

REPORTS TO COUNCIL - FOR COUNCIL DECISION

ITEM NUMBER	13.8
SUBJECT	Parramatta CBD Planning Framework - Planning Investigation Areas
REFERENCE	F2022/03176 - D08953148
REPORT OF	Senior Project Officer Land Use
PREVIOUS ITEMS	17.1 - FOR APPROVAL: Post Exhibition - Finalisation of the Parramatta CBD Planning Proposal following consideration of submissions received during the public exhibition period (Deferred Item) - Council - 15 Jun 2021 6.30pm

CSP THEME: Innovative

WORKSHOP/BRIEFING DATE: 29 May 2023 and 16 October 2023

PURPOSE:

To make recommendations for programming of work for the planning investigation areas that were identified as part of Parramatta CBD Planning Framework Review.

RECOMMENDATION

- (a) That Council reviews the planning controls for the North East Planning Investigation Area (PIA) at the beginning of 2024 as 'Phase 1' of the PIA work program, informed by the finalised controls for the Church Street North Precinct currently being prepared by the Department of Planning and Environment.
- (b) That Council begins the review of the planning controls for the Southern Planning Investigation Area in early 2024 as 'Phase 2' of the PIA work program.
- (c) That Council begins the review of the planning controls for the Northern Planning Investigation Area in 2025 as 'Phase 3' of the PIA work program.
- (d) That Council does not proceed with any strategic planning work for the Eastern Planning Investigation Area at this time and monitor possible future transport infrastructure projects and how they may impact on this precinct, as well as policy outcomes from the Department of Planning and Environment's Church Street North Precinct work currently being prepared.
- (e) That Council advises the outcomes of this report to submitters on the exhibition of the Parramatta CBD Planning Proposal whose submissions related to land situated north of the river and within the PIA's.

BACKGROUND

1. The new planning controls for the Parramatta City Centre largely came into effect in late 2022 via amendments to Part 7 in *Parramatta Local Environmental Plan (LEP) 2023* and Part 9 in *Parramatta Development Control Plan (DCP) 2023* and supported by an amendment to *Parramatta City Centre Local Contribution Plan 2022*. These milestones resulted in the finalisation of three major elements of Council's Parramatta CBD Planning Framework. The outstanding component of

Council's CBD Planning Framework is the Planning Investigation Areas (PIAs). Refer to **Figure 1** below.

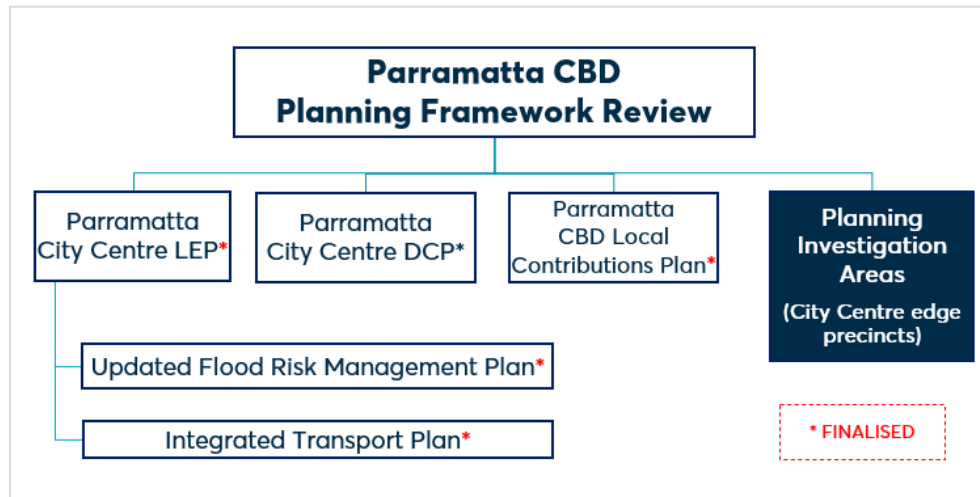


Figure 1 – Council's CBD Planning Framework elements showing remaining PIA element

2. The PIAs were first identified by Council in 2015 as areas north and south of the Parramatta CBD where the city could potentially expand. Resolutions of Council impacting the PIAs occurred over a series of Council meetings between April 2015 and June 2021. The Department's finalisation of LEP controls via Amendment 56 which removed land north of the river, known as the "Church Street North Precinct", also impacts on the progression of the PIAs. This matter is discussed in greater detail under the heading 'Current Status – Church Street North Precinct', and a visual chronology of these decisions and policy changes are shown in **Attachment 1 - Summary of the Key Decisions affecting these City Centre edge precincts**.
3. There are four PIAs delineated as pink or red in **Figure 2** below, and a description of each of the PIA's is included in the discussion under the heading, 'Preliminary Assessment'.

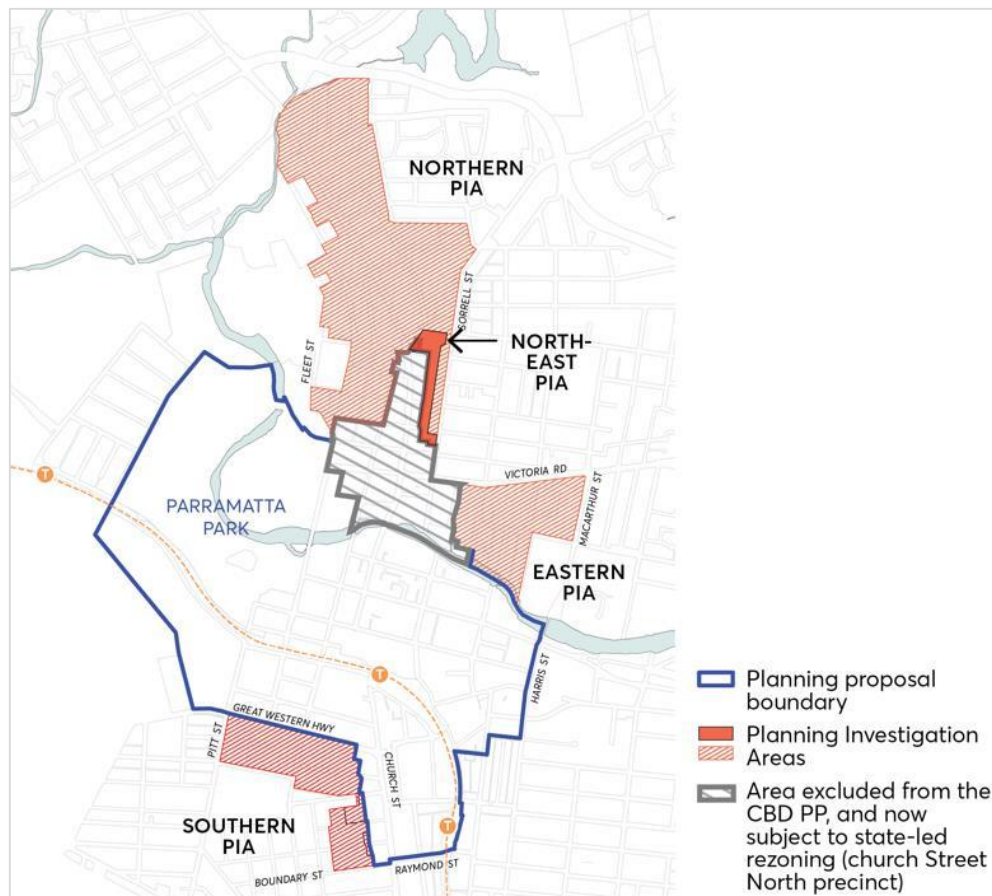


Figure 2 – Planning Investigation Areas adjacent to the Parramatta CBD

LOCAL STRATEGIC CONTEXT

4. The Parramatta CBD Planning Proposal (CBD PP) is an action in both Council's Local Strategic Planning Statement (LSPS) 2021 and Local Housing Strategy (LHS) 2021. The principal objectives of the CBD PP were to expand the commercial core, to increase the capacity for employment growth and housing supply into the future supported by higher environmental standards and infrastructure contributions.

CURRENT STATUS

5. The recommendations of this report for the programming of the work for the planning investigation areas is influenced by recent Department policy decisions and/or precinct planning work. These matters are illustrated in **Figure 3** and described below.

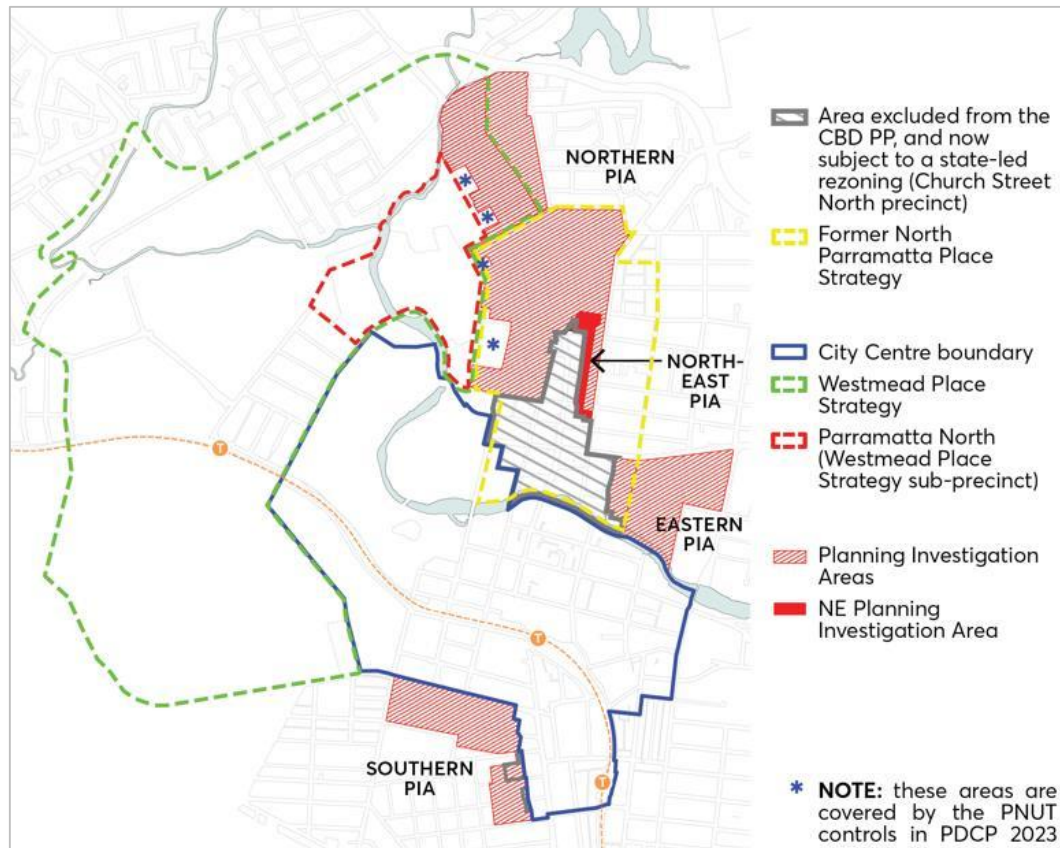


Figure 3 – Planning Investigation Areas shown in relation to former and current strategic planning work in the vicinity of the Parramatta CBD. The discontinuation of the North Parramatta Place Strategy means there is no longer a policy overlap with the Northern, North-east and Eastern PIA's.

Parramatta City Centre LEP

6. When *Parramatta LEP 2011 (Amendment No 56)* came into effect in May 2022, the Department removed the area of the CBD situated north of the river (see hatched grey area, **Figure 3**). The Department is now pursuing controls for this precinct by the end of 2023.

North Parramatta Place Strategy

7. Having removed the part of the CBD PP area situated north of the river (discussed above), the Department took carriage of the policy work for a significantly expanded area (see yellow-dashed area, **Figure 3**) that included parts of the Northern and Eastern PIAs and all of the North East PIA.
8. The work was originally scheduled for completion at the end of 2023, however a change in policy direction by the NSW Government has reduced the area subject to the review, as well as the planning pathway for implementation of amended planning controls.

Church Street North precinct State led-rezoning

9. This newly commenced policy work by the Department replaces the North Parramatta Place Strategy. It focuses solely on the land north of the river that

was removed from the CBD PP, as delineated by the grey hatched lines in **Figure 3**.

10. The Department's justification for undertaking this work is to enable the faster delivery of housing in line with the priorities of the NSW Government, and to support the investment in the Parramatta Light Rail and the need for increased housing opportunities around public transport. The work is expected to be completed in December 2023 and more information is available on the [Department's Church Street North precinct webpage](#). The Department has advised relevant stakeholders of their new process.
11. In relation to the PIA's, the information on the Department webpage says that, *'The City of Parramatta will be responsible for the progression of any further planning investigations for the remainder of the precinct.'*
12. The remaining Department policy decisions and/or precinct planning work relate to the Westmead precinct (the green and red dashed lines in **Figure 3**). This precinct directly interfaces with the Northern PIA and future planning work in this area will need to consider,
 - a. The Westmead Place Strategy that was adopted by the Minister for Planning in October 2022 as a Ministerial Direction under Section 9.1 of the *Environmental Planning and Assessment Act 1979*.
 - b. The Traffic Study for the Westmead precinct which is due for completion in 2024 and assesses the traffic impacts associated with the Place Strategy and other overlapping issues.
 - c. The directions for the 'Parramatta North' sub precinct detailed in the Westmead Place Strategy 2022, and the associated DCP controls in Part 8.2.2 of Parramatta DCP 2023 (referred to in the DCP as the Parramatta North Urban Renewal Transformation (PNUT) precinct).

Conclusions and Recommendations for the PIAs resulting from recent Department policy decisions and/or precinct planning work.

13. The Government's decision to discontinue the preparation of the North Parramatta Place Strategy and instead focus on the area previously part of the Parramatta CBD Planning Proposal (within the grey hatched boundary) means there is *no longer a policy overlap* with the original PIA boundaries. This is illustrated in **Figure 3** above.
14. Council is now in a clear position to make recommendations about the progression of the strategic planning work to review the planning controls within the PIAs. A preliminary assessment by Council Officers of the PIAs is detailed in the next section of this report and makes recommendations about work programming and next steps for each of the PIAs.

PRELIMINARY ASSESSMENT

North East PIA

15. The North East PIA coloured red in **Figures 4, 6 and 8** sits between the Northern PIA and the City Centre boundary to the west (and now subject to the Department's Church Street North Precinct). The area largely consists of 3-4 storey walk up residential flat buildings, medium density housing and detached homes and is flanked by the Sorrell Street HCA to the east.
16. Some strategic planning work commenced for this PIA with a Council endorsed draft Strategy publicly exhibited in March/April 2021. The Strategy illustrated six potential built form options for the PIA to manage the built form transition between Church Street and the Sorrell Street HCA. 193 submissions were received on the exhibited options.



Figure 4 – North east PIA in relation to the Northern PIA

Conclusion and Recommendations for the North-east PIA

17. The future planning controls for the adjacent Church Street North precinct are expected to be finalised by the State Government at the end of 2023. For this reason it is recommended that Council officers progress the technical work for this PIA at the beginning of 2024 and then report to Council the results and recommendations following a Councillor workshop. Submitters to the exhibition of the North-east Planning Strategy will be notified of this future report to Council.
18. Council officers recommend the work to review the planning controls for the North-east PIA start in early 2024 and becomes 'Phase 1' in the PIA work program. Costs associated with the studies for the North East PIA can be funded from the City Planning and Design budget.

Southern PIA

19. The Southern PIA edges the City Centre to the south and is situated west of Church Street. It is made up of two areas (refer to **Figure 5**, below) with the area west of Church Street mainly consisting of single dwellings, and the area south of the Great Western Highway mainly consisting of three storey strata apartment buildings. The northern section of the Southern PIA abuts the Southern Parramatta heritage conservation area (HCA) (HCA boundary is coloured pink in **Figure 5**, below).
20. A series of resolutions of Council between April 2015 and November 2019 saw these areas be amended from time to time (refer to **Attachment 1 – Summary of Key Decisions**).



Figure 5 – Southern PIA

21. Some planning work commenced for this PIA with a number of technical studies prepared in 2019. The most critical is the *Overshadowing in the Parramatta CBD Technical Paper*. Gateway conditions of the CBD PP required an assessment of the level of overshadowing on the South Parramatta HCA and Ollie Webb Reserve. Similar assessments will need to be undertaken for this PIA.
22. Other technical studies prepared for parts of this PIA in 2019 as shown in **Figure 5** relate to heritage and urban design (area delineated yellow), feasibility (area delineated by a blue star), and heritage (area delineated light purple).

Conclusion and Recommendation for the Southern PIA

23. There are a number of planning matters relevant to this PIA that need to be revisited in detail and further explored. One of the key matters is to establish urban design principles that will guide a future review of the planning controls. Once this work is complete, a workshop presenting the urban design principles and built form scenarios will be undertaken with Councillors.

24. As a result of the above, Council officers recommend the work to review the planning controls for the Southern PIA start in early 2024 and becomes 'Phase 2' in the PIA work program.

Northern PIA

The Northern PIA sits on the northern and north-eastern edge of the City Centre (see area delineated by a white line, **Figure 6**). It contains commercial and some high density residential development along the Church Street spine with some light industrial uses to the north. However, the wider precinct is largely made up of 3-4 storey walk up residential flat buildings, detached homes and medium density housing.



Figure 6 – Northern PIA areas of planning impact

25. This PIA overlaps with other historical and recent planning work undertaken by both Council and the Department. Council's Employment Lands Strategy – Review and Update (2020) says 'Prepare PIA study to investigate potential expansion of the CBD (after completing CBD PP)'. The Department's Westmead Place Strategy identified a portion of the PIA as the 'Northmead Enterprise sub-precinct' (see area shown light blue, **Figure 6**, above); and the Department's Traffic Study anticipated for finalisation in late 2024 also applies to this area.
26. Furthermore, the area of residential land at the north end of the PIA has theoretical potential for housing diversity/ urban renewal (see area shown pink in **Figure 6**). Any review of the planning controls in this area will need to consider the Department's work on the Church Street North precinct to be delivered through the state-led rezoning, as well as the matters in the paragraph above.

Conclusion and Recommendations for the Northern PIA

27. There are a number of planning matters relevant to this PIA that need to be explored, and the Department's work reviewing the planning controls for the Church Street North Precinct and the finalisation of the Traffic study for the Westmead Precinct will be key determinants influencing the future of this area.

28. Given this outstanding work and because some planning work has already commenced for the North-east PIA and Southern PIA, Council officers recommend the work to review the planning controls for the Northern PIA start in 2025 and become 'Phase 3' in the PIA work program.

Eastern PIA

29. The Eastern PIA is situated immediately north of the Parramatta River, east of Wilde Avenue. Refer to **Figure 7**, below.

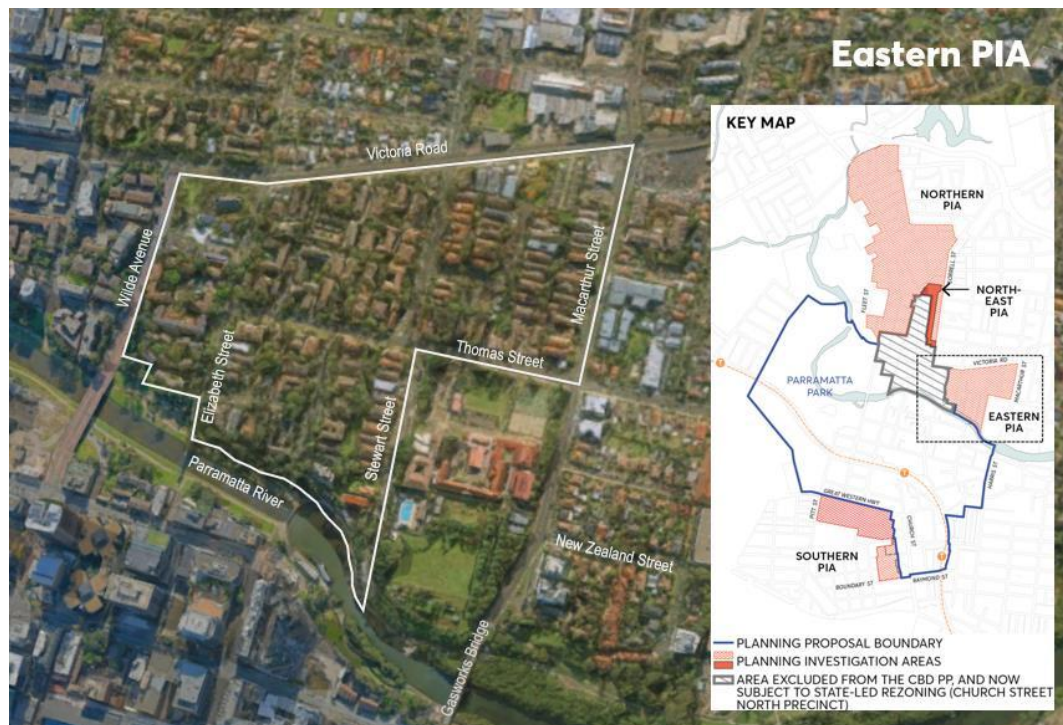


Figure 7 – Eastern PIA

30. This PIA is dominated by three to storey apartment building most of which have been strata subdivided which impacts on the viability of development. Transport for NSW's *Future Transport Strategy 2056* identifies a Parramatta to Epping rail link. However, no alignment for this link is available. Assuming the link would connect with other Metro and heavy rail stations in the Parramatta CBD, the route will come into the Parramatta CBD core from the northeast adjacent to this PIA. Depending on the alignment a station could be potentially located somewhere along Victoria Road in the area east of Wilde Avenue through to the Rydalmere industrial areas.

Conclusion and Recommendation for the Eastern PIA

31. Given that the nature of the development in this precinct it is more feasible to plan for the potential for increased density in this precinct once there is more certainty over whether there will be any improved transport available in the locality to support the increased population and the viability of redevelopment.
32. Therefore, it is recommended that Council not proceed with any strategic planning work at this time and monitor possible future transport infrastructure projects and how they may impact on this precinct as well as policy outcomes

from the SEPP controls for the Church Street North Precinct (currently being prepared).

SUMMARY OF PRELIMINARY ASSESSMENT RECOMMENDATIONS

33. **Figure 8** below illustrates the recommendations for each of the four PIAs.

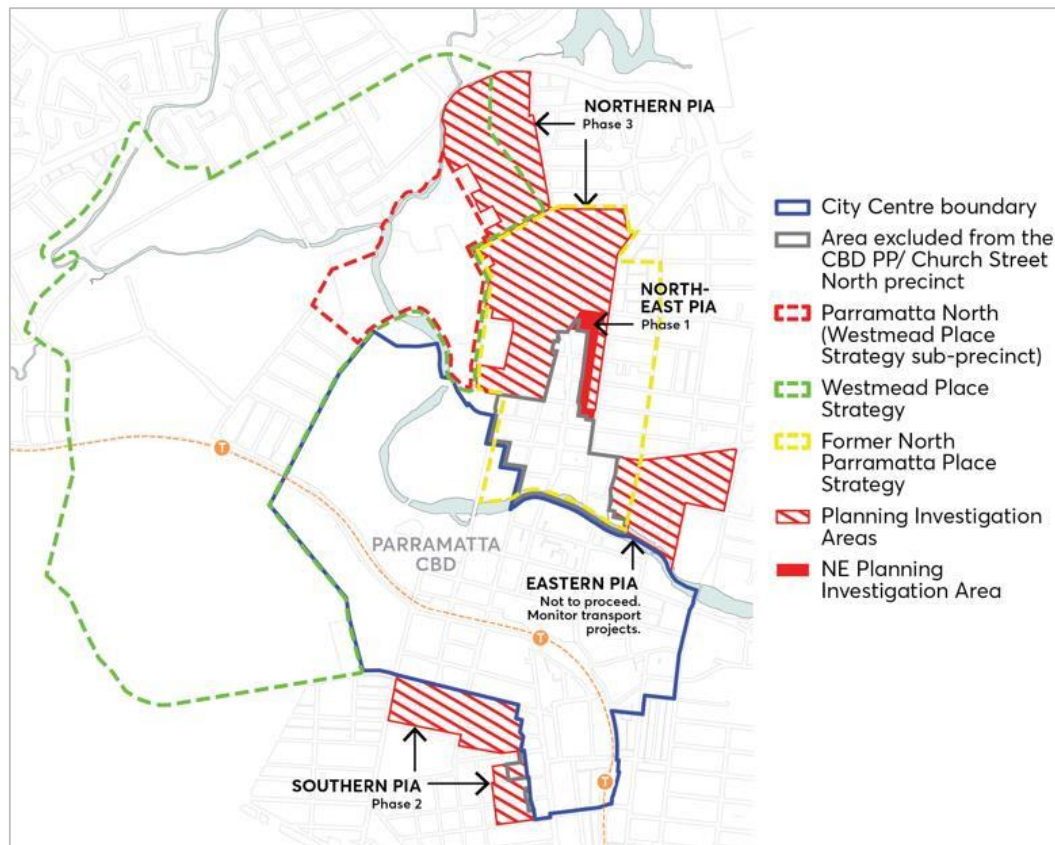


Figure 8 – Illustration of the recommendations from this report for the four PIAs adjacent to the Parramatta CBD.

CONSULTATION & TIMING

Stakeholder Consultation

34. At present, no stakeholder consultation has been undertaken in relation to the recommended work programming. Should Council support the recommendations within this report, then the following stakeholder consultation will take place:

- a. Advise the outcomes of this report to submitters on the exhibition of the CBD PP whose submissions related to land situated north of the river and within the PIA's.
- b. The Department will be notified of Council's decision.

Councillor Consultation

Date	Councillor	Councillor Comments	Council Officer Response	Responsibility
29 May 2023	Councillor Workshop	General questions on historical process to date, overlapping Department precincts, and existing planning studies undertaken by Council. There was general support for the Council officer recommendation as proposed in this Council report.	Information on the history of the PIAs and the recommendations for each PIA provided in this report reflect the issues raised at the workshop.	Group Manager, Strategic Land Use Planning
16 October 2023	Councillor Workshop	Councillors asked questions on the revised direction by the State Government for the North Parramatta precinct that was then formally announced by the NSW Premier on 26 October 2023. The context and implications for the PIA's was also discussed.	Responses to questions provided at the Councillor workshop.	Executive Director City Planning and Design
15 November 2023	Councillor Briefing	Report finalised before briefing	Report finalised before briefing	Group Manager, Strategic Land Use Planning

LEGAL IMPLICATIONS FOR COUNCIL

35. There are no legal implications with the recommendation of this report.

FINANCIAL IMPLICATIONS FOR COUNCIL

36. If Council resolves to approve this report in accordance with the recommendation, there would be no financial impact on the budget for Phase 1 of the work program with the studies for the North East PIA being funded from the City Planning and Design 2023/24 budget.

37. For Phases 2 and 3 of the recommended work programs there is expected to be a financial impact. The operating costs in the table below are preliminary estimates only and may be revised down if Council officers are able to undertake some of the work internally. As resources and more accurate costs are known, any required funds to complete Phases 2 and 3 of the work program will be sought through the upcoming quarterly budget review process for Q2 2023/24

and the 2024/25 budget. The funds indicated below are envisaged to be used for technical studies including urban design, landscape, heritage, feasibility, transport, stormwater and flood risk management.

	FY 23/24	FY 24/25	FY 25/26
Revenue			
Internal Revenue			
External Revenue			
Total Revenue	N/A	N/A	N/A
Funding Source			
Operating Result			
External Costs	\$150,000	\$170,000	N/A
Internal Costs			
Depreciation			
Other			
Total Operating Result	\$150,000	\$170,000	N/A
Funding Source			
CAPEX	N/A	N/A	N/A
CAPEX			
External			
Internal			
Other			
Total CAPEX			

Jacky Wilkes
Senior Project Officer Land Use

Jennifer Concato
Executive Director City Planning and Design

John Angilley
Executive Director Finance & Information

Gail Connolly
Chief Executive Officer

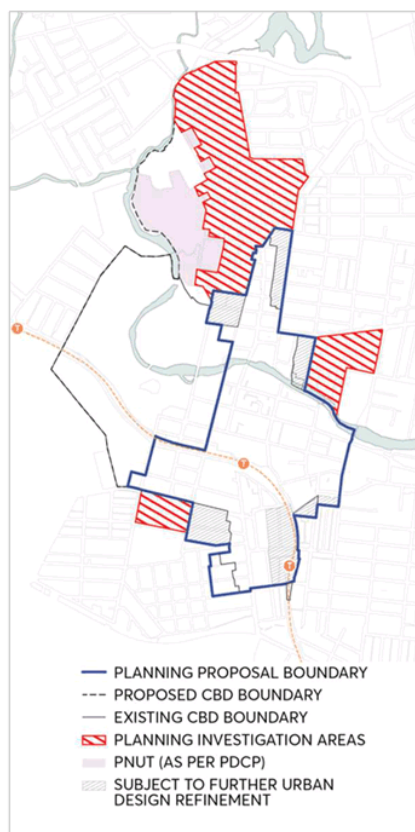
ATTACHMENTS:

1  Summary of Key Decisions on the Planning Investigation Areas 2 Pages

REFERENCE MATERIAL

Attachment 1 to Council report – Summary of key decisions affecting city edge precincts

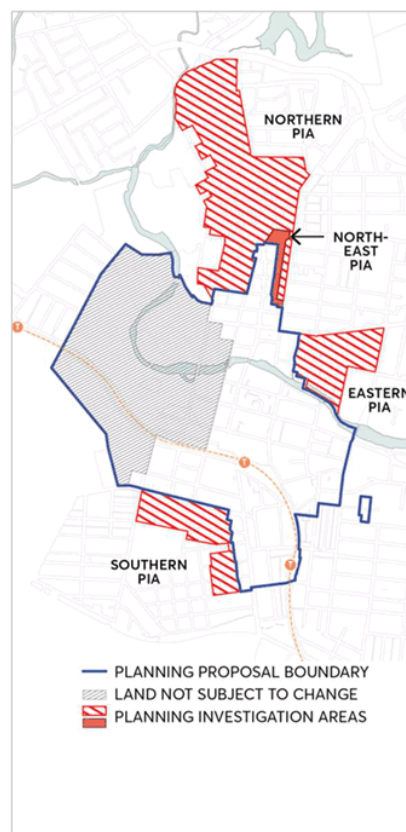
2015 – CBD Planning Strategy



The CBD Planning Strategy adopted by Council on 27 April 2015 identified the planning investigation areas (PIAs) in its Implementation Plan. At this time, the Southern PIA boundary was extended to include land south of the Great Western Highway, bounded by Pitt, Glebe and Marsden Streets.

Also at this time, the progression of the CBD Planning Proposal would include further work in the PIAs including urban design refinement.

2021 – Submission of CBD PP to DPE



In March 2019 Council resolved to remove some areas from the CBD and add them to the Planning Investigations Area.

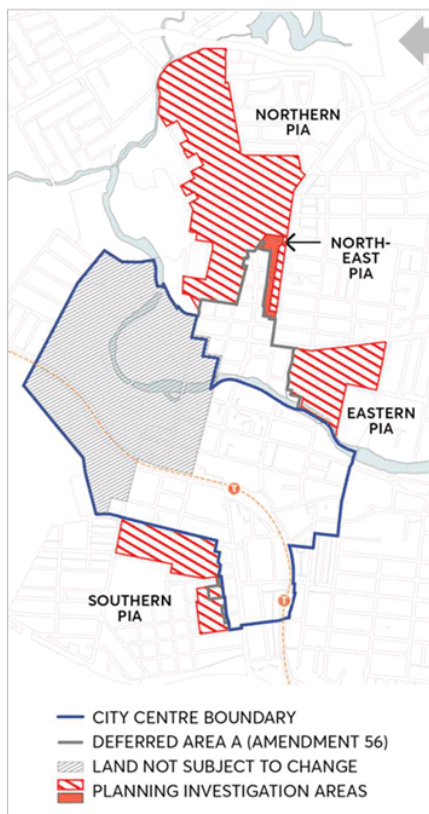
Four of the areas identified in 2015 as "Subject to Further Urban Design Refinement" were moved from the CBD PP into the PIAs.

In March/April 2021, Council exhibited a Draft Planning Strategy for the North-East PIA.

In July 2021, the CBD Planning Proposal was submitted to DPE for finalisation. The adjoining figure shows the CBD Planning Proposal land application area excluding the PIAs.

Note: The land not subject to change was added to the CBD PP for technical reasons but there is no change to the planning controls in this area.

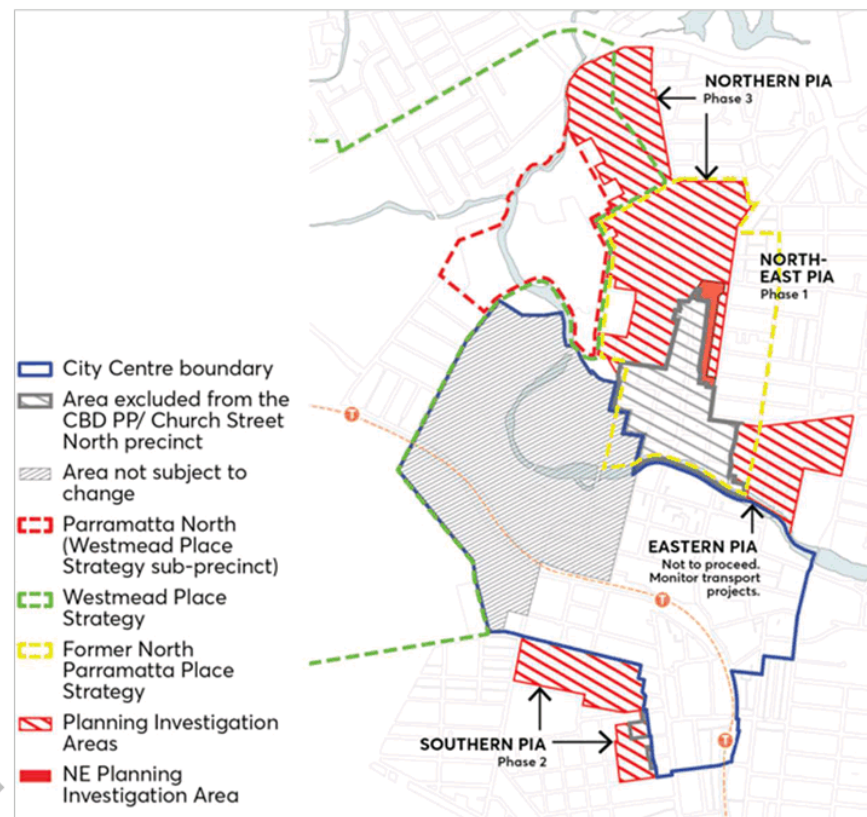
2022 – City Centre LEP as finalised



This diagram reflects the removal of the area north of Parramatta River when the (then) *Parramatta LEP (Amendment No. 56)* was published in May 2022 and came into effect in October 2022. It illustrates the boundaries of the City Centre LEP, the area deferred from the City Centre LEP as well as each of the four PIAs.

This diagram illustrates the Department's recent decision-making relating to the former North Parramatta Place Strategy and Church Street North Precinct. It also reflects Council's proposed programming of the planning investigation areas.

2023 – Department decision making and next steps



9. PUBLIC FORUM

	Speaker	Report No.	Report Title
1.	Mark Green	Item 14.1	Mixed Use Land and Peninsula Park, Wentworth Point
2.	Tony Owen	Item 13.8	Parramatta CBD Planning Framework – Planning Investigation
3.	Laurie Bennett	Item 13.8	Parramatta CBD Planning Framework – Planning Investigation
4.	Cheryl Bates	Item 13.8	Parramatta CBD Planning Framework – Planning Investigation

Note: All Councillors were provided with copies of the Public Forum submissions prior to the Council Meeting.

PROCEDURAL MOTION ORDER OF BUSINESS

RESOLVED: Councillor MacLean and Councillor Pandey

That in accordance with Clause 8.2 of Council's Code of Meeting Practice, Council amend the Order of Business for this meeting, to allow for Item 13.8 to be considered as the next item of business.

Record of Voting:

For the Motion: Unanimous

Note: Councillor Davis joined the meeting via audio-visual connection at 7.10pm.

13.8 Parramatta CBD Planning Framework - Planning Investigation Areas
(Report by Senior Project Officer Land Use)

4589

RESOLVED: Councillor Garrard and Councillor Wearne

- (a) That Council reviews the planning controls for the North East Planning Investigation Area (PIA) at the beginning of 2024 as 'Phase 1' of the PIA work program, informed by the finalised controls for the Church Street North Precinct currently being prepared by the Department of Planning and Environment.
- (b) That Council begins the review of the planning controls for the Southern Planning Investigation Area in early 2024 as 'Phase 2' of the PIA work program.
- (c) That Council begins the review of the planning controls for the Northern Planning Investigation Area in 2025 as 'Phase 3' of the PIA work program.

- (d) That Council does not proceed with any strategic planning work for the Eastern Planning Investigation Area at this time and monitor possible future transport infrastructure projects and how they may impact on this precinct, as well as policy outcomes from the Department of Planning and Environment's Church Street North Precinct work currently being prepared.
- (e) That Council advises the outcomes of this report to submitters on the exhibition of the Parramatta CBD Planning Proposal whose submissions related to land situated north of the river and within the Planning Investigation Areas.

Record of Voting:

For the Motion: Councillors, Davis, Garrard, Green, MacLean, Noack, Pandey, Siviero Valjak, Wang, and Wearne,

Against the Motion: Councillor Bradley and Deputy Lord Mayor Councillor Prociv

On being PUT to the Meeting voting on the Motion was ten (10) votes FOR and two (2) votes AGAINST The Motion was CARRIED.

Note: Deputy Lord Mayor, Councillor Prociv vacated Chair at 7.13pm.

Note: Lord Mayor, Councillor Esber assumed the Chair at 7.14pm.

PROCEDURAL MOTION ORDER OF BUSINESS

RESOLVED: Councillor Noack and Councillor Siviero

That in accordance with Clause 8.2 of Council's Code of Meeting Practice, Council amend the Order of Business for this meeting, to allow for Item 14.1 to be considered as the next item of business.

Record of Voting:

For the Motion: Unanimous