parramatta City Centre.

## 5.6 Environmental, Social and Economic Impacts

### 5.6.1 Q7 – 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 planning proposal will not result in any impact on critical habitat or threatened species, populations or ecological communities or their habitats, given the site's urban location.

### 5.6.2 Q8 – Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

A detailed assessment of the environmental impacts of the Planning Proposal is provided in **Section 6.0**. No unacceptable impacts will result from the proposal and future development

### 5.6.3 Q9 – Has the planning proposal adequately addressed any social and economic effects?

The social and economic impacts of the proposal are addressed in **Section 6.8**.

The Planning Proposal will have a positive social and economic impact by providing a greater level of non-residential floor space, improving ground floor activation and providing an area of publically accessible open space.

In addition to the above long-term positive economic and social impacts of the Planning Proposal, the uplift in the site's development potential will permit a development which has a higher capital value and generates more construction jobs than a smaller development within the existing controls.

## 5.7 State and Commonwealth Interests

### 5.7.1 Q10 – Is there adequate public infrastructure for the planning proposal?

The site is located in an established urban area and has access to a range of existing services. Further investigations will be undertaken as part of the preparation of the DA material to determine whether any upgrade of existing facilities is required.

The subject site is well serviced by existing transport and public transport infrastructure, being in close proximity to Harris Park Station (within 100m) and just over 800m from Parramatta Station and CBD centre.

### 5.7.2 Q11 – What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway determination?

State and Commonwealth authorities will have the opportunity to provide comment on the Planning Proposal as part of its formal exhibition. Any future Development Applications (DA) will be referred to the relevant authorities as required.

## 5.8 Part 4 – Mapping

Maps of the proposed amendments to the LEP height controls applying to the site have been provided and are located at **Appendix B**.

## 5.9 Part 5 – Community Consultation

It is noted that confirmation of the public exhibition period and requirements for the planning proposal will be given by the Minister as part of the LEP Gateway determination.

Any future DA for the site would also be exhibited in accordance with Council requirements, at which point the public and any authorities would have the opportunity to make further comment on the proposal.

## 6.0 Assessment of Planning Issues

This section considers the key planning issues associated with the Planning Proposal as well as those associated with a future development.

In establishing the Planning Proposal, an indicative architectural scheme and montages of the scheme were prepared to ensure that all relevant built form, separation, amenity, and design parameters were considered. The outcomes of these investigation and analysis (**Appendix A**) is what has largely guided the content of the Planning Proposal.

As part of the Urban Design Report, and in response to discussion with Council, an analysis of the Station Street Precinct was also carried out by AJC. The purpose of the analysis was to consider the possible future development pattern and the relationship between the Planning Proposal and future development.

By adopting this approach, the built outcomes and associated impacts of the Planning Proposal (and subsequent DA scheme) can be tested, understood and clearly presented.

### 6.1 Urban Design Analysis - Station Street West

The Urban Design Report (**Appendix A**) considers the opportunity for renewal and site amalgamation in the Station Street precinct based on a minimum allotment size of 1,800m<sup>2</sup>. This minimum lot size is based on the FSR sliding scale contained within clause 7.2 of the Parramatta LEP, which permits sites in excess of 1,800m<sup>2</sup> to achieve the mapped (higher) FSR and hence encourages the amalgamation of smaller sites. As 76% of sites in the Parramatta CBD have an area of 1,000m<sup>2</sup> or less<sup>1</sup>, Council has resolved to pursue FSR sliding scales in the current Parramatta LEP and the policy position for the CBD Planning Strategy to enforce planning controls that encourage the amalgamation of smaller sites to a minimum site area of 1,800m<sup>2</sup>.

A site area of 1,800m<sup>2</sup> will generally provide a street frontage of greater than 20m and allow for appropriate separation to neighbouring buildings. Additionally, larger site areas combined with increased building height limits will allow for greater building separation and solar access to the ground level public domain.

**Figure 24** below shows the potential amalgamation pattern of sites to achieve a minimum site area of 1,800m<sup>2</sup> and residential building floorplates that accommodate 12m boundary setbacks pursuant to the Apartment Design Guide building separation controls (24m total).

The amalgamation of properties commensurate with the pattern shown below in **Figure 24** is informed by the NSW Government's Reform of Strata Laws (Strata Scheme Development Bill 2015) that will change the *required level of support* in relation to a strata renewal scheme to 75% of the lots<sup>2</sup>. It is anticipated that the future strata reform laws (expected to be introduced in mid-2016) will facilitate the amalgamation of a number of sites in the precinct. Notwithstanding this, the amalgamation of these properties will still require a substantial incentive to instigate the amalgamation process. Accordingly an FSR of 10:1, commensurate with Council's Planning policy for the remainder of the CBD is considered appropriate to instigate the amalgamation of the properties into minimum lots of 1,800m<sup>2</sup>.

<sup>1</sup> Parramatta Council Business Paper 14 December 2015

<sup>2</sup> Strata Scheme Development Bill 2015 Clause 176



**Figure 24** – Amalgamation and renewal analysis  
Source: AJC

## 6.2 Built Form

The proposal (as well as indicative architectural scheme) facilitates a slender building envelope to create an elegant tower form above a carefully design podium. The indicative architectural scheme (**Appendix A**) provides a typical residential floorplate of 451.4m<sup>2</sup>, consistent with objective A5 – *Tower Slenderness* outlined in the CBD Planning Strategy.

The proposed slender tower built form enables the site to yield a high quality development outcome rather than a smaller and more bulky built form that will otherwise crowd the heritage item and restrict the development potential of the surrounding sites. The proposed slender tower will provided a high level of articulation and fine grain to the CBD skyline under a future Architectural Design Competition.

Montages of the proposed built form and the outcome of the Planning Proposal are provided in **Figure 25** and **26** below. Furthermore, a detailed massing study has also been included as part of the Urban Design Report.



**Figure 25** – Perspective of a future development on the site – view looking north on Station Street West  
Source: Greenrock Property Pty Ltd





**Figure 26** – Perspective of future development on the site and adjoining sites to the north – view looking west

Source: Greenrock Property Pty Ltd

### Site Amalgamation

The Parramatta CBD Planning Framework (section A2.2) provides that sites less than 1,000m<sup>2</sup> in size are unable to achieve an FSR above 3:1 unless design excellence can be demonstrated. In addition to this, the Parramatta LEP 2011 (Clause 7.2) provides that sites less than 1,800m<sup>2</sup> in size are not able to achieve the mapped FSR, and are subject to a sliding scale provision to encourage amalgamation above 1,800m<sup>2</sup>.

The Urban Design Report (**Appendix A**) provides a potential amalgamation pattern for sites along Station Street to achieve a minimum consolidated size of 1,800m<sup>2</sup>, which has been achieved by the subject site. The amalgamation and redevelopment of these sites is critical for the utilisation of the Harris Park Station and will provide an improved urban design response to the south-eastern entrance to the CBD and the rail corridor. Notwithstanding this, the amalgamation of these properties requires an incentive for an increased scale of development, as sought for the subject site.



### Scale and Density

The development proposes an FSR of 10:1 (plus a potential 15% design competition bonus) which is commensurate with the scale of development throughout Parramatta and what would be reasonably expected in a CBD location adjacent to a Train Station.

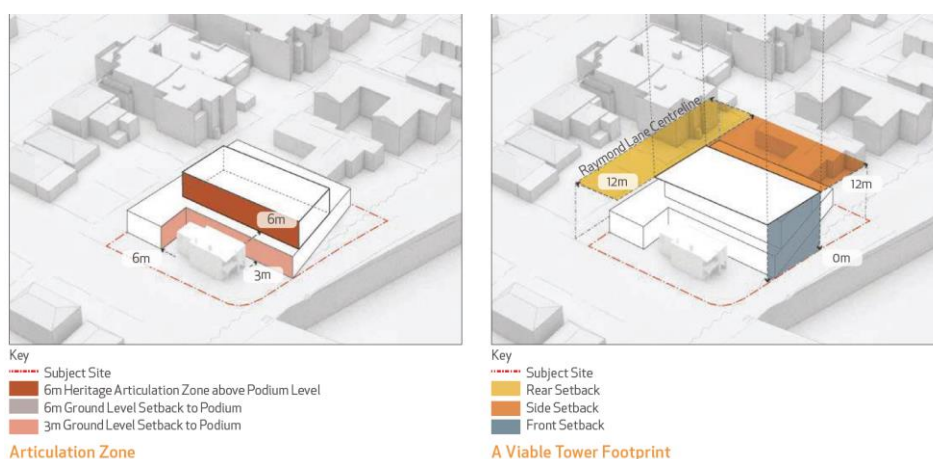
As outlined within this chapter, the proposed development will not have any significant adverse impacts on heritage or traffic. Additionally, the proposed development will not cause any significant adverse overshadowing impacts or impacts on the amenity of the surrounding developments.

The building envelope provides a slender floor plate that achieves a high level of residential amenity and enables the building to reduce the perceived bulk of a tower form (See **Section 6.2.1** for further discussion).

### Building Separation and Setbacks

As set out in the Urban Design Report, a set of carefully considered design parameters have been established, informed by the massing study undertaken. These parameters including elements such as podium height, heritage curtilage, street wall, setback and tower footprint.

An excerpt of the Design Report is provided below in **Figure 27** illustrating the key setback and separation parameters from adjoining lots and No 1 Station Street (heritage item on the site). Importantly, these parameters will also form the basis for a future design competition on the site.



## 6.2.1 Building Height

The Parramatta CBD Planning Strategy seeks to investigate the removal of numeric building heights with height limits controlled by solar access provisions and airspace operations. This aim is consistent with the previous CBD Planning Framework Study and *A Plan for Growing Sydney's* objective to grow the Parramatta CBD. The proposed building height of 140m aligns with the CBD Planning Strategy, as outlined below.

### Parramatta CBD Context (Macro)

Development in the Parramatta CBD has traditionally formed a north-south axis along Church Street with the Railway line forming the south-eastern barrier to the CBD. The CBD Planning Framework Study, which informed the CBD Planning Strategy, envisaged a generally 'bell curve' shaped CBD skyline with building heights transitioning down from the taller buildings in the city centre. The Council endorsed Aspire tower will form the landmark CBD centre with a number of

endorsed Planning Proposals seeking building heights in excess of 200m within in the City Centre.

Despite the overall bell curve shape of the CBD skyline, a number of Council endorsed proposals will form prominent gateway buildings at major transport entrances to the CBD. The northern entrance to the CBD features two landmark developments fronting the Parramatta River.

The developments at 330 Church Street and 333-339 Church Street are both subject to gazetted Planning Proposals and feature building heights of 41 storeys (150m) and 52 storeys (177m), respectively. A number of other taller buildings have also been endorsed on the fringe of the CBD at 11 Hassall Street and 142-154 Macquarie Street at 131 and 180m respectively. These buildings will form prominent visual markers at the major entrances to the CBD. The DA approved building at 11 Hassall Street is located at the primary eastern entrance to the CBD along Parkes/Hassall Street and the future redevelopment of the Cumberland Press site at 142-154 will identify the north-eastern entrance to the CBD along McArthur Street.

**Figure 28** illustrates the positions of taller towers at the CBD edges, located along the major transport entrances to the CBD. The CBD currently has little visual prominence from the southern entrances along the railway line and when viewed from the M4 Western Motorway. While the Auto Alley precinct will reiterate the Church Street spine of the CBD, the envisaged heights up to 30 storeys in the precinct and the commercial nature of the buildings will not facilitate a taller visually prominent entrance to the CBDs south eastern entry, adjacent to Harris Park Station.

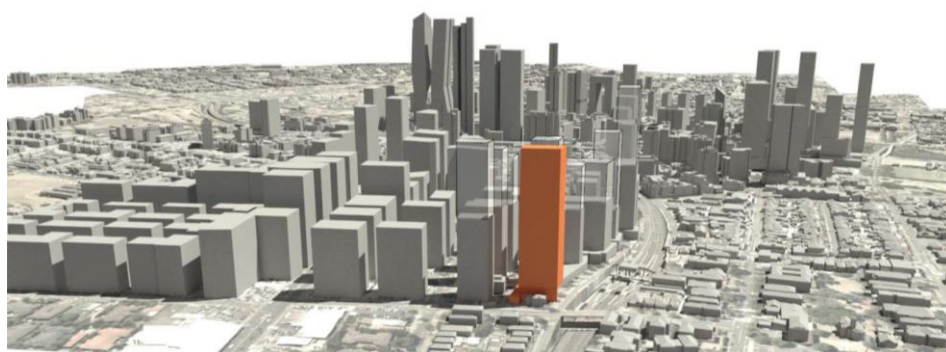


**Figure 28** – Location of Landmark buildings within Parramatta CBD – Numbers indicate height in storeys

Source: JBA

The railway line forms a natural barrier to the south-eastern edge of the CBD and transitions the scale of the taller buildings to the Harris Park West conservation area. The railway line encourages a 'street wall' of taller buildings from the southern entrance of the CBD to the centre at Parramatta Train Station.

The location of the Harris Park Train Station at the south-eastern entrance to the CBD is a catalyst for the location of taller marker buildings in this area. **Figure 29** below is a view of the CBD from the south-east and illustrates the location of prominent taller buildings in the CBD centre, to the north and the north-east based on a combination of existing building, CBD Strategy and the AJC Urban Design Study. The Planning Proposal seeks to locate a taller building form that will identify the Harris Park Station and facilitates a prominent CBD entrance



**Figure 29** – View of the CBD from the south-east looking north (site shown in orange)  
Source: AJC

### Local Context (Micro)

The proposal will provide a tower that is prominent in the immediate surrounding context to the south-east but commensurate with the future development for the Station Street precinct identified in the Urban Design Report (**Appendix A**). As shown in **Figure 24**, the proposed FSR and amalgamation pattern for the Station Street Precinct will facilitate the redevelopment of the sites adjacent to Harris Park Station, revitalising this areas and providing a high level of amenity through taller slender building forms.

The building facilitated under this proposal will also afford a greater setback and transition zone to the heritage item at 1 Station Street. A shorter building form on the site would result in increased floor plate sizes and hence greater crowding of the curtilage of the heritage item.

### 6.2.2 Overshadowing

A shadow analysis of the site is provided in the Urban Design Report (**Appendix A**). The shadow studies indicate that the shadow cast from a development in line with the Planning Proposal will not cause any significant overshadowing impact on areas of public open space and will cast shadows commensurate with that of the future development in the Parramatta CBD.

As shown in **Figure 30**, the proposed building will have a tall slender tower form that casts a fast moving shadow. The shadow, during the winter solstice, generally will not overshadow a single location for greater than 2 hours, hence maintaining solar access to existing developed to the south (in mid-winter).

It is noted that the site immediately to the south will experience greater shadow impacts as a result of the proposal. Notwithstanding this, the site is not shadowed for greater than 3 hours, and will likely be overshadowed with any increase in development on the site. This ensures that the site can achieve more than 2 hours of direct solar access, which would be reasonably expected in a dense urban environment.



Critically, and as shown in **Figure 30**, given the built form and slender tower, the shadow cast as a result of height between 6:1 and 10:1 will not have a significant impact on any one particular property. The speed of the shadow between 9am and 3pm results in a minimal impact to each existing dwelling.



**Figure 30** – Overshadowing Diagrams

Source: AJC

The Urban Design Report demonstrates that the site can accommodate a building of a larger height and density while maintaining separation distances and solar access to the surrounding development.

The tower form facilitated under this Planning Proposal will achieve separation distances in accordance with the ADG and hence will not constrain the development potential of the surrounding sites.

## 6.3 Residential Amenity

The future residential development on the site is capable of achieving a high level of residential amenity through building separation and a northern aspect. The proposed taller tower form and ground level commercial and podium treatments enable the development to concentrate residential uses above the street level and into a slender tower form that achieves a high level of solar access, cross ventilation and regional views. The indicative tower floor plate provides 5-6 apartments accessed from a single corridor, hence achieving a highly efficient floor plate.

As shown in the indicative architectural Scheme (**Appendix A**), north facing apartments have been maximised, improving solar access and views to the north. Additionally, the indicative scheme is capable of complying with natural cross ventilation requirements below level 9.

The location of the tower on the site responds to the various location and setback requirements of the surrounding properties and avoids any potential overlooking or privacy impacts. The detailed design of the building is therefore capable of achieving a high level of residential amenity. A summary of key amenity attributes for the site, achievable as part of a future DA, are provided in **Table 13**.

**Table 13** – Amenity attributes of the site and indicative scheme

Amenity Parameter	Future Development
<b>Solar access</b>	Small floorplate allows for apartments with dual aspect, with the opportunity for apartments on the northern elevation
<b>Cross Flow ventilation</b>	Small floorplate allows for corner apartments maximising cross flow ventilation and aspect
<b>Views</b>	Expansive views available in all directions, particular to the east
<b>Car Parking and Access to Transport</b>	Limited basement car parking provided given the site's location immediately adjacent Railway line and close proximity to bus and bicycle infrastructure

## 6.4 Heritage

### 6.4.1 Removal of Heritage Listing – No. 7 Station Street

A Heritage Assessment has been prepared by NBRS+ Partners (**Appendix D**) in relation to provide an assessment of the removal of No 7 Station Street West from Schedule 5 of LEP 2011.

The Heritage Assessment is supported by three peer review studies prepared by Graham Brooks and Associates, Architectural Projects and Urbis (**Appendix D**) which support the recommendation that the building does not demonstrate the heritage values that warrant its listing as an item of local heritage significance. This Planning Proposal seeks to remove the heritage listing of the site at 7 Station Street.

The Heritage Assessment identifies that the building is a highly *modified, early 20th century, single storey house with a corrugated metal clad hipped roof form and projecting gabled bay to the street frontage and a large hipped and skillion extension to the rear*. The Heritage Assessment identifies that there has been a number of internal and external modifications as a result of the commercial occupation of building. These changes have substantially altered the form of the building and have removed the heritage significance of the item. The changes to the building form are summarised below:

- The original mirror image of the front form at the rear of the building has been obliterated by the later additions to the rear which have extended the size of the building by approximately 50%;
- The rear yard was divided by a fence into two areas of open lawn and is now fully concreted with a large unsympathetic awning roof covering an open area outside the additions;
- The front of the building was modified to remove the original Federation detailing and replace it with Inter War style details. The brickwork does not match the rest of the front façade which is carefully tuck pointed and the character is at odds with the original character of the former house. The alterations made to the detailing of the front façade are no longer legitimate representative of its original form and detail and have falsified the character of the building;
- The verandah supports have been replaced with modern routed detailing with no evidence of the original details;
- The tuck-pointed face brickwork has been painted;
- Internal detailing including modern replacement ceilings, cornice and ceiling rose detailing which has been carried out throughout the building and replacement window joinery;
- Installation of modern hardwood floors and replacement of all doors; and
- The physical modifications undertaken in the 1980s to convert the building to commercial uses has made changes to the detailing of the front façade and has falsified the character of the building. Accordingly there are no longer legitimate representative of its original form and detail.

The Heritage Assessment provides an assessment of the item against the NSW Heritage Office Guidelines and considers that the building does not meet any of the guidelines objectives for inclusion in LEP 2011 schedules as a heritage item. The Graham Brookes peer review concurs with the Heritage Assessment



conclusion that the property at 7 Station Street does not meet any of the thresholds for listing in a LEP Heritage schedule established by the Heritage Council.

Similarly Architectural projects agree with the conclusion in the HIA that the external and internal changes to the item obscure an understanding of the original house and that the building fails to reach the threshold of the threshold for heritage listing. The third peer review prepared by Urbis further supports the Heritage Assessment and provides that the building does not satisfy the criteria for heritage listing.

In summary the Heritage Assessment considers that there is no significant heritage justification for the individual heritage listing of the site at 7 Station Street due to its relative isolation, previous degree of modification and low level representative value. This finding is supported by three peer reviews prepared by Graham Brooks and Associates, Architectural Projects and Urbis (**Appendix B**) providing comprehensive support for the Heritage Assessment and the removal of the item from Schedule 5 of the Parramatta LEP to facilitate its demolition.

## 6.4.2 Heritage Impact Assessment of Planning Proposal – No 1 Station Street

A Heritage Impact Statement (HIS) has been prepared by NBRIS (**Appendix D**) to the redevelopment of the site on the heritage item at 1 Station Street (**Appendix D**) and the heritage listed items in the locality surrounding the site. This report has also been peer reviewed by Urbis (**Appendix D**).

### *Heritage Impacts*

The future development of the site will be located in the proximity of a number of heritage items and conservation areas (within Holroyd Council). The HIS identifies that the future development of the site as envisaged under this Planning Proposal (and as indicated in the indicative architectural scheme) will not have any significant detrimental impact on the item at 1 Station Street.

The HIS considers that the views to and from the item will be preserved with the proposed scheme (**Appendix A**) providing a setback two storey podium context that maintains the heritage curtilage of the item. The scheme does not impact on the setting of the item to Raymond Street nor does it impact on the 'tower' element of the front façade.

Whilst it is acknowledged that less significant views to the rear of the item (at No 1) will be partially obscured by the podium however this will not have any adverse impact on the relationship of the item to the Tottenham Road conservation area.

The indicative architectural scheme (with principles to be the subject of a design competition brief) will maintain the heritage curtilage and setting of the item and, with the implementation of the Heritage Conservation Management Plan (**Appendix E**) will preserve and enhance the heritage values of the property.

The HIS provides an assessment of the potential impacts of the proposal on the surrounding heritage items, and concludes the following:

- Old Government House – the site is not located in the Old Government House area of high sensitivity and as such will not detract from the world heritage values.
- Harris Park West Conservation Area - while the site will be visible from the conservation area, its background location will not have any visual dominance on the streetscapes in the area and as such will not detract from the heritage values of the conservation area or individual heritage listings.

- Tottenham Road Conservation Area – while the building will be visible from the conservation area, the retention of the heritage item at 1 Station Street with the scale of the podium and proposed tower form will maintain an appropriate heritage interface with the conservation area. Additional view testing of the final building envelope should be undertaken for the future development of the site.
- 49–51 High Street Parramatta – while the item is located in close proximity to the site, the existing development to the rear of the heritage item has separated the influence of the item from the subject site.
- 3, 5 & 7 Cambridge Street Harris Park – the items are sufficiently removed from the site and the proposed tower will have a minimal impact on the setting of the items.

### *Built Form*

An assessment of the scheme (**Appendix A**) and considers that, while the future development of the site will be subject to a design competition, the building envelope provides an appropriate relationship to the heritage item at 1 Station Street, the Tottenham Road conservation area, the surrounding heritage items and the views and vistas from the surrounding areas including the Harris Park West conservation area.

The peer review prepared by Urbis also notes that applications of the scale proposed have a ‘recognition of excellence’ emphasis and of having the ability to review past listings that did not have the benefit of the subject research.

The following key design aspects of the scheme (**Appendix A**) that enhance the building’s relationship with the heritage items and vistas identified in the HIS are:

- The setback to the Station Street frontage will provide a substantial streetscape setting with the two storey podium height reflecting the scale of the heritage item;
- A 3m setback is provided to the northern façade of the heritage item with any future link to be well set back and single storey in height;
- A 6m setback from the podium to the rear of the heritage item;
- A two storey transitional zone is proposed above the podium creating a substantial visual setback, as viewed from visually prominent locations; and
- The tower form aligns with the Station Street and Raymond Lane alignment and cantilevers over the transition levels.

### **6.4.3 Conservation Management Plan**

A Conservation Management Plan (CMP) has been prepared for the retention and adaptive reuse of the Heritage item at 1 Station Street. The implementation of the CMP will provide a significant ongoing public benefit through the retention and adaptive reuse of the heritage item and the ongoing heritage presence on the site.

The CMP identifies a number of items on the building that require maintenance attention and recommends that a schedule of ongoing maintenance should be prepared to document the alterations to the building. The CMP includes tenancy fitout guidelines and identifies that future use for professional suites or commercial uses would be appropriate.

The retention and ongoing maintenance of the heritage item at 1 Station Street, as outlined in the CMP (**Appendix E**) will ensure the presence of the heritage item is retained on the site and allow the appreciation of the heritage item to be returned to the public, through its adaptive reuse. The CMP identifies ongoing maintenance

of the building and recommends that the terms of the CMP is included in any sale of the building to ensure its ongoing maintenance.

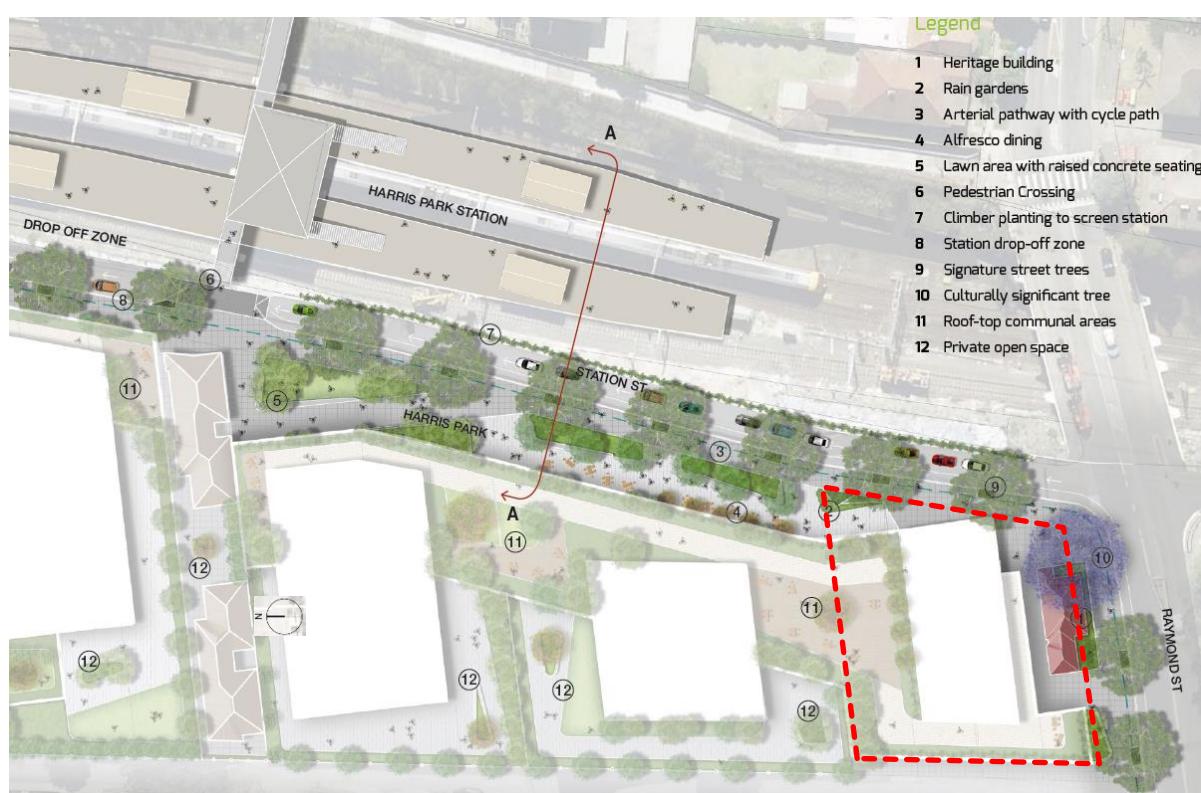
## 6.5 Landscaping

As part of the site investigation and preparation of Planning Proposal, a Landscape Concept Plan has been prepared by Context and is provided at **Appendix G**. The concept provides the landscape treatment on the site (corresponding to the indicative architectural scheme) as creation of a linear park in the large area of vacant road reserve on the western side of Station Street West, currently owned by Council.

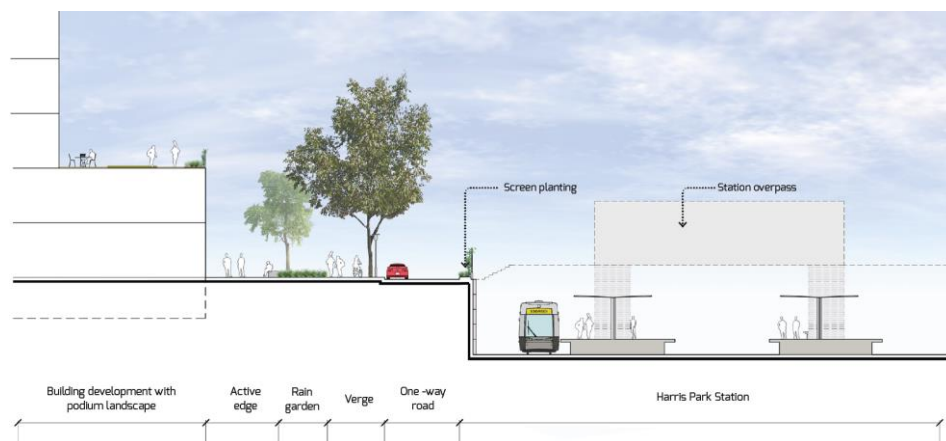
The delivery of Harris Park (linear park) (as shown in **Figure 31**) forms part of the Voluntary Planning Agreement offer by Greenrock Property Pty Ltd. The park would extend the length of Station Street West on Council owned land and including landscaping, street furniture, CCTV cameras, LED lighting and wayfinding signage, along with paving, and raingardens.

As shown in **Figure 31** and **32**, the park and publically accessible area would also extent within the site frontage to Station Street, providing a high faulty connection and opportunity for activation of non-residential and retail uses on ground floor.

The park would provide significant public benefit to the community and substantially improve the pedestrian, vehicle and cycle experience and connection with Harris Park Railway Station. As noted earlier in this Planning Proposal, the works would dovetail with the planned upgrades to the Station to be undertaken by TfNSW.



**Figure 31** – Landscape Concept Plan – site shown in red  
Source: Context



**Figure 32 – Proposed Landscape Concept - Section**  
Source: Context

## 6.6 Traffic and Parking

A Traffic Impact Assessment has been prepared by Traffix to determine the appropriateness of the proposal from an access; traffic and parking perspective (refer to **Appendix F**). The results of the assessment indicate that the impacts of traffic generated by the additional density created by the proposal are considered relatively minor with respect to the existing road network and proximity to public transport. Furthermore it is considered that the proposal will not compromise the safety or function of the road network in the area surrounding the site.

As outlined in **Appendix F**, the Parramatta LEP 2011 specifies maximum car parking rates. Whilst the RMS Guide for car parking numbers has been considered by Traffix, the provision of the LEP 2011 have been used for the purpose of the assessment (given they are maximum).

As outlined in the Report, the maximum proposed development (11.5:1) including retail and uses is permitted to provide a maximum 300 car parking spaces and a minimum 119 bicycle spaces under LEP 2011. Based on an assessment of the indicative architectural scheme, a maximum of 198 car parking spaces can be provided within the proposed footprint, which will not exceed the maximum. The report confirms that the site can be suitably serviced and accessed (via driveway), and will have an internal design compliant with relevant Australian Standards.

Application of the maximum scheme (216 units) and maximum car parking rates in LEP 2011 results in the following generation and directional 80/20 split:

- 73 trips per hour (35 in, 38 out) during the AM peak
- 67 trips per hour (36 in, 31 out) during the PM peak

The assessment provides an intersection analysis of the surrounding road network and concludes that the proposed increase in development density on the site will have a minimal impact on the surrounding intersections and will not have any detrimental impact on the current level of service of these intersections (i.e. waiting times). It is also identified that the traffic calculation is conservative as it does not consider the potential traffic generated from the existing permitted development on the site.

The projected traffic generation is considered by Traffix to be relatively minor with respect to the existing road network and will not have an adverse impact on the safety or function of the road network.

In light of the site's close proximity to public transport, in particular Harris Park Train Station, it is considered that the proposal is appropriate from traffic and parking perspective.

## 6.7 Public Benefits

The Planning Proposal will deliver a public benefit through locating additional residential density in a location with excellent access to public transport, services, and employment, health, education, entertainment and recreation facilities. The proposal will provide a benefit to the public through providing additional high quality housing with a high level of amenity in a highly desirable location. The retention and maintenance of the heritage item at 1 Station Street, as outlined in the CMP will provide a substantial public benefit through the adaptive reuse of a heritage item.

The proposal will also deliver substantial direct public benefits as a result of the redevelopment of the site. The Concept Landscape Package prepared by Context (**Appendix G**) illustrates the proposed construction and embellishment of the Station Street linear park (Harris Park). The park will occupy the Council owned land along Station Street and will substantially improve the interface of the precinct with Harris Park Train Station. The park will be dedicated to Council under a future Voluntary Planning Agreement (VPA) with the relevant terms and monetary value to be negotiated with Council prior to the public exhibition of the LEP amendment.

A letter of offer to enter into a VPA agreement is provided at **Appendix I**. The proposed VPA items to be delivered under the future redevelopment of the site will provide a substantial public benefit to the residents of Parramatta. This includes the following:

- Construction works for the creation of a linear park along Station Street to be known as Harris Park, as designed by Context (value in excess of \$1,000,000)
- Embellishment of the Linear park along Station Street with landscaping, street furniture, CCTV cameras, LED lighting and wayfinding signage;
- The registration of an easement or encumbrance across the portion of the site fronting Station Street to form part of the Linear Park and be accessible to the public;
- The provision and management of publically accessible car sharing spaces above that of Council's DCP requirement (a letter of offer from GoGet is provided attached to the VPA letter of offer);
- Maintenance and ongoing restoration works to the heritage item at 1 Station Street in accordance with the Conservation Management Plan for the item; and
- consider a monetary contribution to the upgrade and embellishment of toilets and amenities at Rosella Park.

## 6.8 Economic and Social Impacts

### 6.8.1 Economic Impacts

The proposed development will result in positive economic and social flow-on effects for the local area. The Planning Proposal will facilitate the redevelopment of underutilised inner-city land that is reaching the end of its economic life span and is located adjacent to a train station. The development facilitated under this Planning Proposal will deliver an increase in high quality commercial and residential floor space facilitating growth within an under developed portion of the City Centre.



The renewed commercial components of the development will contribute to employment and commerce in the area by providing better spaces for local businesses in an appropriate location adjacent to the Harris Park train Station. The residential component will deliver valuable housing in a well serviced location and will provide flow on economic benefits for the surrounding businesses with the addition of approximately 216 new residential apartments and therefore residents.

Overall, the proposed development will support and improve the viability of Parramatta as Sydney's premier regional CBD.

## 6.8.2 Social Impacts

The proposal will deliver a high quality development on the site that will result in a high quality development that exhibits design excellence and improved retail and residential floor space within the City Centre. The proposal will facilitate the delivery of residential dwellings in high demand and will not cause any significant adverse environmental impacts.

### Housing Supply and Affordability

Australia faces a national housing affordability and supply crisis. The housing shortfall in Australia is substantial and existing planning controls in the Parramatta CBD are not expected to be capable of achieving the desired increase in dwellings to 2036<sup>3</sup>.

The NSW State Plan provides a commitment to partner with local councils to ensure that targets for housing and growth are reflected in relevant Planning Proposals and local planning instruments. It also commits to promote expanded supply of land for housing by continuing to set local targets for each LGA.

The growth of Parramatta CBD will require the delivery of residential dwellings as well as high quality retail floor space to cope with the high levels of demand and growth projections. Currently an undersupply of housing is driving property prices upwards and forcing many prospective buyers out of the market. This Planning Proposal will facilitate a supply of housing in an appropriate location which is considered to help ameliorate this undersupply and as such will result in an improved social outcome.

## 6.9 Contamination and Geotechnical

### Contamination

A Phase 1 Contamination Assessment of the site has been prepared by Coffey and is provided at **Appendix C**. The report considers the potential for contamination of the site based on past and present uses.

The investigation indicates the site may have the potential for contaminants through the use of unknown fill material, the weathering of buildings and the use of pesticides. Notwithstanding this the assessment considers that there is generally a low to medium risk of soil or groundwater contamination on site. On this basis, the site is considered suitable for a more intensive mixed use development and can be made suitable for the proposed redevelopment.

### Geotechnical

An Initial Geotechnical Desktop Study of the site has been prepared by Coffey and is provided at **Appendix H**. The assessment identifies that the site is likely

<sup>3</sup> Parramatta Business Paper 14 March 2016

underlain by residual soil, shale rock and sandstone with depths to be confirmed through future intrusive investigation. The assessment considers that the groundwater level is likely below the cutting depth of the railway line and may be intersected by seven levels of basement.

The depth of basement excavation and the ground water level will be confirmed through intrusive investigation. The report recommends that the site is suitable for the proposed development and excavation.

## 7.0 Conclusion

This Planning Proposal seeks to amend the Parramatta LEP 2011 height and FSR controls that apply to the site to facilitate a high quality mixed-use residential development. The LEP2011 amendment also seeks to remove the building at 7 Station Street from Schedule 5 of the Parramatta LEP 2011 and implement conservation management and adaptive reuse provisions for the significant heritage item at 1 Station Street.

As demonstrated in the Urban Design Report, the Planning Proposal will provide an appropriate built form and residential amenity outcome for the site an increase in the height and FSR controls are required.

The Planning Proposal offers the opportunity to implement appropriate planning controls for a site located in the Parramatta CBD adjacent to Harris Park Train station. This will enable the development of a single tower form mixed-use residential development achieving a height of 140m and FSR of 10:1 + 15% (11.5:1), rather than a low tower form envisaged under the current planning provisions and CBD Strategy.

The indicative architectural scheme has urban design and amenity benefits improving future amenity impacts on adjoining residential buildings as well as minimising overshadowing and heritage impacts. The scheme will reinforce the desired CBD skyline and will facilitate a much needed improvement on the existing buildings situated on the site.

The Planning Proposal is consistent with relevant strategic and statutory planning documents and will deliver a number of public benefits, including revitalising an underutilised site and increasing housing and employment opportunities in the Parramatta City Centre as well as the embellishment of a linear park.

This Planning Proposal will facilitate development that has demonstrable urban design, social and economic benefits for the region. Without the amendments to the height, floor space and heritage controls proposed under this Planning Proposal, the opportunity will be missed to reinforce the NSW Government and Parramatta Council's position as Sydney's second CBD.