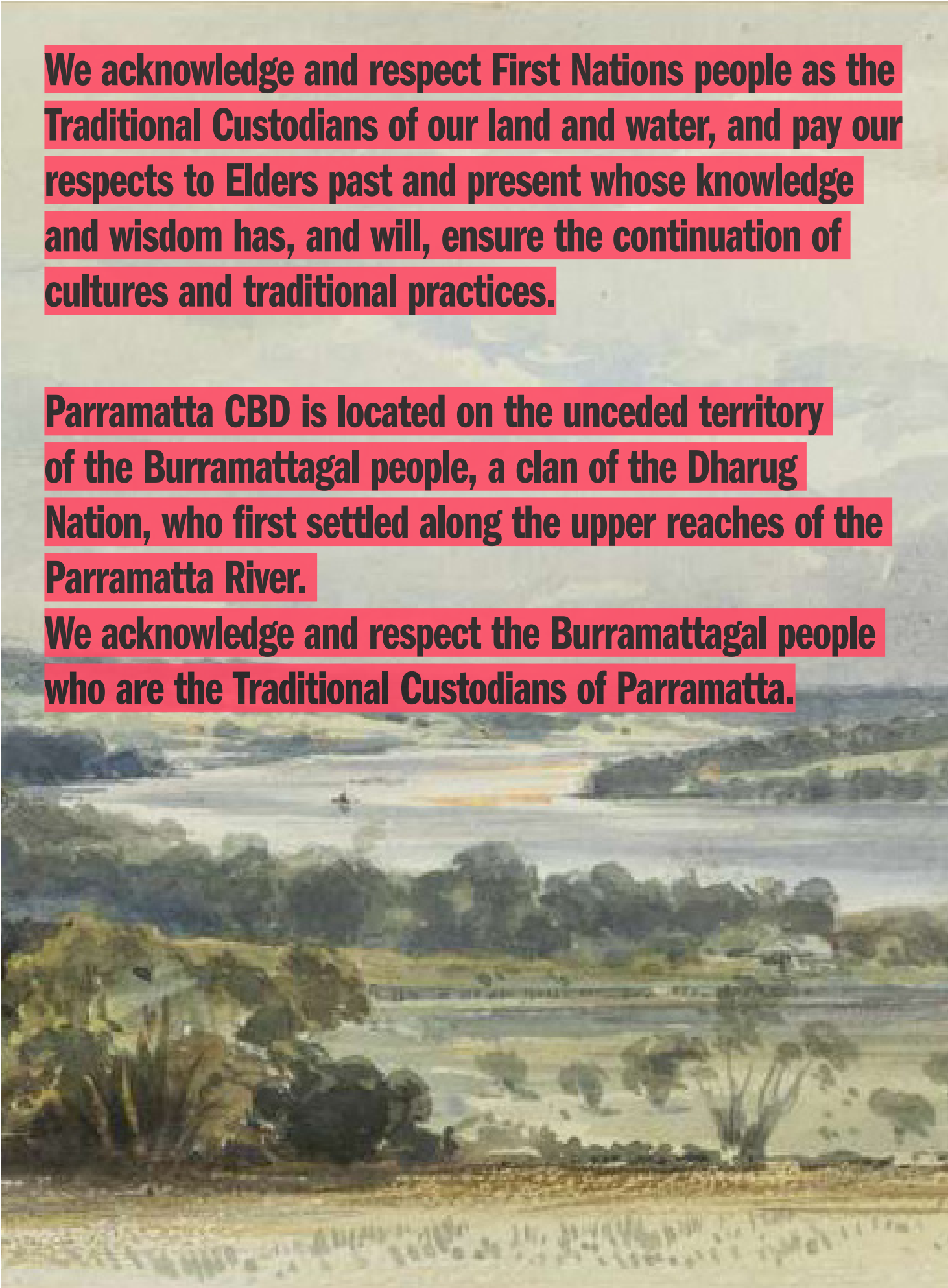


PARRAMATTA CBD TRANSITION AREA REVIEW



We acknowledge and respect First Nations people as the Traditional Custodians of our land and water, and pay our respects to Elders past and present whose knowledge and wisdom has, and will, ensure the continuation of cultures and traditional practices.

Parramatta CBD is located on the unceded territory of the Burramattagal people, a clan of the Dharug Nation, who first settled along the upper reaches of the Parramatta River.

We acknowledge and respect the Burramattagal people who are the Traditional Custodians of Parramatta.

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1 INTRODUCTION

1.1 Background

Project history

The Parramatta CBD Planning Proposal (CBD PP) is the culmination of a project initiated in 2013 by the City of Parramatta Council to create a world-class CBD for Parramatta through *an expanded and more intensely developed commercial core to strengthen and facilitate the role of Parramatta as a CBD supported by higher density residential*.

The Department of Planning and Environment (DPE), as the plan making authority, reviewed the CBD PP in two stages in 2018 and 2022 considering concerns raised in public submissions and key issues such as flooding, traffic, bulk and scale, public amenity, solar access, loss of blue-sky, wind tunnel effects, heritage and lack of built form transition.

The DPE progressed the CBD PP made as the Amendment No. 56 to the Parramatta Local Environmental Plan 2011 (LEP), commencing in October 2022.

In line with the PP and its supporting specialist studies, the LEP amendment implemented the vision for the CBD by allowing generous/ flexible Height of Buildings (HOB) where possible, and using the Floor Space Ratio (FSR) as the preferred measure to control building scale and bulk to minimise potential negative impacts of development.

The amended LEP specifies a maximum FSR and allows a capped FSR bonus for buildings designed through a competitive process and/ or that have high environmental performance.

To address the concerns raised in public submissions and issues identified during the review of the PP, some of the proposed mechanisms for additional FSR were excluded from the LEP amendment in certain areas:

- unlimited FSR for certain uses and sites to encourage employment generation
- FSR bonus if capturing part of land value uplift for community infrastructure
- FSR bonus for certain sites nominated as opportunity sites
- uplift in height and density for the "Phillip Street Block" (block north of Phillip Street between Smith Street and Charles Street)

Instead of those provisions, the DPE decided:

- that additional community infrastructure would be more appropriately funded through a new development contributions plan, and
- to seek alternative mechanisms for providing and controlling additional FSR for certain sites at the edge of the commercial core (this study)

Purpose of this study

This study will inform the State Environmental Planning Policy Amendment (Parramatta CBD) (No 2) 2022 that will further update the Parramatta LEP 2011.

The amendment will apply to the area surrounding the Commercial Core known as the Parramatta CBD Transition Area. It aims to provide for additional FSR where it would support strategic objectives while balancing built form outcomes.

The DPE has engaged Hassell to:

- review the FSRs achievable through the LEP Amd No. 56 and other relevant controls
- determine if further uplift can be accommodated with an appropriate design response for any of the SEPP2 sites
- if so, set maximum FSR or bonuses for these sites, and associated controls and guidance to achieve the intended outcomes

For the "Phillip Street Block" area, FSR and HOB controls were reviewed (irrespective of the floor space use) as the area was excluded from the previous LEP amendment. For all the other sites in the Transition Area, only FSR controls that would encourage additional commercial floor space were reviewed, in line with the strategic objectives.

Study area

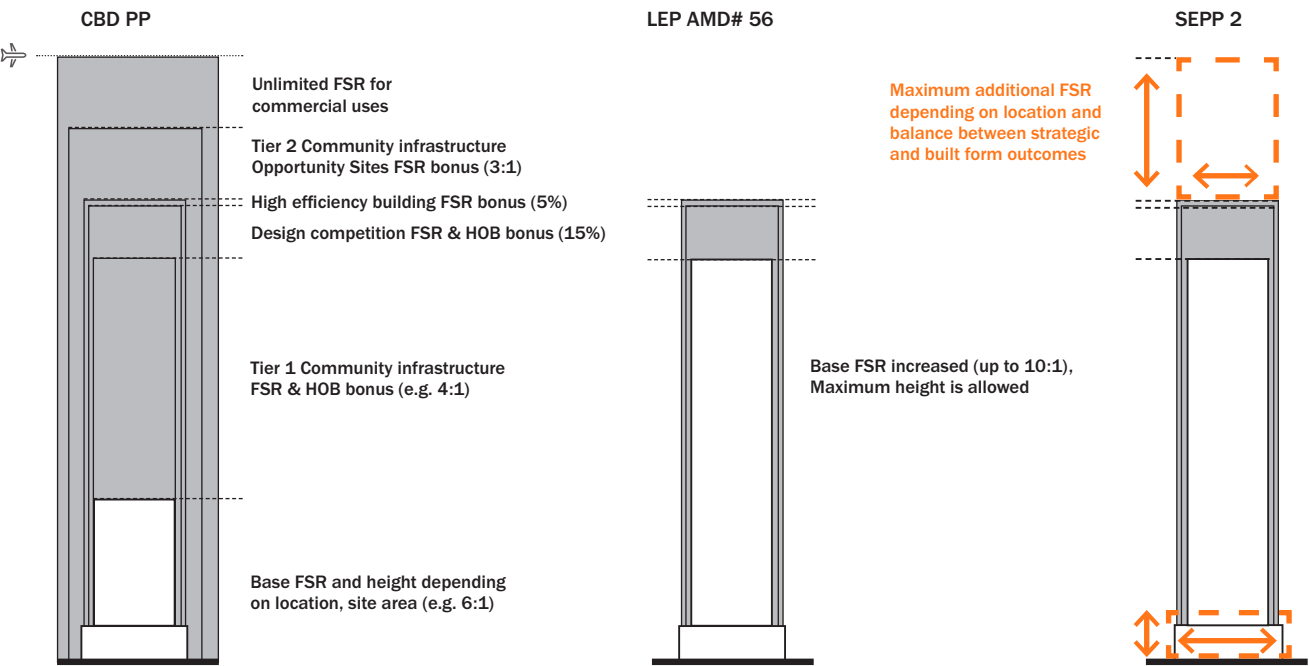
The context of the **Parramatta CBD Transition Area** is different from the Commercial Core.

The potential built form resulting from additional FSR may significantly impact residential uses, shop-top housing, community services and other land uses complementary to commercial premises that are allowed in the mixed-use area.

While the area can provide for additional employment-generating uses, it is already intensely developed (including strata), has a high concentration of heritage items and immediately adjoins areas of high character value, open space and lower-scale residential uses that surround the CBD. Additional FSR should be carefully considered to allow an appropriate transition in scale and/or character between the expanding commercial core and those sensitive edges of the CBD.

Given the location surrounding the core, development in the Transition Area will shape the identity of the CBD and can project a positive image of Parramatta. By providing an attractive skyline when seen from afar and providing varied, well designed buildings shaping the arrival experience into the centre will strengthen the role of Parramatta as the core of the Central River City.

The Transition Area is large with varied character and was divided into five precincts to ensure a place-based approach and response.

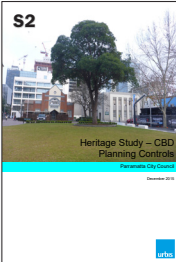


1.2 Existing Studies

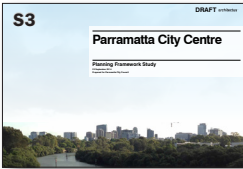
Planning controls and potential development outcomes



S1
Development in Parramatta City and the Impact on the Old Government House and the Domain's World and National Heritage listed values prepared by Planisphere, 2012



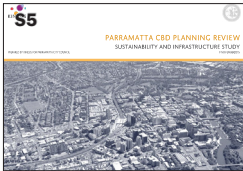
S2
Heritage and Urban Design Study – CBD Planning Controls, prepared by Urbis, 2015



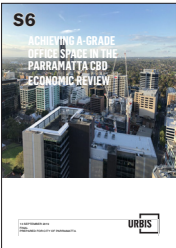
S3
Draft Parramatta City Centre Planning Framework Study prepared by Architectus, 2014



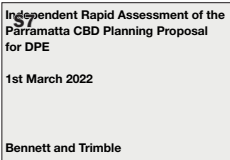
S4
Parramatta CBD Planning Framework: Economic analysis – Economic Review prepared by SGS, 2014



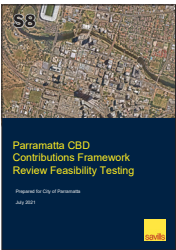
S5
Parramatta CBD Sustainability and Infrastructure Study Kinesis, 2015



S6
Achieving A-Grade Office Space in the Parramatta CBD – Economic Review, prepared by Urbis, 2019



S7
Independent Rapid Assessment of the Parramatta CBD Planning Proposal prepared by Bennett and Trimble, 2022



S8
Parramatta CBD Contributions Framework Review Feasibility testing prepared by Savills, 2021

Further considerations for sites in the Transition Area



S9
Parramatta CBD Heritage Peer Review of Church St Precinct prepared by GML Heritage, 2018



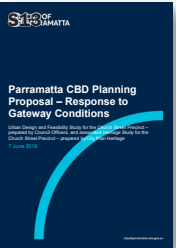
S10
Study of Interface Areas prepared by Hector Abrahams, 2017



S11
Heritage Analysis, Church Street Precinct, prepared by City Plan, 2019



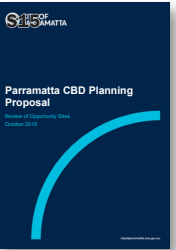
S12
Parramatta CBD Heritage Peer Review of Interface Areas prepared by GML Heritage, 2018



S13
Urban Design and Feasibility Study for the Church Street Precinct, prepared by Council, 2019



S14
Heritage Review of Parramatta CBD Opportunity Sites prepared by Lucas, Stapleton, Johnson and Partners, 2019



S15
Urban Design Review of Opportunity Sites, prepared by Parramatta City Council, 2019

Considerations

- Various specialist studies have been prepared since 2012 to inform the Parramatta CBD PP and subsequent reviews
- The FSR, building height controls and bonuses implemented through the LEP Amd #56 result in potential building volumes that exceed or are at the maximum scale considered in the scenarios adopted by most studies in relation to:
 - potential impacts of development, and
 - whether such controls may facilitate or hinder the intended CBD-wide strategic outcomes

References

S1. *Development in Parramatta City and the Impact on the Old Government House and the Domain's World and National Heritage listed values*, prepared by Planisphere, 2012

S2. *Heritage and Urban Design Study – CBD Planning Controls*, prepared by Urbis, 2015

S3. *Draft Parramatta City Centre Planning Framework Study*, prepared by Architectus, 2014

S4. *Parramatta CBD Planning Framework: Economic analysis – Economic Review*, prepared by SGS, 2014

S5. *Parramatta CBD Sustainability and Infrastructure Study*, prepared by Kinesis, 2015

S6. *Achieving A-Grade Office Space in the Parramatta CBD – Economic Review*, prepared by Urbis, 2019

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S13. *Urban Design and Feasibility Study for the Church Street Precinct*, prepared by Parramatta City Council, 2019

S14. *Heritage Review of Parramatta CBD Opportunity Sites* prepared by Lucas, Stapleton, Johnson and Partners, 2019

S15. *Urban Design Review of Opportunity Sites*, prepared by Parramatta City Council, 2019

1.3 Place-Based Process

Testing the controls

Testing of the emerging planning framework for the Parramatta CBD, including the LEP Amendment No.56 and the Draft Parramatta City Centre DCP showed that the base controls and bonuses already allow for generous development capacity that would facilitate a built form of scale compatible with large development forms seen in other major CBDs in Australia.

When the DPE finalised the CBD LEP, it was to allow the maximum possible Height of Building (HOB) and adopt the FSR as the measure to control built form outcomes and avoid bulky, poorly articulated buildings.

In such scenario, a traditional building envelope capacity testing would be expected to appear as having potentially "unrealised FSR".

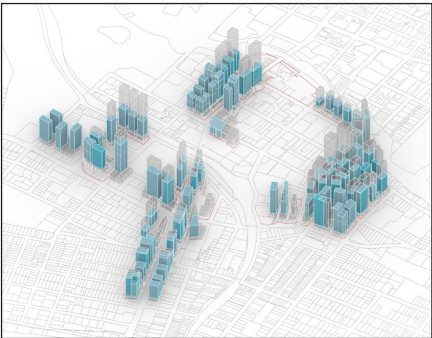
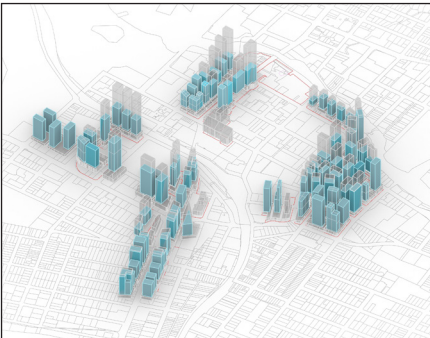
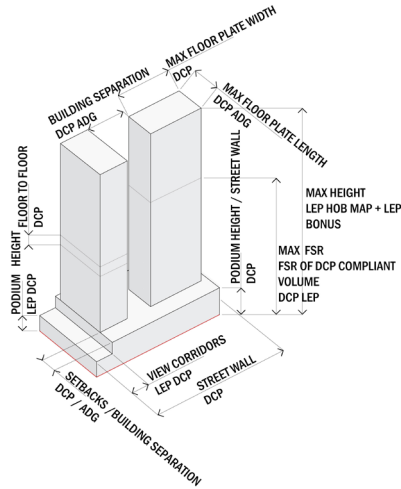
However, that would not mean that additional FSR on those sites is intended or appropriate.

For the majority of the CBD Transition Area, FSR as high as 12:1 can already be achieved through the existing controls and bonuses. That would result in building volumes exceeding or at the maximum scale considered in any previous specialist studies, including heritage and economic advice in relation to:

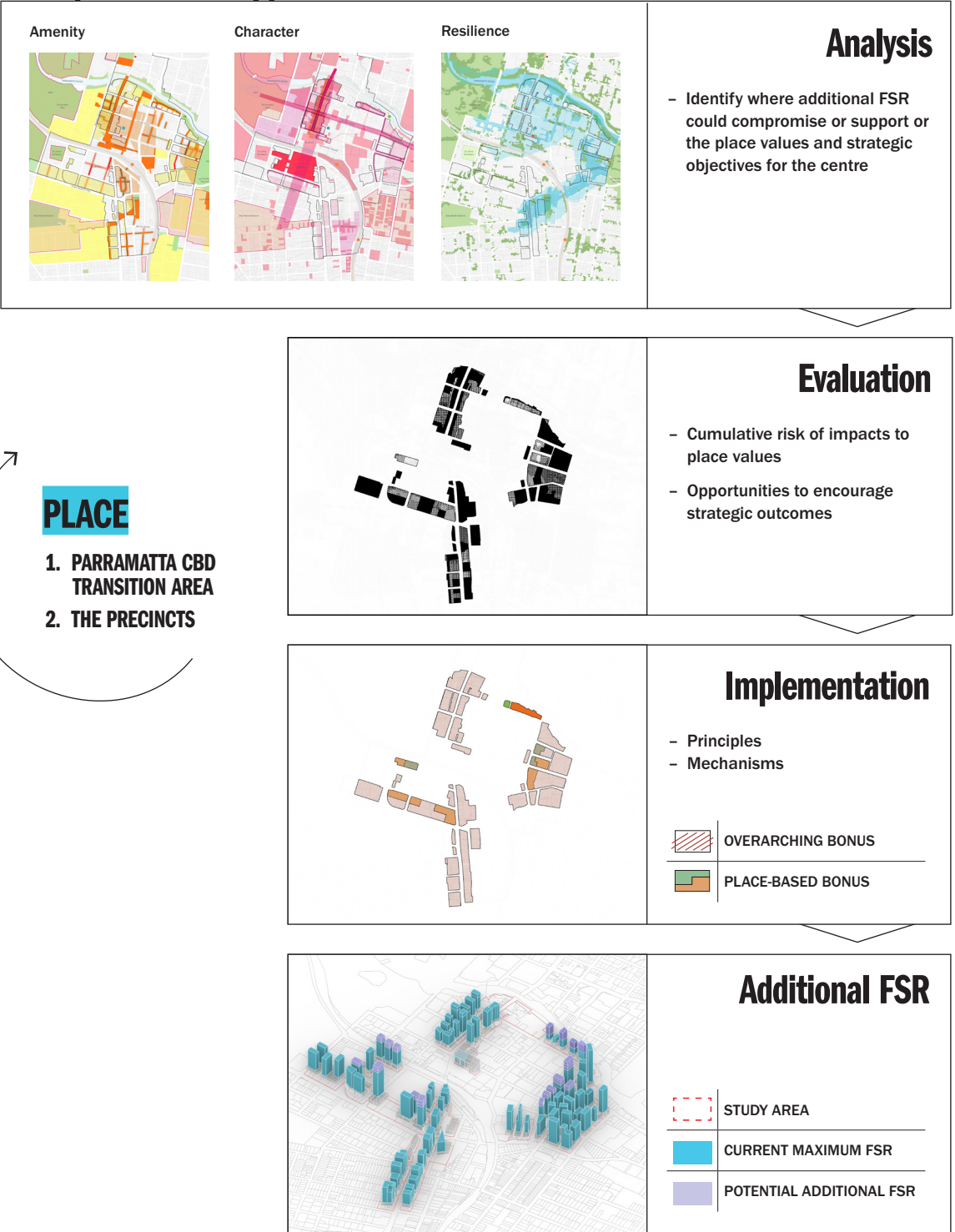
- the potential impacts of development
- whether FSR at such scale may facilitate or ultimately hinder the intended CBD-wide strategic outcomes

Given the existing generous controls and bonuses, any further FSR allowed within the Transition Area will have implications at a broader scale (beyond a cluster of sites) to the amenity, character and resilience of places.

Those core place values may be lowered by excessive building scale or bulk and undermine the ability of Parramatta to attract further residents, visitors, workers and overall investment into its CBD.



A place-based approach to inform additional FSR



Key outcomes of the review

- The current controls and bonuses can already facilitate a built form of scale compatible with the largest development forms seen in other major Australian CBDs
- Given the generous controls and the sensitive nature of several places within, and adjoining the Transition Area, unlimited FSRs are not considered suitable

- For various sites, higher bonuses than currently allowed are found likely to result in unacceptable design outcomes or could only be considered through a detailed masterplanning process for the entire precinct/centre supported by further studies

- For sites where strategic objectives can be achieved and the most significant potential impacts are found to be manageable through rigorous review processes, conditions or controls, further additional FSR is recommended through bonus mechanisms that respond to a place context and needs

Structure of this report

The report reflects the iterative process of place analysis and recommendations for additional FSR, considering the study area as a whole then further focusing on each precinct as place

A summary of recommendations for implementation and the corresponding maps is provided in the final chapter

2 PARRAMATTA CBD TRANSITION AREA

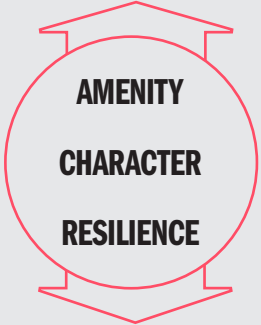
2.1 Encouraging Strategic Outcomes

Strengthening the role of Parramatta as a major CBD

Strategic objectives

- Attract: investment, office workers, major corporations, residents, visitors
- Increase commercial uses, office space, employment opportunities
- High density residential to support commercial uses, urban revitalisation
- Facilitate high-quality development to be constructed, not speculative
- Sustainability: economic, social, environmental

Place



Built environment

- identity, heritage, culture, legibility
- experience, sun, light, privacy
- views, vistas, sky, connectivity
- social infrastructure
- environmental performance
- design quality
- land use, fit for purpose
- development capacity (FSR)

Development typologies and opportunities

Strengthening the role of Parramatta as a major CBD is a key objective of the NSW Government and the City of Parramatta Council. The current regional and local strategies and existing economic studies consistently identify that increasing employment opportunities and attracting large corporations to establish or expand operations in the CBD is essential for Parramatta to realise its potential to grow into Sydney's second CBD.

Planning controls should allow for appropriate provision of commercial floor space that is attractive to employment generating uses without hindering the attraction of those uses.

1. Office towers

A-Grade office spaces are usually associated with larger floorplates of a minimum 1,300m2, and commonly at, or over 1,500m2. In some locations, floorplates of 2,000m2 and over would be sought, mostly within "business parks" (Urbis ref. S6), e.g. 4-8 storey buildings extending across one block.

While further studies would be required to understand the impact of recent working from home practices on demand for floorplate size, very large floorplates are not suitable for additional FSR in the Transition Area.

A footprint of approximately 45m x 45m could fit >40,000m2 (the maximum marketable space) within less than 30 storeys and would not result in slender towers. A maximum building width of 40m may be more suitable to the Transition Area and a floorplate of 1,600m2 is suitable for A-Grade offices (see further discussion below).

2. Mixed use buildings

Some commercial floor space in the Transition Area could also be achieved in the lower storeys of podiums residential development, but may potentially result in a net-loss of employment uses.

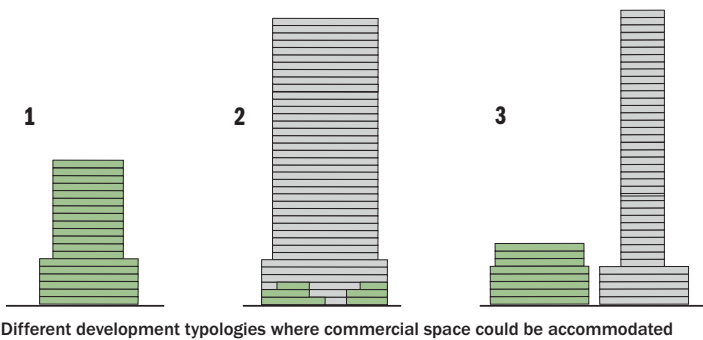
A limited amount of additional commercial floor space (beyond the 1:1 FSR already required) could be achieved in some cases within that typology. Further economic studies would be required to confirm whether a further 1:1 or 2:1 equivalent amount of commercial floor space could be successfully achieved within this typology. The inclusion of other employment-generating uses such as child/health care could be considered.

The resulting bulk of residential towers is of particular concern as it is the experience in other centres competing with Parramatta CBD that have allowed residential development to dominate the skyline that office markets started to struggle as centres gradually lost their 'identity' as an office CBD (Urbis, ref. S6).

3. Multi-use/multi-building development

SGS (ref. S4) noted that buildings accommodating residential and commercial uses within the same tower are generally unprecedented and unlikely to be developed. Yet, that scenario could be reconsidered in the future if developers start combining built-to-rent apartments and commercial towers. Multi-building development where one building is commercial is also less likely to eventuate. Recent proposals have explored this possibility although no construction of the commercial stage has started.

Importantly, those proposals resulted in significant additional floor space being allocated to the non-commercial building, creating a disproportionate built form outcome and potential impact equivalent to a much larger FSR.



Facilitating development

A recent study by Savills (ref. S8) indicates that both residential and commercial development are already feasible at 10:1 FSR in the CBD. A building envelope yielding 18,000m2 of commercial or residential floorspace was found to be already financially feasible on a 2,000m2 site.

Sites suitable for office development in the Transition Area could already achieve >24,000m2 under 12:1 FSR, and development is likely to be profitable. At 16:1, floor space in excess of 40,000m2 would be achieved.

FSR that can actually be realised

Previous economic studies reflecting experience over several property cycles in Sydney indicate that there is a maximum amount of floor space that is marketable per development (SGS ref. S4, Savills ref. S8) i.e. that can achieve sufficient pre-sales of residential units, or pre-commitment from commercial tenants.

Pre-commitments/pre-sales are required for developers to obtain finance from a bank to initiate construction, and only a limited number of developers would use other sources of finance.

Given the maximum marketable floor space, Architectus and Urbis (ref. S3, S6) note that most commercial towers are unlikely to exceed 25,000m2 while there could be an "odd tower" of up to 40,000m2. Architectus assumes that 80% of commercial towers will have < 25,000m2 floor space and 20% of towers would have approx 40,000m2.

SGS (ref. S8) noted that achieving 50-60% of pre-commitment from tenants is usually required for commercial office developments to proceed, and some approved developments in Parramatta with floor space > 10,000 m2 had been awaiting pre-commitments for various years (some over 10 years).

Allowing too many developments to be marketed at >25,000m2 may further dilute demand.

When approval for further floor space is sought beyond the maximum marketable space, it may be associated to the speculative resale of a site/"land banking", instead of actual construction being intended. Speculative activity in turn increases the price of land and restricts the pool of high quality developers that would be investing in Parramatta (Savills ref. S8).

It is thus expected that a restricted number of developers would realise commercial FSR above the current controls. That could also impact the quality and variety of building designs that will shape Parramatta's future skyline, given the dominant scale of those buildings.

Effectively encouraging commercial uses

The existing bonus for **High Performing Building Design** does not apply to commercial uses and further favouring residential development. An alternative 5% bonus should be provided for the commercial floor space portion of developments to encourage the sustainable upgrade and growth of commercial space.

Most office buildings in the Transition Area will have typical envelopes providing 16,000m2 to 24,000m2 commercial floor space accommodated within 8-15-storeys.

The LEP amendment no. 56 reduced height thresholds for requiring a design competition from 55m to 44m, which may result in commercial buildings as low as 9 storeys (and upgrades to existing office buildings) incurring in significant additional time and financial costs for that scale of commercial development.

An alternative 5% bonus for commercial development would allow for, on average, an additional storey of commercial space on small to medium-scale commercial developments while the total floorplate would remain within the 25,000m2 range—where the space generated by the bonus has a higher chance of being successfully realised. That would also help offset the costs of a design competition.



17,000m² commercial



v commercial 1,323m² floorplate 19 storeys, underground parking



26,000m² commercial, 1300-1500m² floorplate Site 2,452m², 48.3x42m 18 storeys of offices + above ground parking for 113 cars, servicing, landscaped terrace totalling 28 storeys



40,000m² commercial 29 storeys (115m), 1,500 parking spaces providing a 5,000m² City Square



66,500 m² commercial 51 storeys (226 m), 1,500 parking spaces

2.2 Character

Identity and perception of the CBD

Given the location at the edges of the CBD, development in the Transition Area will be highly visible and will influence how the whole CBD is perceived.

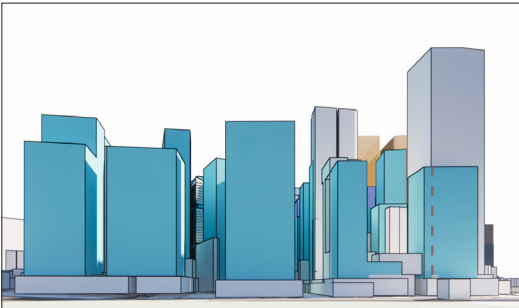
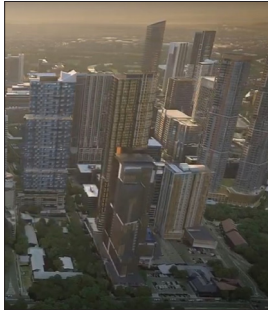
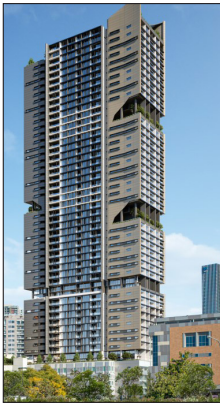
Skyline and commercial identity

An attractive skyline seen from afar and an inviting arrival experience are crucial to strengthen the role of Parramatta as the commercial centre of the Central River City.

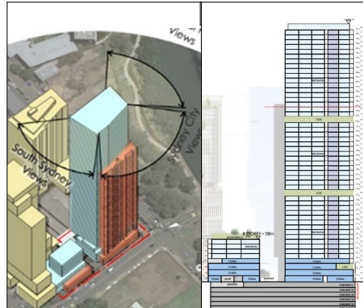
In Parramatta CBD, residential development is allowed to be built at the same scale as commercial development, surrounding the commercial core from all sides

A key deciding factor for large companies to relocate is whether a centre 'fits in' with the corporate image. In Chatswood CBD, the increasingly 'residential feel' is known to have negatively impacted that office market and a similar concern has been identified about Parramatta (Urbis, ref. S4).

The loss of the CBD's commercial identity may be worsened by the current controls allowing FSRs in excess of 10:1 and encouraging larger footprints for taller buildings as wide as 45m.



Views of the CBD from the east. Residential buildings at the allowed height and width would obscure the commercial character even if buildings in the core area are developed at the maximum height (in orange). Unbalanced massing distribution within the same development also impacts the legibility of the skyline



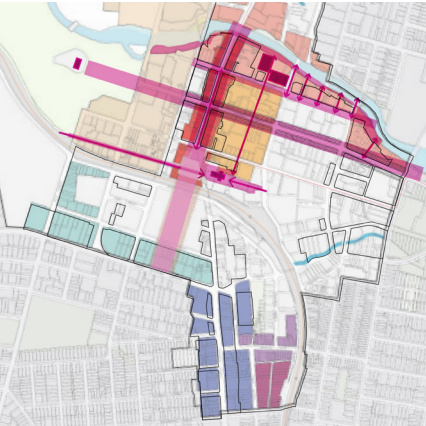
Residential developers usually seek elongated footprints (as large as possible on one side), and 'walls' of residential buildings could emerge potentially obscuring and eroding the commercial identity of the centre. Floorplates of a maximum length of 40m recommended by Architectus (ref. S3) are considered more suitable for such large scale buildings.

Views, vistas, cultural attractors

A place offering unique character and cultural opportunities as well as views from office buildings were identified as a key attractors for high-quality employees/employers.

The uniqueness and attractiveness of the character of Parramatta is as much due to its heritage as it is from the visual and physical relationship between the centre and its surroundings, including the Old Government house and the river front.

Office buildings facing residential development /balconies were considered undesirable and potentially unfit for the corporate image of the companies Parramatta may wish to attract to become a viable CBD (Urbis, ref S4).



The bulk and scale of towers in the Transition Area may block views into the CBD and further disconnect the character of the CBD from its surroundings.

Minimising impacts

FSR Bonus should encourage place-based building envelope responses to character.

Control the orientation of towers, maximum floorplate dimensions and building height where necessary to allow and reinforce views into the CBD and enhance the character of important places.

Additional FSR should not be allowed where the current FSR/controls (or further controls) would not ensure a sympathetic transition response to culturally significant places including heritage items, places where people gather and the river front.



Heritage

The existing indigenous and colonial heritage of national and even world significance is a key factor differentiating Parramatta from competing centres.

The CBD Transition Area has a high density of heritage items and is surrounded by heritage-sensitive areas. A subpar response to heritage in this area will undermine the centre's unique identity and attractiveness and may project a negative image of Parramatta.

Existing heritage items

Over time, some of the heritage items in Parramatta have been lost or had their prominence impacted by development.

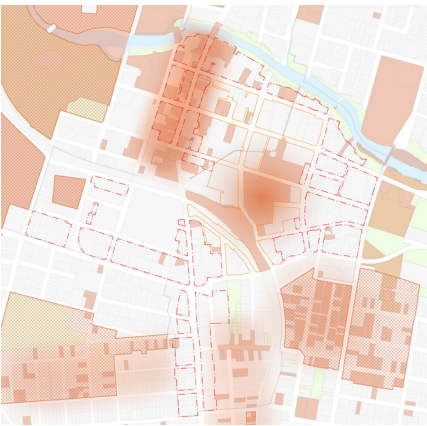
Other heritage features could be restored, be more visible or accessible to the public, and may be improved by surrounding redevelopment.

No additional floor space should be allowed for development that would not retain heritage items on the site, would encroach/cantilever over an item, or impact heritage on adjoining sites.

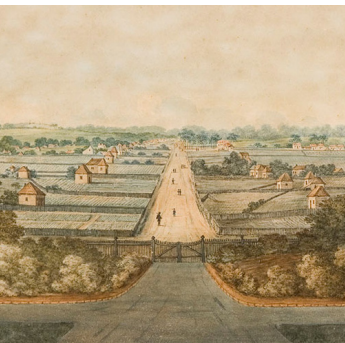
The restoration of heritage items as a pre-condition to further additional FSR (LHS, ref. S1) is also supported.

Setting

Allowing the current bonuses (+20% FSR) to include the area of heritage items in FSR calculation is key to the item's retention and maintenance.



However, bonuses resulting in FSR> 12:1 would be too significant. To ensure appropriate built form outcomes at place-scale, the additional floor space should be appropriately proportioned to not overburden heritage items on a site as well as not result in disproportionately scaled buildings that impact the skyline and streetscape legibility and identity.

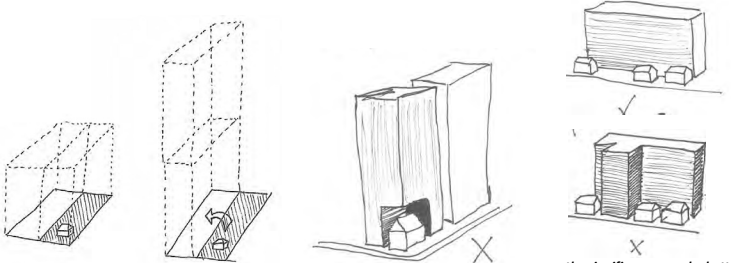


George Street seen from the gates of the OGH and the historical Georgian grid that has shaped the town centre character since

SENSITIVITY
Highly sensitive
Sensitive
Old Government House
World Heritage site boundary
World Heritage Buffer



Principles are defined for development in the Transition Area (Planisphere ref. S1) to avoid impacting the setting of the OGH



Potential undesirable outcomes of excessive additional FSR on sites containing heritage items (Hector Abrahams, ref. s8)

Key considerations

Opportunities

- Use FSR bonuses to:
 - encourage a skyline that is of a more dominant commercial character
 - discourage tall/wide residential buildings from blocking views into the commercial core
 - encourage restoration of heritage items
- While the City Centre DCP has strong design objectives and principles associated to character, those may not be realised through the controls or site-specific DCPs, and should be reinforced through the bonuses

Conditions

- Retain all heritage items on site, would encroach/cantilever over an item, or impact heritage on adjoining sites.
- Further additional FSR should only apply to areas of the site where development will happen do avoid unbalanced character and disproportionate impacts
- Development should not result in poorly distributed massing between buildings within the development, tower and podium forms, and surrounding buildings
- Siting, orientation and width of towers and podium massing should not impact important view corridors and vistas and should promote a positive identity of the CBD

2.3 Amenity

Experience of the public domain

Overbearing built form

While solar access to some open spaces is protected at certain hours, the current FSR may already result in loss of solar access, sunlight and sky views from other important existing or future public spaces used at different times of the day.

The current controls encourage larger footprints for taller buildings. While a valid principle, that may not be suitable for FSR >12:1 and taller buildings in a mixed use area given the relatively generous floorplate length and small separation between buildings (18m) sought through the current DCP. Existing site-specific DCPs allow even lower separations/larger floorplates.

Building tall, slender towers is costlier. Development may seek to deliver buildings just above the height thresholds to accommodate all additional floorspace horizontally within a larger floorplate. Given typical floorplates and demand levels for residential/commercial development, additional FSR may result in "tall, wall shaped" residential towers or "squat, bulky" office towers.

The resulting built form is more likely to impact: –the attractiveness of the skyline, –amenity/development potential of neighbouring sites, and –access to daylight from the public domain. Instead, the additional floor space must be further encouraged to be accommodated vertically, using the additional allowed height.

Pedestrian experience

Most streets within the Transition Area are relatively narrow for the scale of recently developed podiums and the overall scale of buildings expected to be delivered through the new controls.

Existing and planned future links are mostly enclosed arcades/through-site links or narrow service/pedestrian lanes which may not provide enough relief from a potentially overbearing built form.

Narrow, irregularly shaped sites and other constraints such as flooding and the resulting above ground parking, services and basement access create a poorer street response.

Accommodating further commercial space within podiums may exacerbate those issues.

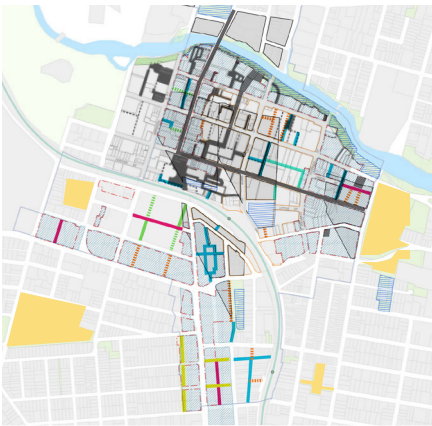
Commercial spaces may also be inappropriately located within a podium/ above ground, impacting the success of those businesses and/ or the vibrancy of the existing street-facing retail.

Minimising impacts

Additional FSR should not be allowed on constrained sites where the base FSR is already high and pedestrian amenity and street activation would be further impacted by additional car parking, vehicular movement/ access or services.

Access to daylight from the public domain should be *compared using the sky view factor of different massing envelope options before additional FSR or a site-specific DCP can be considered*—refer to Sec. 2.4.

The impact of floorplate length and separation increases with height. Tower tapering/separation should be considered, aligned with the current thresholds (i.e. above 75m or 105m—which currently allows the whole tower to have the maximum floorplate), e.g.:



- For the portion of the tower >105m, the maximum floorplate should be 80% of the maximum in the DCP, to be accommodated within one step or the equivalent within two steps, or
- Ensure that any existing and future buildings can be separated by a minimum of 24m above 105m, or
- The floorplate length should have a maximum dimension of 40m above 105m and 35m above 180m

Where the intended outcomes can't be ensured through controls, a limit to floorplate dimensions should be a precondition to FSR bonus to further encourage tall, slender towers.

Transition to open space and other sensitive uses

Key issues

The Transition Area adjoins low-scale residential uses, open space, schools, and other community uses. The scale and bulk of buildings along sensitive edges can impact the enjoyment of those places by the community.

A 12:1 FSR is allowed on various sites, mostly in association with generous HOB. Some sites in the Transition Area can achieve that FSR but have reduced height limits to protect adjoining sensitive uses. Additional FSR on those sites will create further pressure for floor space to be accommodated within horizontal bulk.

The DCP shows that some open spaces are already overshadowed within the current height limits. Further horizontal bulk adjoining those spaces will directly impact solar access.

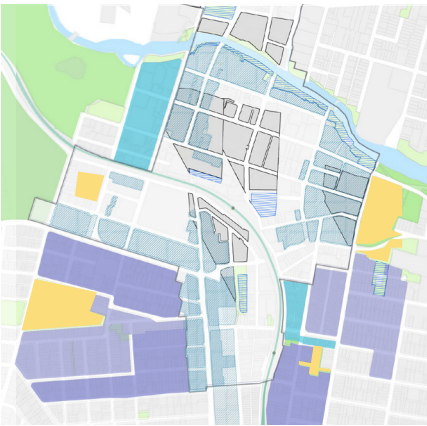
The existing Public Domain Plan and new Development Contributions Plan already show a limited amount of future open space and present limited opportunity to support additional FSR and increased open space demand.

The amenity of the centre will increasingly rely on the existing and future spaces accessible to the public within privately owned sites. While new spaces should be encouraged, existing spaces could be lost or have reduced amenity if additional FSR is allowed on those sites.

Minimising impacts

The area of the site where the additional FSR applies should:

- exclude the area of existing publicly accessible spaces and land to be dedicated



- (no changes to current controls or site area eligibility)
- include the area of new public spaces provided on private land (yet control massing distribution)

No additional FSR allowed where:

- the height limit is < 100m and a 12:1 FSR can be achieved, or
- controls could not prevent further solar access loss to important public spaces or inappropriate transitions to sensitive uses

Additional FSR should be considered where there is opportunity to provide new publicly available spaces of high amenity. *should be a precondition* to FSR bonus to further encourage tall, slender towers.

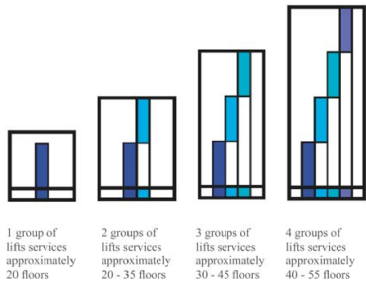
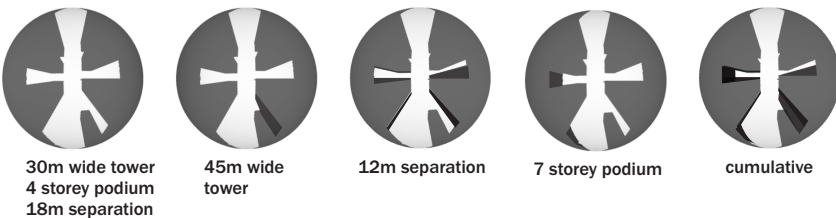
Key considerations

Opportunities

- Use FSR bonuses to minimise the impact of development on the public domain by allowing bonus additional floor space equal to the amount of:
 - space provided for shared vehicular access, basements and loading docks
 - existing above ground floor space converted into active uses

Conditions

- Tower slenderness and floorplate dimensions must be appropriate to a place context
- Podium and tower forms must not:
 - result in additional overshadowing of important existing or planned public spaces
 - result in additional loss of daylight and sky views from public places
 - result in additional above ground parking
- Exclude the area of existing public uses or land to be dedicated from FSR calculation



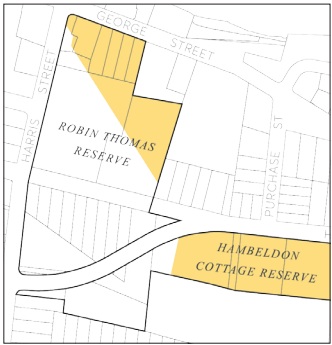
Lift requirements for taller buildings.
Source: City of Sydney



Additional FSR is intended to be accommodated vertically in tall, slender towers but that is unlikely to be the outcome sought by developers



Even though not all open spaces are protected, additional FSR should not be allowed at the expense of the amenity of important public places



Additional bulk where heights are limited and open spaces are already affected will have significant impacts

2.4 Resilience

Environment

Climate

Tall towers can prevent air flow from circulating where they sit closer together and can funnel wind with accelerated speed towards the public domain at the edges . Heat islands and wind also significantly impact vegetation growth.

Various existing residential blocks and approved future development in the Transition Area are already large, dense, with poor permeability or narrow lanes. Additional FSR would further impact air flow, urban cooling and discourage active transport.

Various sites in the transition area are at high risk of being affected by floods.

Development under the current controls is already likely to impact overland stormwater flow, result in environmentally costly mitigation measures or further above ground parking that, in turn, impacts pedestrian amenity and walkability.

The CBD is already impacted by increasing urban heat. Areas of deep soil and canopy cover are essential to mitigate those issues, yet very limited within the Transition Area.

Resource consumption/Carbon emissions

The existing bonus for High Performing Building Design further favours residential development over commercial premises.

While strict environmental targets apply to commercial development, an FSR bonus of 5% is only allowed for residential floor space that exceeds water and energy consumption benchmarks for that use.

An alternative 5% bonus could be provided for the commercial floor space portion of developments to encourage the upgrade and growth of commercial space as well as further sustainability outcomes.

Additional benchmarks should encourage efficiency in resource consumption as well as reduction in carbon emissions. However, benchmarks based on numerical consumption/emissions targets may become irrelevant as technology evolves.

Minimising impacts

Additional FSR must not be achieved at the expense of reducing deep soil and vegetated areas or the conditions for vegetation to grow. The expansion of those areas should be further encouraged through bonuses.

No additional FSR should be allowed on sites heavily affected by flooding risk where substantial mitigation measures are already required to deliver the floor space currently allowed.

No additional FSR should be allowed in areas with narrow lanes/poor permeability where appropriate separation to minimise heat islands could not be achieved.

The bonus should be capped to 5% so that it can be achieved by all sites in the Transition Area while ensuring that where additional FSR has a high risk of impact, the total FSR will not exceed 12:1—the maximum possible FSR considered by most of the existing specialist studies.



Benchmarks should be measurable yet adaptable to new technologies and/or refer to standards that are upgraded over time.

NABERS establishes resource consumption standards for various uses and emerging benchmarks e.g. renewable energy indicators, tools for comparing embodied emissions of new commercial buildings.

Given the broader, cumulative impacts of FSR at such scale, measurable precinct-wide sustainability outcomes could be sought (e.g. Kinesis CCAP Precinct— PRECINX—tools and benchmarks).

Work that informed the emerging Sustainable Buildings SEPP should also be considered.

Social and economic resilience

Key issues

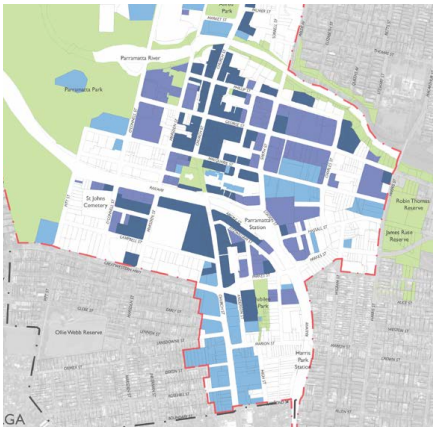
The Transition Area currently supports the Commercial Core through small to medium-scale commercial buildings offering a diversity of office spaces that can complement the A-Grade spaces intended for the core area.

Various smaller-scale restaurants, retail and street-facing family businesses provide diverse opportunities and secure employment, support social cohesion and vibrancy, and allow a finer-grained experience of the public domain.

Other employment-generating uses such as education, health care and community facilities also concentrate in this area.

Retaining, let alone increasing the employment quantum and diversity in the Transition Area is a significant challenge. Market conditions and the high base FSR are likely to see those uses replaced by residential development irrespective of any bonuses.

In addition, the least constrained sites are being/have recently developed into residential uses. Encouraging further redevelopment of those sites through additional FSR would have significant environmental impact.



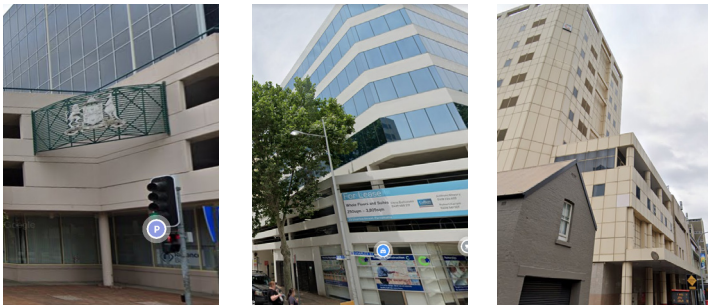
Minimising impacts

As a minimum, sites redeveloped in the past 10 years should be excluded from the consideration of any additional FSR.

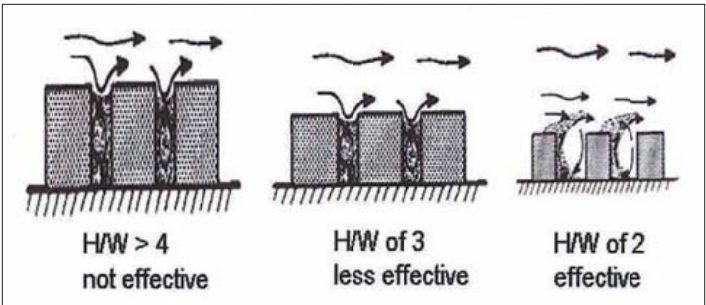
Retention of employment numbers/uses and upgrade of existing commercial premises should be a precondition to bonus and further sought through bonuses.

Further consideration could be given to allowing the following uses within the additional floor space:

- Centre-based childcare facilities, Community facilities, Educational establishment, Health Services facility, Information and education facilities



Existing office buildings and employment opportunities may be lost due to residential development
Source: All images will be replaced for the public report



Urban airflow and relationship between building height and street width. Source: City of Sydney/Arup

Key considerations

Opportunities

- Use FSR bonuses to:
 - achieve or exceed measurable resource efficiency and/or emissions targets
 - achieve measurable sustainability outcomes at precinct scale
 - encourage a skyline that is of a more dominant commercial character
 - discourage tall/wide residential buildings from blocking views into the commercial core
 - encourage restoration of heritage items
- Allowing bonus additional floor space equal to the amount of area of deep soil/canopy cover retained or provided

Conditions

- Retain the quantum of jobs/the amount of office space existing before redevelopment
- Does not result in net loss of deep soil, large trees, significant vegetation or canopy cover
- Does not result in additional impacts to the overland stormwater flow path
- Provide wider pedestrian links open to sky, at least one link per development at this scale to improve walkability and urban cooling
- Meet the High Performing Building Design requirements for commercial spaces (or achieve new bonus if that is implemented)

2.5 Implementation

Cumulative impacts and massing envelope options testing

Key issues

While the design competition process and/or site-specific DCP controls can effectively manage impacts at the scale of a building/cluster of sites, those are not sufficient in the context of further FSR increases to ensure that adequate consideration is given to impacts at place scale.

In addition, within the current planning framework for the CBD, competitions would target the absolute maximum FSR bonus while site-specific DCPs are already commonly used to achieve non-compliances with setbacks, building separation or floorplate dimensions provided in existing centre/place-based DCPs.

Given the place value of the Transition Area, the scale and strategic importance of development that would be eligible for bonuses, a separate process that ensures rigorous and independent testing of massing envelope options is required before a design competition and before any further additional FSR can be considered.

Minimising impacts

The assessment of massing envelope options is a simple step that, when combined to rigorous independent design review, can clearly establish the most appropriate FSR (up to cap) for each unique place and site context, and set appropriate expectations and outcomes ahead of a design competition process.

The submission must include a base case option assuming the maximum permissible FSR as per the LEP (including the current bonuses that would

be sought), and complying with all applicable controls in the City Centre DCP.

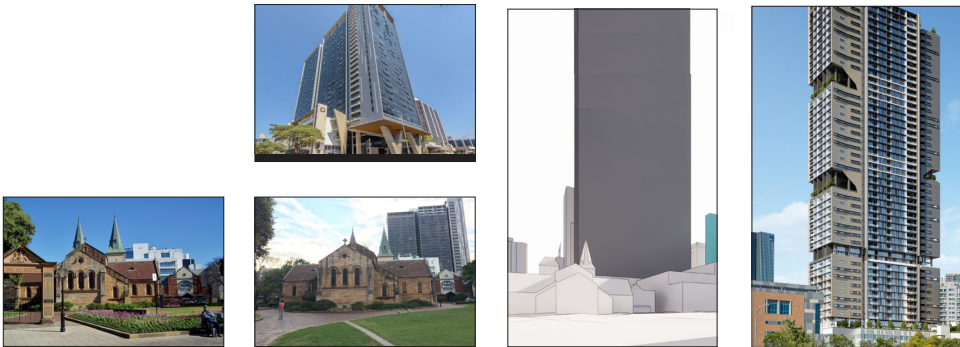
The other envelope options should reflect a range of potential additional FSR up to the cap to be compared in relation to key considerations.

The testing of massing envelope options should demonstrate:

- to achieve additional FSR, an outcome equivalent to the base case
- for a site-specific DCP or variation to a place-based DCP, a better outcome than the base case

Key considerations for comparing the envelope options in the context of must include:

- *Overshadowing of important existing or planned public spaces*
- *Daylight equivalence form testing/sky view factor*
- *How massing is distributed between buildings and between tower and podium forms*
- *Tower slenderness*
- *The scale of podiums, amount of above ground parking and activation of the street*
- *View corridors and vistas*
- *Impacts on the intended future character of a place*
- *Impacts on heritage items, conservation areas, special character areas*
- *Development potential and amenity of the adjoining sites and the public domain*
- *Provision or retention of deep soil, vegetation, mature trees*
- *Wind tunnel testing*
- *Underground infrastructure*



Example of potential impacts at place scale despite a high quality design of individual buildings or design competition award

Building and site-specific conditions

Key issues

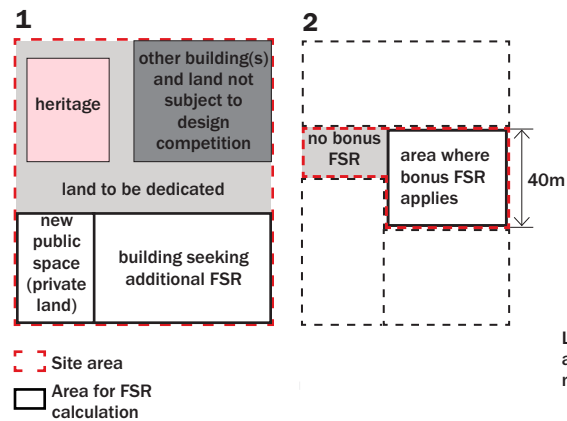
Previous studies intended that the additional FSR would be accommodated vertically (using the available HOB) and within a single-building development of podium tower-typology occupying the site. However, that is not always the case.

To reduce costs e.g. lifts, services, developers would generally seek to accommodate the maximum possible FSR within a set height limit. As building heights cannot be increased beyond the existing 15% bonus, any additional FSR will need to be accommodated within the current maximum heights.

Those factors would cause further pressure for additional horizontal bulk causing compounding impacts to the amenity, character and resilience of places.

Unacceptable/unintended outcomes can result, e.g.:

1. Sites containing land that will not be developed (e.g. heritage items, existing publicly accessible spaces, land to be dedicated) can result in bulkier buildings next to uses where bulk can have the greatest impact
2. Irregularly shaped lots or small sites can result in floor space that does not suit occupancies or does not provide enough separation from adjoining buildings
3. In large sites, particularly for residential development, wide elongated rectangular floorplates would be sought —the current maximum allowed floorplate dimension of 45m would result in "wall" of development at large FSRs
4. In large sites, multi-building development can result in disproportionate massing as all additional floor space would be sought to be delivered into a single building to save costs with design competition, lifts, servicing, that are triggered by building height thresholds



Minimising impacts

Design competition and height bonus

All buildings seeking additional FSR through the Place-Based bonus must achieve all requirements for high performing buildings and *achieve the additional height of building through a design competition.*

In multi-building development, the whole development should be *subject to an integrated design competition including any new publicly accessible spaces.*

Eligible sites and site area

In line with the Opportunity Sites clause previously exhibited, to achieve appropriate floorplates and separation (except for the Phillip Street Block):

- *sites must have a minimum area of 1,800m²*
- *contain a regular shaped area with minimum dimensions of: 40m X 35m for corner sites with at least two street frontages or 40m for all other sites*

The site area should be *pro-rated by the area of the building(s) seeking additional FSR through the bonus* and exclude the area of of heritage items, existing publicly accessible spaces, land to be dedicated, buildings not subject to a design competition, existing buildings and other areas that will not be developed.

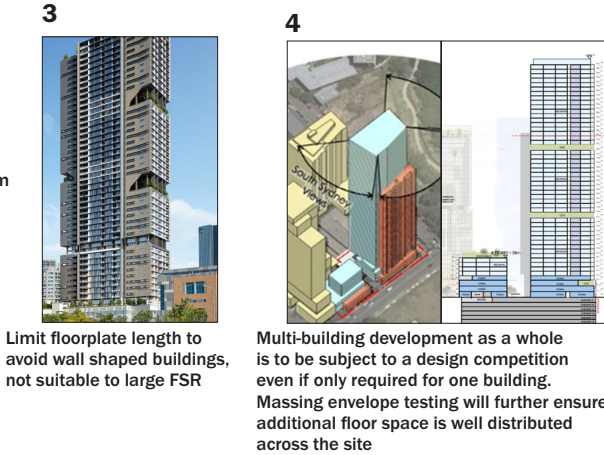
Massing distribution of the additional FSR

The additional FSR should thus **only apply to the area of the site that:**

- *has the dimensions above*
- *has a building or publicly accessible space that is subject to a design competition.*

The additional FSR must not result in:

- *a tower form with a floorplate length > 40m (condition)*
- *a podium form not appropriate to the streetscape (DCP)*



Limit floorplate length to avoid wall shaped buildings, not suitable to large FSR

Multi-building development as a whole is to be subject to a design competition even if only required for one building. Massing envelope testing will further ensure additional floor space is well distributed across the site

Recommendations

- Design review of massing envelope options to determine appropriate FSR (up to bonus cap) before design competition
- Compared to envelopes resulting from current FSR and the CBD DCP, demonstrate:
 - an outcome equivalent to the base case to achieve additional FSR
 - a better outcome than the base case for a variation to current DCP or site-specific DCP
- All buildings within the development are to achieve high performing building and design competition requirements, and the corresponding bonus height
- Establish minimum site area and dimensions to ensure that an appropriate floorplate area and building separation can be achieved
- Additional FSR is to apply only to the part of the site that has the minimum dimensions and that is subject to a design competition
- The development must not result in any tower form with a floorplate length > 40m

Potential additional controls/further work

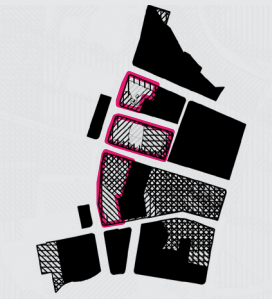
- Establish a desired/maximum street wall (podium) height and streetscape character for all areas eligible for larger FSR
- Establish the massing envelope options testing process by having the existing independent design panel to review the massing envelope options at pre-DA stage

3 PRECINCTS

3.1 Eastern Edge

Analysis

The review process identified sites where the strategic and place objectives could be achieved considering the potential implications of additional commercial FSR on each site to the amenity, character and resilience values of the precinct:

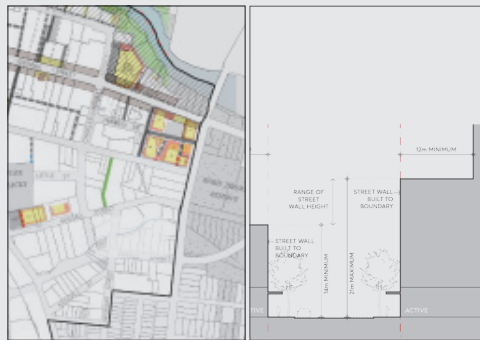


Strategic objectives

- Priority: Increase/retain the amount of office space and attract high-quality office jobs
- Potential: Increase commercial uses within other development typologies

Place objectives (DCP)

- Place-based controls are defined only for a small part of the precinct. Objectives in relation to George Street and Parramatta River apply, including:
- Celebrate the unique Parramatta River landscape setting, views, and topography of the City Centre.
 - Strengthen the visual and physical north-south connections between the city and the river
 - Retain the relationship between the built form and the original Georgian grid
 - Generous tower setbacks along George Street and retention of view corridors are encouraged, however large scale podiums are allowed (around 6-7 storeys)



Character

The analysis identified the relationship between the precinct and heritage items, adjoining special character areas, views and vistas, and locations where development would be highly visible and/or could enhance or compromise the image of the precinct and even the centre.

On sites to the east and north of the precinct, additional FSR would not allow a sympathetic transition response to culturally significant places including the river front, Robin Thomas Reserve, the Experimental Farm, heritage items and conservation areas of national significance.

Bulk and scale of towers, particularly towards the north and east, could impact legibility of the skyline, block views into the CBD and further disconnect the character of the CBD from its surroundings.

Development at gateway locations along Parkes/Hassall/Harris St will define the image of the CBD to anyone arriving

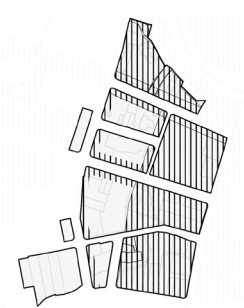
by train and light rail.

Podiums in this area lack definition and activation with a mix of set back residential development, above ground-parking and overbearing street wall scale. Podiums along Charles Street and Macquarie Streets could provide additional space for pedestrians and be reduced in scale to improve street character and retail opportunities in line with the emerging role of those streets

Analysis of character considerations



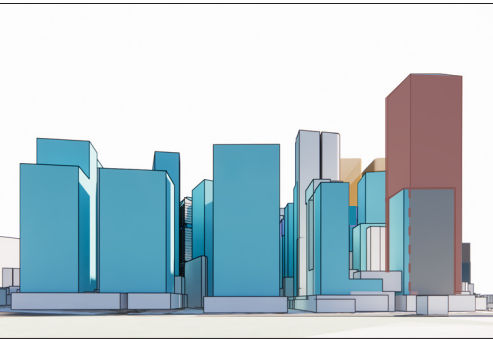
Sites with higher risk of character impacts



	HERITAGE ITEM/CONSERVATION AREA
	CHARACTER/SKYLINE TRANSITION
	KEY VIEWS AND VISTAS
	HIGHLY VISIBLE LOCATION
	PODIUM CHARACTER



The streetscape character is generally poor and does not respond to the emerging role of Charles and Macquarie Streets and their potential to support vibrant retail and places for people to gather and enjoy



Unbalanced massing distribution between buildings and a wall of residential buildings dominating the skyline are likely to devalue the image of a successful commercial centre

Amenity

The analysis identified areas of high amenity value and other areas sensitive to amenity impacts including lower scale residential uses, schools, existing or planned future open spaces. Sites where additional FSR would have a higher risk of impact to amenity were then identified.

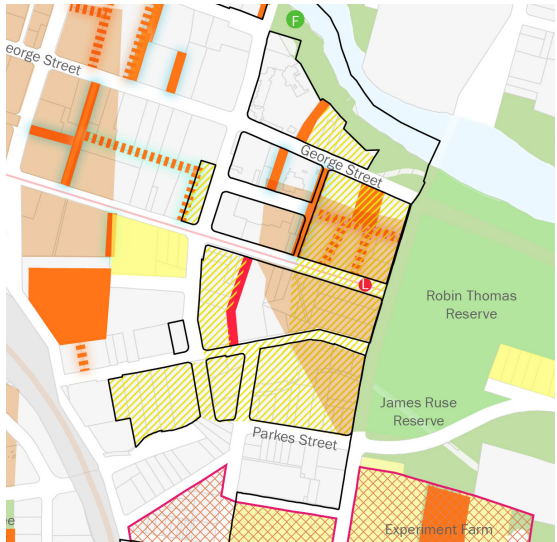
The precinct is already densely populated and the Experiment Farm is the only public space protected through a solar access plane.

With the upcoming light rail and rapidly increasing scale of development, the adjoining Robin Thomas and James Ruse reserves will offer respite from the urban environment and will be heavily used at different times of the day. The current height limits will not prevent the reserves being mostly overshadowed from as early as 11am in winter and mean that additional FSR would increase horizontal bulk further reducing sun penetration between buildings.

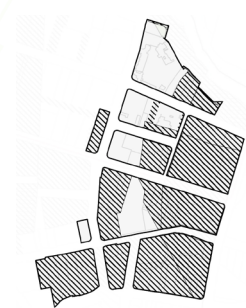
Amenity within the precinct is generally very poor particularly where development already occurred due to overscaled podiums, lack of pedestrian and built form permeability, relatively narrow streets and footpaths, limited sunlight and views to the sky.

Development of tall, wide residential towers with little separation as allowed through current controls will significantly exacerbate amenity impacts between buildings and to the public domain.

Analysis of amenity considerations



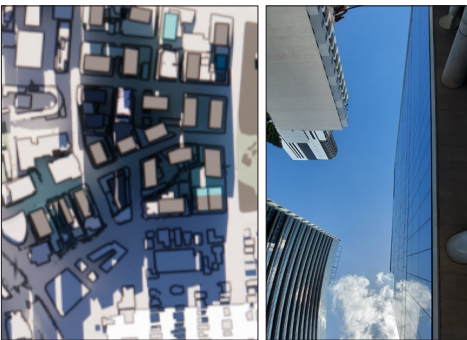
Sites with higher risk of amenity impacts



	EXISTING OR PLANNED PUBLIC/GREEN SPACES
	ARCADES
	SOLAR ACCESS PLANE
	SCHOOL/LOWER SCALE RESIDENTIAL
	TRANSITION TO SENSITIVE USES



The emerging role of Robin Thomas reserve. Solar access to the reserve is significantly impacted despite the height limits. Horizontal bulk would further reduce sun light between buildings



Allowed/planned future development could be tightly packed resulting in poor amenity for users/pedestrians

3.1 Eastern Edge

Resilience

The analysis identified flood affected land, existing vegetation, existing office floor space and recent development, as well as opportunities to reduce environmental impacts of development.

The least constrained sites in this area have already developed into residential apartments. Although some of those developments present a particularly poor design response, upgrades, instead of redevelopment should be sought for redevelopment that occurred in the past 10 years to minimise environmental impacts.

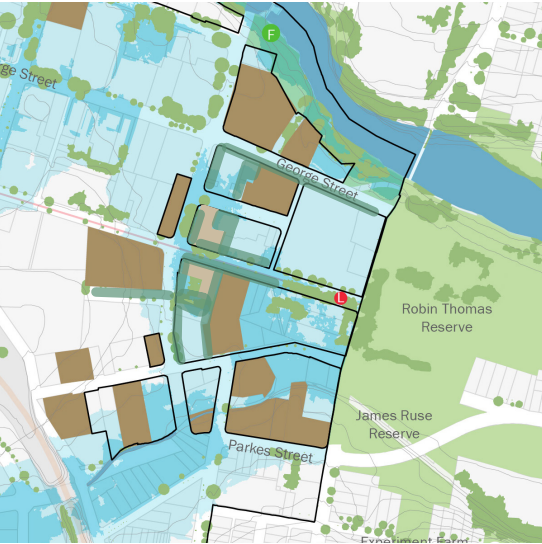
The new light rail and Metro provide opportunities for growth in commercial uses yet create further pressure for residential development to replace existing office buildings. Some buildings providing office space still remain, supporting a variety of employment uses that should be retained and enhanced.

The sites yet to be redeveloped contain a significant amount of deep soil and mature trees. Additional FSR would not be justifiable if that results in loss of natural urban cooling/flood mitigation features.

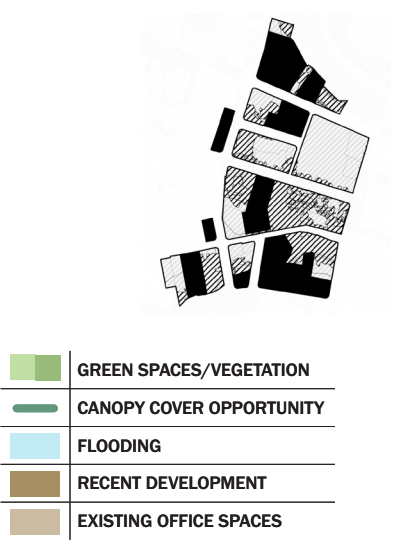
Most of the precinct is at significant risk of flooding. Development under current controls will already impact overland stormwater flow, or result in environmentally costly flooding mitigation measures and above ground parking, which in turn will impact pedestrian safety and amenity and discourage active transport.

Urban heat island effects and wind drafts are very likely within most of the precinct under the current controls given the density already allowed, insufficient building separation and the limited width of existing and planned future streets/pedestrian links. Additional FSR would further impact air flow and urban cooling and should be limited to locations such as corners where additional separation between buildings can be achieved.

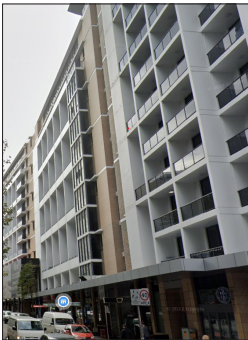
Analysis of resilience considerations



Sites with higher risk of resilience impacts



Constrained site resulting in poor relationship with the street and the creek



Overbearing podium scale with poor permeability



Building separation controls inappropriate to scale and lot configuration may impact airflow and overall development potential

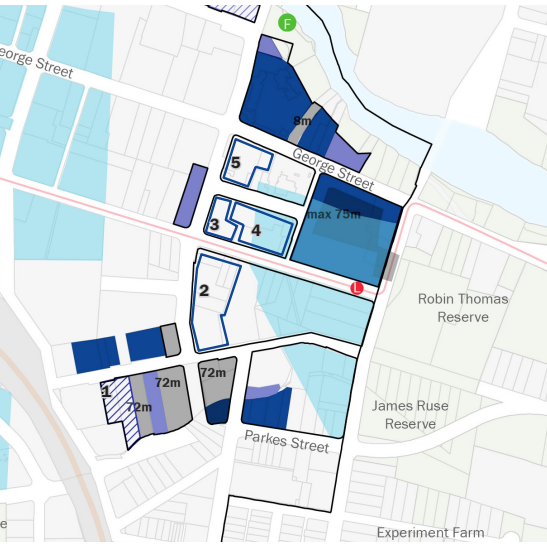
Potential additional FSR

Various sites have constrained dimensions/height and would not achieve tall, slender tower forms or appropriate separation. Other sites have existing site-specific DCP controls that already reflect development at maximum capacity, with separation and setbacks incompatible with further additional floor space.

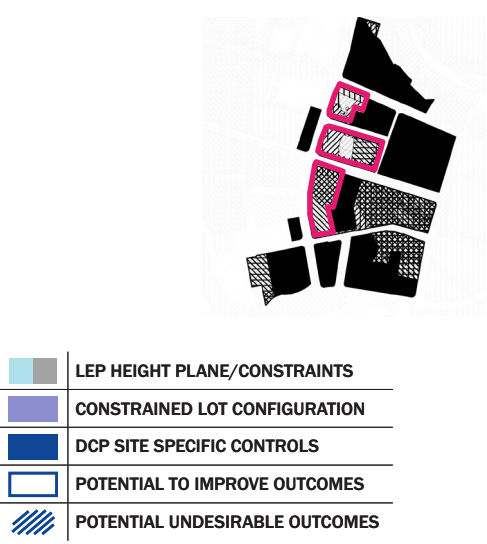
When combining the potential impacts, the analysis identified that the sites numbered 1 to 5 would have some capacity to accommodate additional commercial FSR within the building envelopes defined by the current controls, with an overall lower risk of compromised place values. Further detailed analysis concluded that:

- Site 1: Development on this site will define the image of the centre for thousands of people arriving by train. The adjoining development presents blank walls and an overscaled podium. Residential development could result in a joint, bulky mass and further devalue the image of a commercial CBD, while the allowed height impacts the conservation area. Office uses could be delivered as two separate buildings at the current FSR.
- Sites 2 and 3: Slender office towers in this location could retain employment uses, define the CBD edge, redistribute massing away from view corridors and deliver a new character to Charles Street that responds to its potential for retail, expanded canopy and relationship with the Lancer Barracks and Little Street.
- Sites 4 and 5: Slender office towers in this location would allow a skyline transition to the commercial core and attenuate the dominance of residential bulk devaluing the image of a commercial CBD.
- Sites 2 to 5: Development can deliver improved and additional public spaces to transform Macquarie and Charles streets into vibrant retail hubs.

Analysis of additional FSR



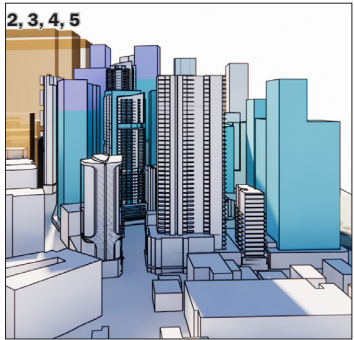
Sites with overall lower risk of compromised place values



Recent development with blank walls and overbearing podium scale despite the key CBD gateway location. Amalgamation/additional FSR may create further pressure for a poorer design



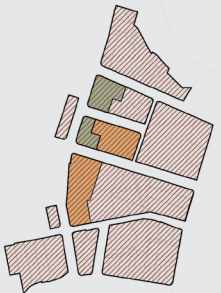
Opportunity to redefine Charles St and connect to Lancer Barracks through vibrant retail/green spaces



Opportunity for slender commercial towers to create a skyline transition to the commercial core and attenuate the dominance of residential bulk

Implementation

- Allow alternatives to existing bonuses — capped to 5%
- Potential strategic outcomes with medium risk of impacts for up to +2:1 commercial FSR
- Potential strategic outcomes with lower risk of impacts for up to +4:1 commercial FSR



Place-based bonus objectives/conditions

- Prioritise tall, slender commercial towers (where it would not impact place values) to help mitigate a wall of buildings of residential character blocking views into the commercial core
- Additional commercial FSR within mixed use buildings is encouraged only if that results in:
 - appropriate podium scale and tower width < 40m
 - public domain improvements that will help foster a vibrant retail/restaurant scene
- Retain the quantum of office space (Sites 2, 3)
- Retain mature trees and quantum of existing vegetation, widen the planned link and provide a new public space between Macquarie and Hassall Streets (Site 2)
- Widen/provide new links open to the sky between George, Union and Macquarie Streets (Sites 3, 4, 5)

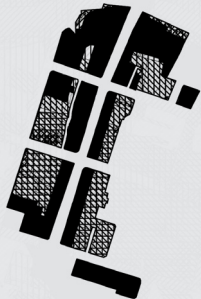
Potential additional controls/further work

- Along Charles and Macquarie Streets:
 - Street wall height maximum 4 storeys preferred
 - Setback from front boundary and tree planting and/or double height street front setbacks
 - No above ground parking facing those streets
 - Discourage vehicular access/servicing
- Site 1:
 - residential uses should not be encouraged
 - consider a site-specific DCP to drive high-quality design outcomes responding to landmark location (ahead of proposals)

3.2 Western Edge

Analysis

The review process and detailed built form testing did not identify any sites where the strategic and place objectives could be achieved without compounding impacts to the amenity, character and resilience values of the precinct:



Strategic objectives

- Priority: Increase/retain the amount of office space and attract high-quality office jobs
- Potential: Increase commercial uses within other development typologies

Place objectives (DCP)

Place-based controls are defined only for the Church Street and Centenary Square areas, including:

Sensitive urban infill should foster the continuation of a fine grain character, compliment the remnant heritage along the street corridor, strengthen and support the distinct outdoor dining character and street vitality

Protect surviving views and vistas of St John's Cathedral and respond to the historical importance of the Cathedral grounds and Centenary Square as the most enduring and important civic space in Parramatta City Centre. Provide curtilage to this space and a sense of enclosure that is appropriately scaled.



Character

The analysis identified the relationship between the precinct and adjoining special character areas, heritage items, views and vistas, and locations where development would be highly visible and/or could enhance or compromise the image of the precinct and even the centre.

In most locations, additional FSR would not allow a sympathetic transition response to existing and emerging culturally significant places including the river front, the Powerhouse museum, the Old Government House and the Domain, Church Street, St Johns lawn and Centenary Square.

The precinct is identified as a "sensitive" area in relation to potential impacts of development into the setting of the world heritage listed Old Government House and the Domain. To minimise impacts, development in this area must not visually dominate the skyline, buildings should be orientated towards the Georgian street grid with an elevation that enhances the skyline, and development should allow view sharing from,

and between, buildings (Planisphere ref. S1, Urbis ref. S3). Most studies recommend either a transition in height of buildings in this area towards the commercial core (Bennett & Trimble ref. s6) or limiting the building massing through FSR controls (Architectus ref. S2, Urbis ref. S3).

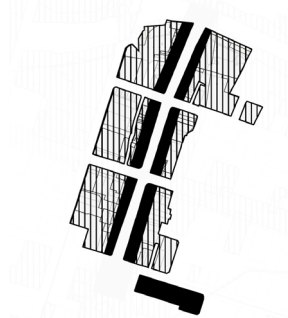
Given the current height limits, irrespective of tower slenderness and orientation, additional FSR would result in a wall of tall buildings providing an inappropriate response to the OGH and the Domain. That would also impact legibility of the skyline, block views into the CBD and further disconnect the character of the CBD from its surroundings.

Podium scale should be defined/limited along Marsden Street to allow appropriate transition in bulk and scale to the highly sensitive area.

Analysis of character considerations



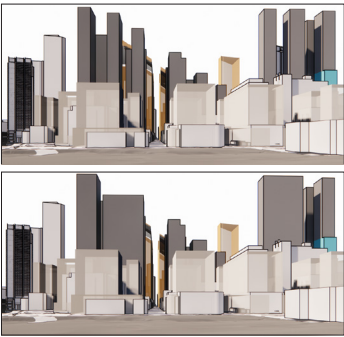
Sites with higher risk of character impacts



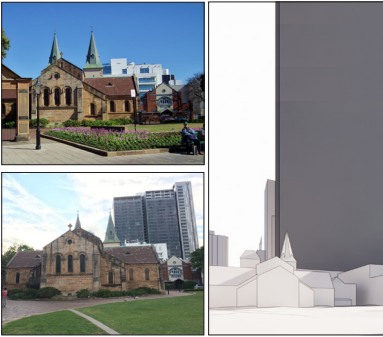
	HERITAGE ITEM/CONSERVATION AREA
	CHARACTER/SKYLINE TRANSITION
	KEY VIEWS AND VISTAS
	HIGHLY VISIBLE LOCATION
	PODIUM CHARACTER



Cumulative impacts of development on the setting of the OGH and the Domain



No controls/conditions could avoid further FSR resulting in development that visually dominates the skyline over a broad area



Cumulative impacts on views to and from the CBD may disconnect the centre from its main character features and from Parramatta as a whole

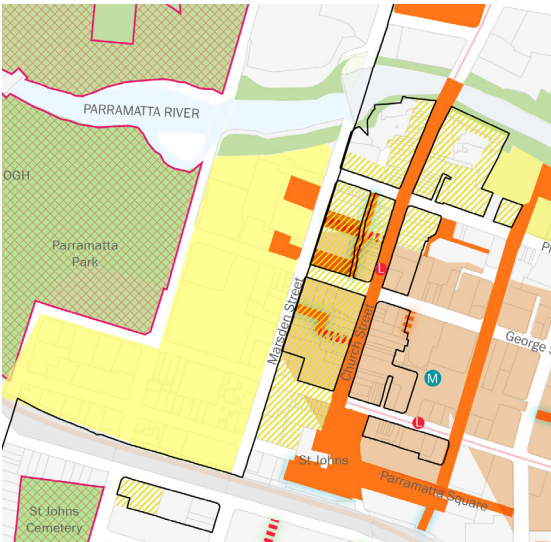
Amenity

The analysis identified areas of high amenity value and other areas sensitive to amenity impacts including open space or other lower scale uses, and existing or planned future public spaces. Sites where additional FSR would have a higher risk of impact to amenity were then identified.

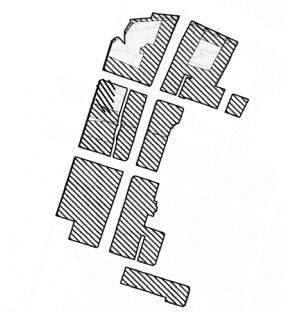
Church Street is emerging as a crucial public space of high-amenity and its intended role as 'eat street' is a key point of difference to attract highly skilled workers to the CBD (Urbis, ref. s5). Solar access in winter, sunlight and views to the sky are essential for the street's attractiveness as a gathering place.

Important green/public spaces in this area and have no solar access protection through current controls. Small-scale plazas and landscaped pocket spaces such as Erby Place, the local court front yard, the Heritage Courtyard Pavilion offer an important refuge and respite from the growing density.

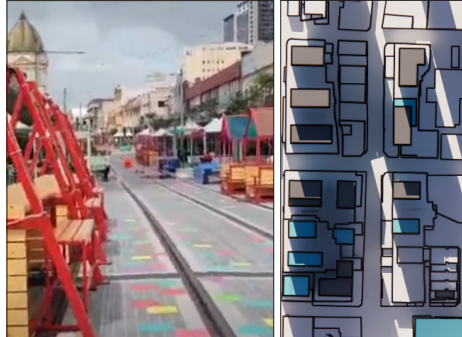
Analysis of amenity considerations



Sites with higher risk of amenity impacts



	EXISTING OR PLANNED PUBLIC/GREEN SPACES
	ARCADES
	SOLAR ACCESS PLANE
	SCHOOL/LOWER SCALE RESIDENTIAL
	TRANSITION TO SENSITIVE USES



The emerging role of Church Street as a key attractor for the centre may be diminished by overbearing built form and loss of sunlight and views to the sky



Existing landscaped spaces are limited and have no solar access protection. Yet, outdoor break out spaces with a green outlook where people can sit in the sun are essential for commercial centres to be desirable for workers and visitors

3.2 Western Edge

Resilience

The analysis identified flood affected land, existing vegetation, existing office floor space and development that occurred in the past 10 years, as well as opportunities to reduce environmental impacts of development.

Most of the precinct is affected by the risk of flooding. Development under current controls will already impact overland stormwater flow, or result in environmentally costly flooding mitigation measures and above ground parking, which in turn would further impact pedestrian safety and amenity and discourage active transport.

The precinct currently provides for a substantial amount of existing office spaces and a diversity of employment uses that enhance social sustainability and complement the commercial core by offering important facilities that are essential to attract and retain highly skilled workers and thus large corporations to establish in the CBD. The loss of the existing office spaces, family businesses with unique

food offerings and/or fine-grained retail to residential development with generic retail facilities should be strongly discouraged.

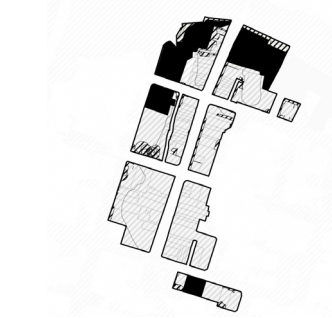
Areas of deep soil and canopy cover are limited in this area and must not be further reduced by additional FSR.

Analysis of resilience considerations



Solar access to various important deep soil and landscaped areas is not currently protected

Sites with higher risk of resilience impacts



	GREEN SPACES/VEGETATION
	CANOPY COVER OPPORTUNITY
	FLOODING
	RECENT DEVELOPMENT
	EXISTING OFFICE SPACES



Existing quantum of employment uses and setback at street level should be retained

Potential additional FSR

Various sites have existing site-specific DCP controls that indicate that development of the site would be at maximum or above capacity, with the separation between buildings, setbacks and response to heritage being incompatible with further additional floor space.

In areas of limited height, further FSR would increase horizontal bulk facing the public domain and facing adjoining buildings, diminishing the overall attractiveness and development potential of the area.

In areas with more generous height limits, overlaying the potential impacts and carrying out detailed analysis identified that there is no opportunity for increased FSR in the Western Area without resulting in compounding impacts that would compromise place values and undermine the strategic objectives.

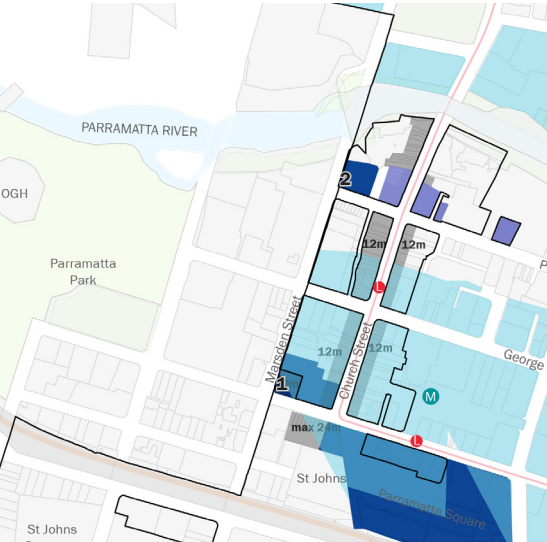
Various sites have constrained dimensions where, despite

any FSR capacity, additional FSR would not result in tall slender tower forms and appropriate separation.

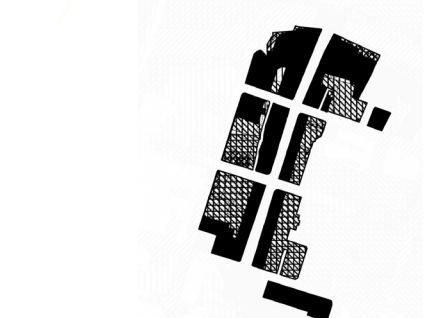
Along Marsden Street, additional FSR would result in loss of sunlight, sky views and overbearing built form impacting the amenity of special places such as the Heritage Courtyard Pavilion and the St John's lawn which offer the type of amenity that is needed to attract/retain highly skilled workers and jobs (Urbis ref. S6) and is currently limited within Parramatta CBD.

Along Church Street, additional FSR combined to the lot configuration would further favour residential development delivering a narrow, elongated footprint orientated N-S which would block views from Parramatta Park and impact the amenity of Church Street beyond what could be protected by the required 12m tower setback. Additional commercial FSR is also not achievable within podiums facing Church Street.

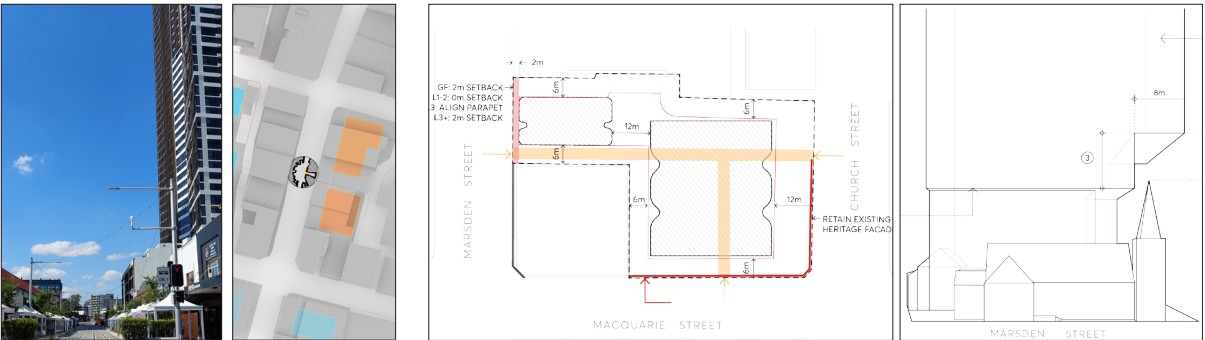
Analysis of additional FSR



Sites with overall lower risk of compromised place values



	LEP HEIGHT PLANE/CONSTRAINTS
	CONSTRAINED LOT CONFIGURATION
	DCP SITE SPECIFIC CONTROLS
	POTENTIAL TO IMPROVE OUTCOMES
	POTENTIAL UNDESIRABLE OUTCOMES

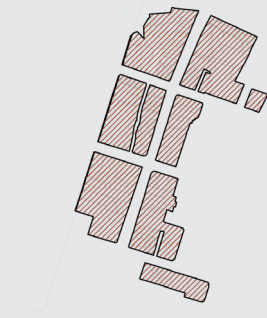


Lot configuration may result in buildings orientated N-S with minimal separation where it would have the greatest amenity and character impacts

Development through site-specific DCPs is already at capacity compromising separation or requiring solar access-driven design instead of a design quality focus

Implementation

Additional FSR would not achieve strategic and place objectives, resulting in compounding impacts to the precinct's amenity, character and resilience values. Allow alternatives to existing bonuses — capped to 5%

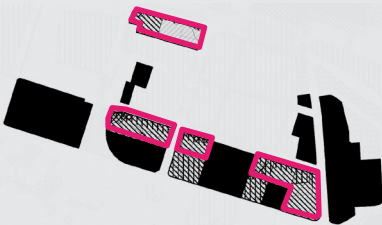


Potential additional controls/further work

- To improve the viability of commercial uses along Marsden Street and overall attractiveness of the centre, consider:
 - Limiting the street wall height to 4-5 storeys
 - Requiring double height street front setbacks (and colonnades where appropriate for large development sites/corner sites) to allow a wider footpath supporting retail uses and landscaping
 - Further discouraging above ground parking and encouraging shared vehicular access/servicing

3.3 Southern Edge

Analysis



Strategic objectives

- Priority: Increase/retain the amount of office space and attract high-quality office jobs
- Potential: Increase commercial uses within other development typologies

Place objectives (DCP)

- Place-based controls are defined for the area to the west of Church Street. Objectives include:
- Preserve and reinforce the large canopy street trees and established planting character of the front setback zone of Campbell Street and Great Western Highway — the setback zone is to be provided as a publicly accessible space
 - Maximise deep soil planting
 - Large scale podiums are allowed (6-7 storeys)
 - Acknowledge the topography and natural ridgeline of Great Western Highway
 - Conserve heritage items to the highest standard and ensure future built form does not adversely impact the amenity of St John's Cemetery
 - Elevate the spatial significance of Church Street and protect views to the St John's Cathedral spires as seen against the sky by delivering low, modest development within the view corridor



Character

The analysis identified the location and relationship between heritage items, views and vistas as well as locations where development would be highly visible and/or could enhance or compromise the image of the precinct and even the centre.

Sites to the south-west sit at the highest topography in the CBD and additional FSR could create an unbalanced massing outcome. A transition in scale towards this area should be encouraged to enhance urban legibility.

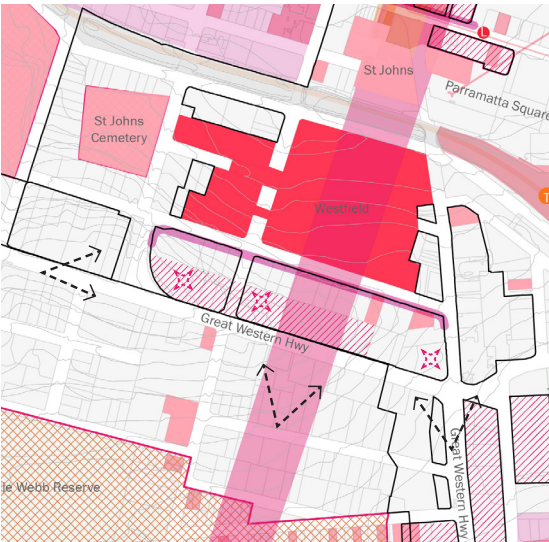
A cluster of commercial towers should be encouraged along Argyle Street in the Aird Street area to signify the arrival into an expanding commercial core. A transition in scale should be provided to the west to improve legibility of the skyline and acknowledge the significance of St John's Cemetery.

Bulky, distinctively residential development has emerged along Church Street at gateway locations obscuring the commercial core. Tall, slender commercial towers should be

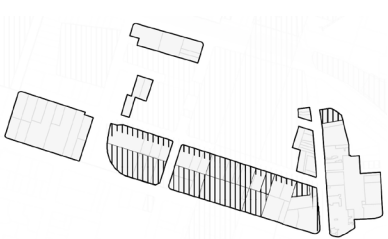
further encouraged on the highly visible corners of Church Street, also ensuring a better integration of the adjoining heritage items than provided for by the current site-specific controls.

Campbell Street is a suitable location to accommodate a significant amount of commercial/retail floor space within podiums and create a vibrant new local hub. That could be encouraged through additional FSR but may be undermined if development results in 6-7 storey podiums (allowed on Campbell Street). Despite any landscaped setbacks since the shopping mall already creates a hard edge and blank walls to the street. Podium controls should be defined for the Street to support additional FSR.

Analysis of character considerations



Sites with higher risk of character impacts



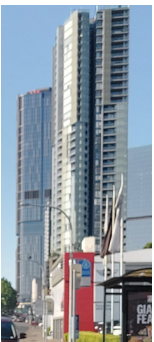
- HERITAGE ITEM/CONSERVATION AREA
- CHARACTER/SKYLINE TRANSITION
- KEY VIEWS AND VISTAS
- HIGHLY VISIBLE LOCATION
- PODIUM CHARACTER



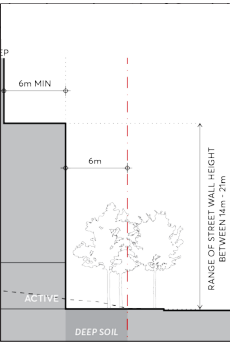
Additional FSR to the south-west may result in unbalanced massing distribution due to the topography



Bulky apartment development at gateway locations—an increasingly 'residential feel' that may drive off commercial tenants



Allowing 21m high podiums along Campbell Street facing Westfield may be overbearing and undermine the street's potential to be a new retail/restaurant hub



Amenity

The analysis identified areas of high amenity value and other areas sensitive to amenity impacts including lower scale residential uses, existing or planned future open spaces. Sites where additional FSR would have a higher risk of impact to amenity were then identified.

The impact of overshadowing and building bulk against the lower-scale residential uses in the area to the south of Great Western Highway will be already substantial under the current controls. Even if planning is progressed for higher density in that area, the development potential of those sites (ability to meet solar access requirements) could be impacted. Bonuses could be used to encourage a shift in building massing towards the north (Campbell Street).

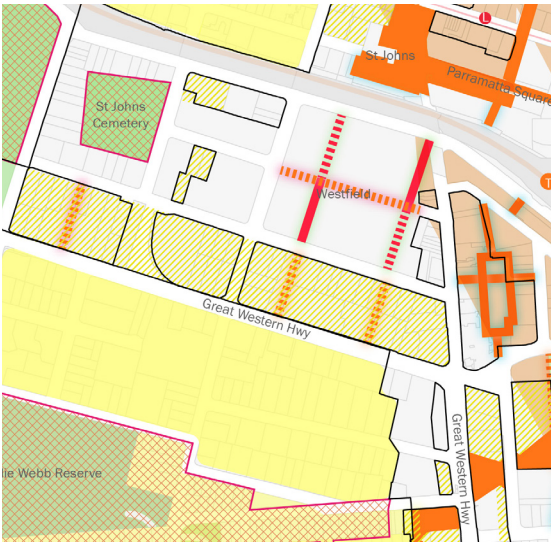
The planned publicly accessible front landscaped setback zones are supported and provide an opportunity to create a special retail/restaurant offering within podiums that could

attract employment uses and further activate the streets.

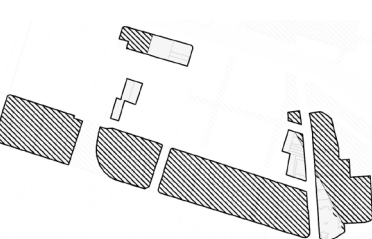
However, future pedestrian links are planned to be only 6m wide which would not be sufficient to support vegetation and or the scale of development intended (or any additional FSR).

There should be further relief from the hard edge of the shopping mall and potentially overbearing future development. Bonus FSR should encourage further smaller open spaces along those links and create pockets of amenity

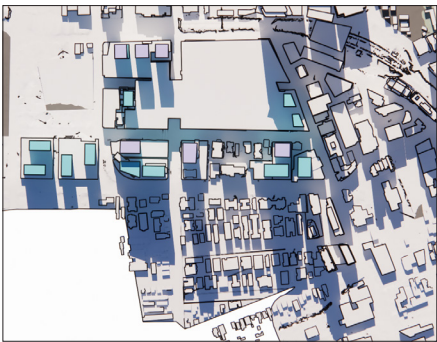
Analysis of amenity considerations



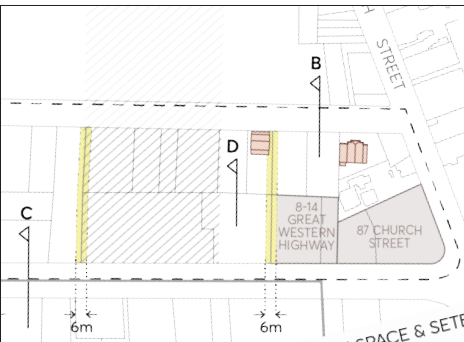
Sites with higher risk of amenity impacts



- EXISTING OR PLANNED PUBLIC/GREEN SPACES
- ARCADES
- SOLAR ACCESS PLANE
- SCHOOL/LOWER SCALE RESIDENTIAL
- TRANSITION TO SENSITIVE USES



Overbearing built form along Great Western Highway, overshadowing and other amenity impacts may reduce development potential of the area to the south



The planned links are too narrow for the scale of development expected and rely on specific amalgamation patterns that are unlikely to occur

3.3 Southern Edge

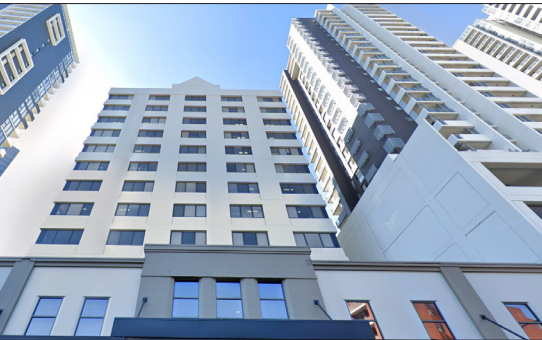
Resilience

The analysis identified flood affected land, existing vegetation, existing office floor space and development that occurred in the past 10 years as well as opportunities to reduce environmental impacts of development.

Worsening of urban heat island effects and wind drafts are very likely along Church Street and in the block west of Wentworth Street given the density allowed, insufficient building separation/articulation controls and the width of the streets. While additional FSR would not be suitable, existing publicly owned land offers an opportunity for providing additional office spaces upgraded to an exemplary quality and a new public green space to improve environmental conditions in the area.

The Wentworth Street block also provides a substantial amount of office and other employment spaces in an ideal location for such uses. The loss of those spaces to residential development should be strongly discouraged.

Analysis of resilience considerations

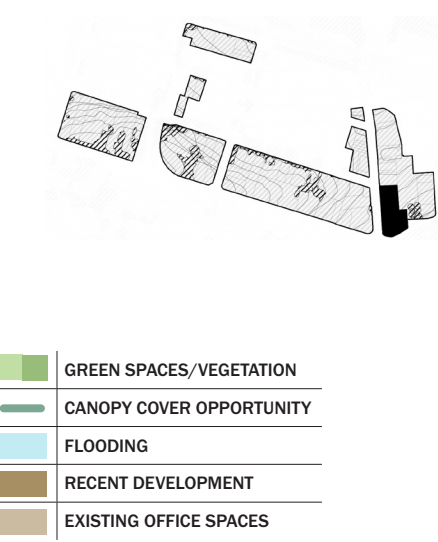


Environmental conditions along Church Street and within the block west of Wentworth Street could be significantly worsened by additional FSR

The area between Campbell Street and the Great Western Highway offers a great opportunity to retain and expand canopy cover but the planned future links are too narrow for the scale of future development to support air flow/urban cooling and vegetation growth.

The location of new links and open spaces should be carefully considered in conjunction with planning for future development to the south of the precinct to maximise opportunities for green corridors.

Sites with higher risk of resilience impacts



Campbell Street offers an opportunity to preserve and increase urban canopy and connect green corridors

Potential additional FSR

Constrained site dimensions or height limits — would not achieve tall, slender tower forms or appropriate separation

Existing site-specific controls already reflect development of the site to its maximum capacity, with separation and setbacks not compatible with additional floor space

Sites 1 and 2: Opportunity to achieve an alternative development pattern allowing a more substantial commercial component and better development outcomes on adjoining sites and integration of heritage items.

Sites 2, 3, 4: Provides commercial uses where most suitable and encourages massing to shift from Great Western Hwy to create a better skyline transition that emphasises the character of the CBD as a commercial centre

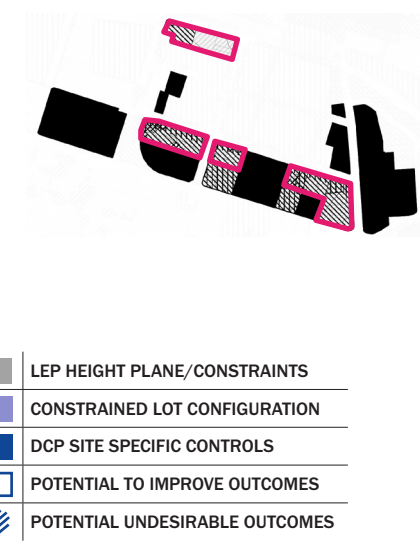
Analysis of additional FSR



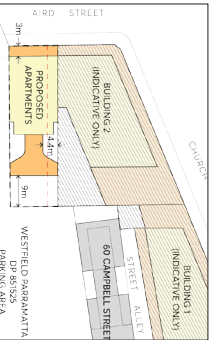
Additional commercial FSR could encourage building massing to be shifted towards Campbell Street and create a vibrant retail street

Site 5: Encourage commercial towers at prime commercial location while encouraging a transition towards the west that emphasises the CBD core area and acknowledges the St Johns cemetery.

Sites with overall lower risk of compromised place values



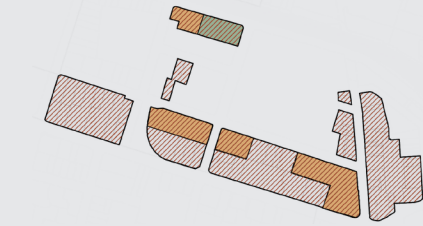
Additional FSR resulting in modern commercial facades at gateway locations could improve the relationship with heritage and improve the centre's commercial image



Development through site-specific DCPs is already at capacity

Implementation

- Allow alternatives to existing bonuses — capped to 5%
- Potential strategic outcomes with medium risk of impacts for up to +2:1 commercial FSR
- Potential strategic outcomes with lower risk of impacts for up to +4:1 commercial FSR



Potential additional controls/further work

- Define and improve the public domain interface along Campbell Street:
 - Maximum 4-5 storeys street wall height to avoid further enclosing the public domain
 - Retain trees and extend street tree planting
- Widen the planned links between Campbell Street and the Great Western Highway to support additional FSR, improving access to sunlight and airflow, providing pocket spaces and additional tree planting

3.4 Auto Alley

Analysis

The review process and detailed built form testing did not identify any sites where the strategic and place objectives could be achieved without compounding impacts to the amenity, character and resilience values of the precinct:



Strategic objectives

Priority: Increase the amount of office space and attract high-quality office jobs

Place objectives (DCP)

Retain the large retail tenancies on the street for automotive uses, while also providing an opportunity for commercial redevelopment

Additional roads and open space are planned

The mixed-use eastern portion must be considered as transition area with lower heights and FSR that respond to the future public domain in the adjacent Marion Street and Station Street special areas

Development along Clay Cliff Creek must recognise its cultural and historical value as a shared public resource, providing deep soil setbacks and creating a highly visible, vegetated, and functional connection between existing green spaces, heritage destinations and transport nodes along the creek corridors



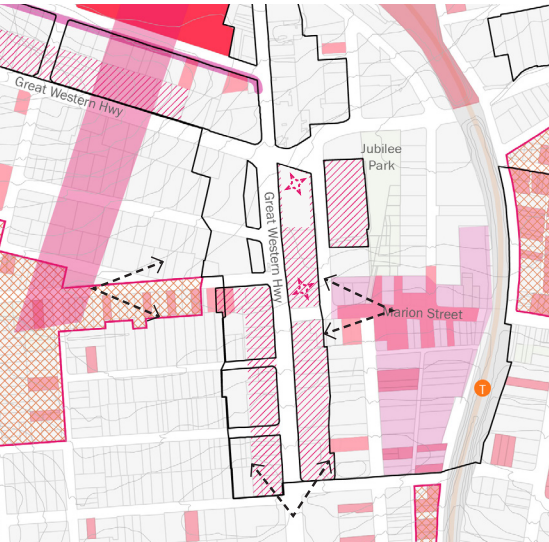
Character

The analysis identified the relationship between the precinct and adjoining special character areas, heritage items, views and vistas, and locations where development would be highly visible and/or could enhance or compromise the image of the precinct and even the centre.

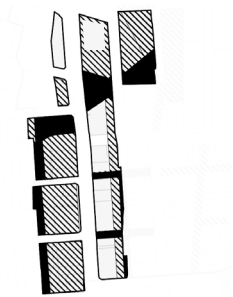
Development to the north-west of the precinct may dwarf the commercial core and impact urban legibility. To the south of the precinct, given the limited height of buildings and reduced separation, additional FSR could result in a continuous wall of development at the main gateway to Parramatta along Church Street which would negatively impact the image of the CBD.

Development will also be seen from, and abruptly transition to, heritage conservation areas and small-scale/fine-grained special character areas. A wall of buildings may alienate the High Street village (HAA, ref S5).

Analysis of character considerations



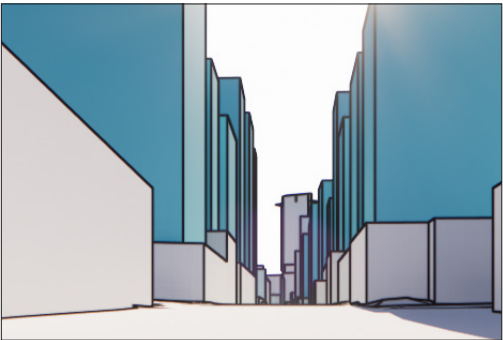
Sites with higher risk of character impacts



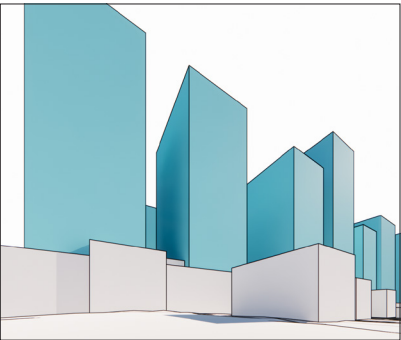
	HERITAGE ITEM/CONSERVATION AREA
	CHARACTER/SKYLINE TRANSITION
	KEY VIEWS AND VISTAS
	HIGHLY VISIBLE LOCATION
	PODIUM CHARACTER



Development to the north of the precinct may dwarf the commercial core



A wall of bulky buildings along Church Street may block views into the CBD instead of framing a recognisable skyline and creating an interesting arrival experience into Parramatta



Abrupt scale transition to High Street

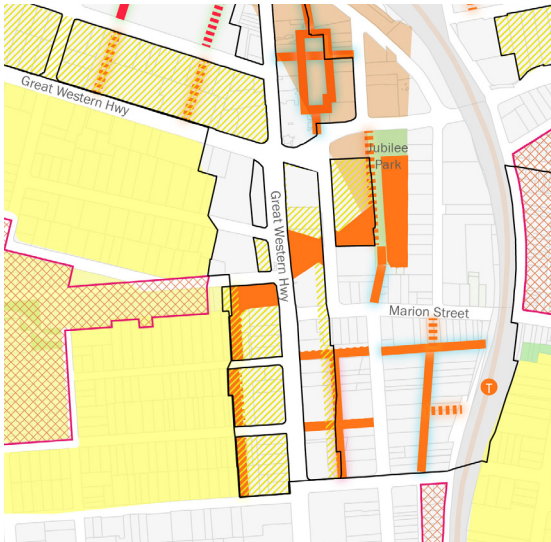
Amenity

The analysis identified areas sensitive to amenity impacts including lower scale residential uses, existing or planned future open spaces. Sites where additional FSR would have a higher risk of impact to amenity were then identified.

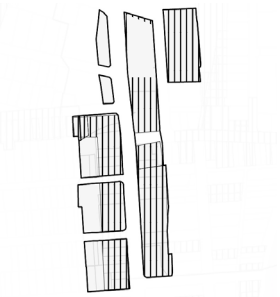
The large canopy trees intended to be planted in Church Street as sites redevelop would enhance the southern approach to the city centre and improve the pedestrian environment along the busy street. However, the amenity improvements should be delivered through a coordinated and accelerated approach as the current lack of amenity would be a major detractor for commercial development. Setbacks within boundary

Even though deep soil is intended to be provided along Clay Cliff Creek, the bulk and scale of development may impact solar access and would not allow the intended highly visible, vegetated corridor.

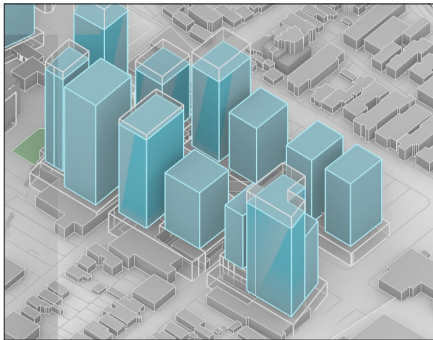
Analysis of amenity considerations



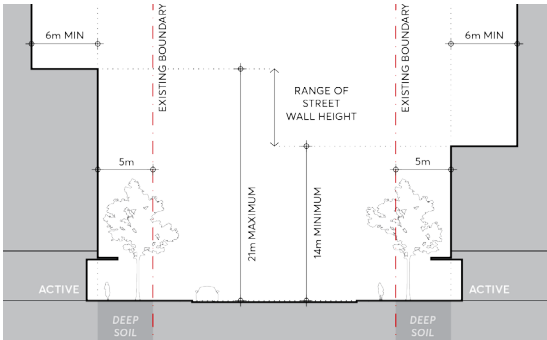
Sites with higher risk of amenity impacts



	EXISTING OR PLANNED PUBLIC/GREEN SPACES
	ARCADES
	SOLAR ACCESS PLANE
	SCHOOL/LOWER SCALE RESIDENTIAL
	TRANSITION TO SENSITIVE USES



Given current controls for adjoining residential areas, further uplift may result in overbearing and poorly articulated built form



Planned amenity improvements along Church Street relies on tree planting within property boundaries which may take too long or happen haphazardly without attracting commercial tenants

3.4 Auto Alley

Resilience

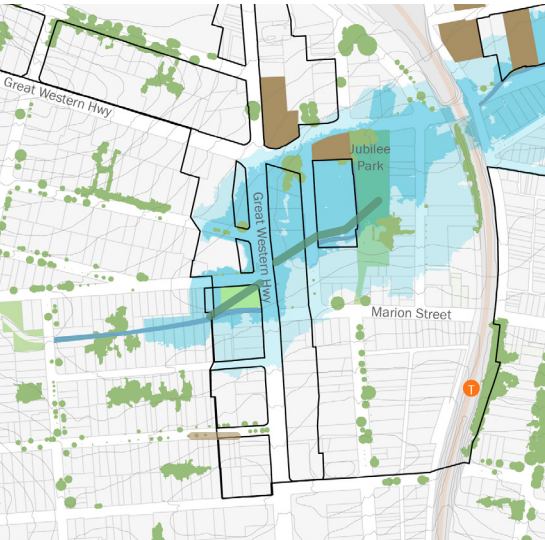
The analysis identified flood affected land, existing vegetation and development that occurred in the past 10 years, as well as opportunities to reduce environmental impacts of development.

A significant portion of the precinct is affected by flooding. Development under current controls would already impact overland stormwater flow, or result in environmentally costly mitigation measures and above ground parking that in turn, reduces pedestrian amenity and safety and discourages walking.

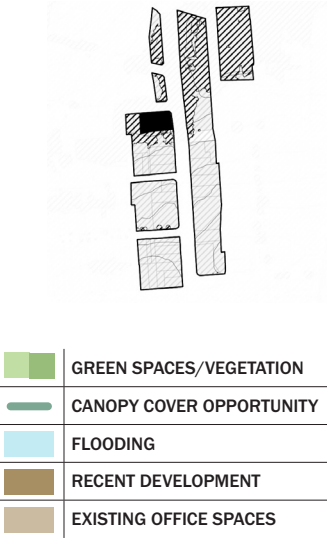
Planned future development has constrained height and very limited building separation. Additional FSR would result in bulkier buildings further limiting air flow and potentially worsening urban heat.

Bulk and scale of development adjoining the creek corridor may prevent suitable conditions for vegetation growth and may not allow WSUD to achieve broader, more meaningful improvements to the creek's catchment.

Analysis of resilience considerations



Sites with higher risk of resilience impacts



Overshadowing may prevent canopy cover from being extended within the precinct along the creek corridor



Buildings close together with little articulation may worsen urban heat

Potential additional FSR

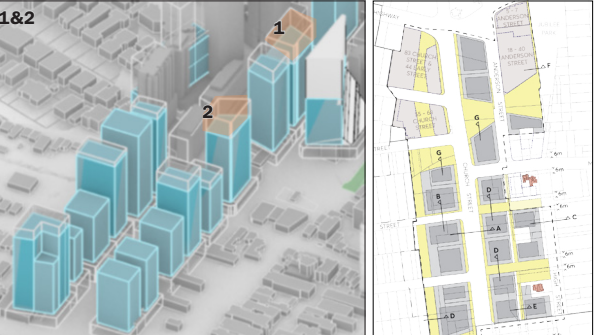
When combining the potential impacts, the analysis identified that there is very limited opportunity for increased FSR in the Auto Alley without multiple impacts that would compromise place values and undermine the strategic objectives.

In addition, various sties have existing site-specific DCP controls that already reflect development of the site to its maximum capacity, with separation and setbacks incompatible with further additional floor space.

Building envelopes in the place based Auto-Alley DCP are close together with limited "gaps" between height and FSR which will be important to allow for some building articulation and more interesting architectural forms at the gateway to Parramatta

Sites 1 and 2 presented as having some capacity within the building envelopes to accommodate additional FSR within an overall lower risk of compromised place values. However, detailed analysis concluded that:

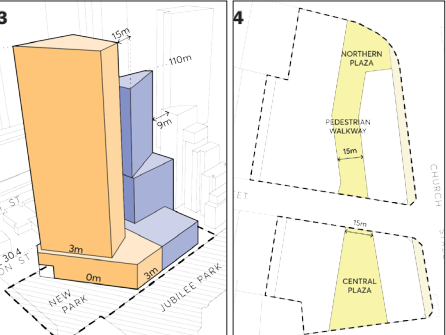
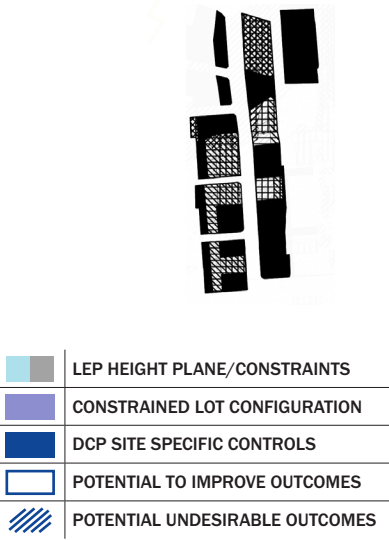
Analysis of additional FSR



For most sites, building separation is very low (as low as 10m) and the current FSR allows limited room for built form articulation. Due to their location, sites 1&2 will require the additional articulation allowed.

- Site 1 sits at a gateway location and, given the large footprint defined in the DCP for that building combined and the limited height, further FSR would result in a bulky building instead of a well articulated landmark design outcome.
 - Site 2 is located at the centre of a view corridor key to the character of the whole area, and the site could better contribute to the landscape corridor. Reconsidering the design and use of this site (including lower FSR or acquisition) could help avoid the Auto Alley precinct becoming a generic, unattractive commercial area.
- While development to the south east of the precinct should be kept at an appropriate scale to protect the character and amenity of the special areas, controls for the estern portion of the Auto Alley could be revised if/when planning is progressed for intensification of development within Council's investigation areas to the west through a coordinated approach.

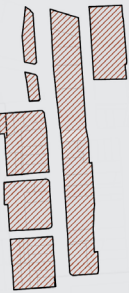
Sites with overall lower risk of compromised place values



Development through site-specific DCPs is already at capacity compromising separation or requiring solar access-driven design instead of a design quality focus

Implementation

Additional FSR would not achieve strategic and place objectives, resulting in compounding impacts to the precinct's amenity, character and resilience values. Allow alternatives to existing bonuses — capped to 5%



Potential additional controls/further work

→ Height controls for the estern portion of the Auto Alley (where it would not affect the conservation area) could be reviewed in the future through a coordinated approach with Council's investigation areas to the west.

3.5 River Edge

Analysis

Strategic objectives

Priority: Review HOB and FSR for the area excluded from the LEP Amendment no. 56. Encourage redevelopment that responds to the importance of the precinct for the character, amenity and resilience of Parramatta as a whole and to ensure the CBD remains attractive to investment.

Potential: Residential uses in the form of narrow buildings with small footprint orientated perpendicular to the river could be appropriate in this precinct.

Place objectives – DCP

The most significant opportunity is to enhance existing views and establish new views towards the River—frame views by maintaining and expanding view corridors and create new links open to the sky visually and physically connecting Phillip Street to the future promenade and river front.

A new upper level promenade is to be delivered by future development to allow a continuous and active edge to the River that would be fronted by cafés, restaurants, bars

Sites with overall lower risk of compromised place values



and other retail tenancies – all with views over the Parramatta River.

Create a premier river frontage and address for the City Centre that delivers quality architectural resolution when viewed along the river, from bridges and from across the river to the north.

Define a continuous foreshore space between the river edge and future building face to provide a system of connected and

Character

The character of Parramatta and its relationship with the river is a key differentiating factor to attract residents, visitors, workers, businesses and investment into the CBD. Development along the river edge may impact the attractiveness of the skyline, built form transition and visual and physical connections between the city, the river and the new MAAS.

Tower facades as seen from the river should be as narrow as possible to maximise views into and from the CBD, and not increase the disconnect between the CBD and the rest of the city.

Height of buildings and facade width should allow at least the top of some commercial buildings to be seen from the river to retain depth of views into the commercial core and the image of the CBD as a commercial centre. The current HOB of up to 92m is considered ideal to achieve that, given that most commercial sites along Phillip Street have developed or are too constrained to achieve maximum height.

To facilitate development and encourage slender forms, the HOB could be increased to 105m subject to strict limits to building widths. Where possible, the upper floors of the towers should step further away from the river.

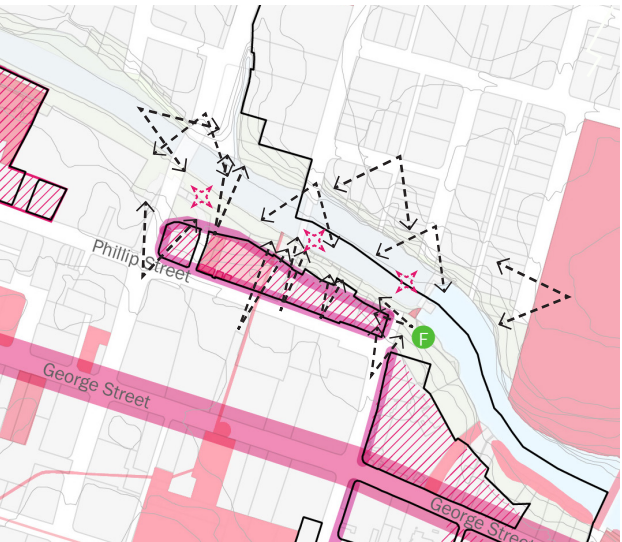
The additional FSR should allow for development to provide an additional building setback to Phillip Street to visually reconnect the alignment of the St George's Terrace on the MAAS site to the heritage items within the precinct. Further setbacks and colonnades at street level will reinforce the street character and further frame vistas to the heritage buildings.

Residential buildings will be highly visible and should provide an outstanding level of architectural resolution, no blank walls and relate to a commercial character so as to not discourage A-Grade office employment on adjoining sites (Urbis ref. s3) .

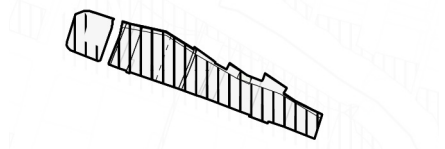
Principles

- *Contribute to the character, legibility and attractiveness of places and the identity of the CBD as a commercial centre*
- *Retain/enhance views and vistas into and within the CBD including views to and from the Parramatta Square, Parramatta Park, the OGH and Parramatta River*
- *Enhance visual and physical connections to cultural/ character-defining features and places*
- *Retain/enhance the spatial definition of the street, urban grain and streetscape character*
- *Retain/enhance existing heritage and provide appropriate transitions and interfaces to character-defining features (including natural features) and places*

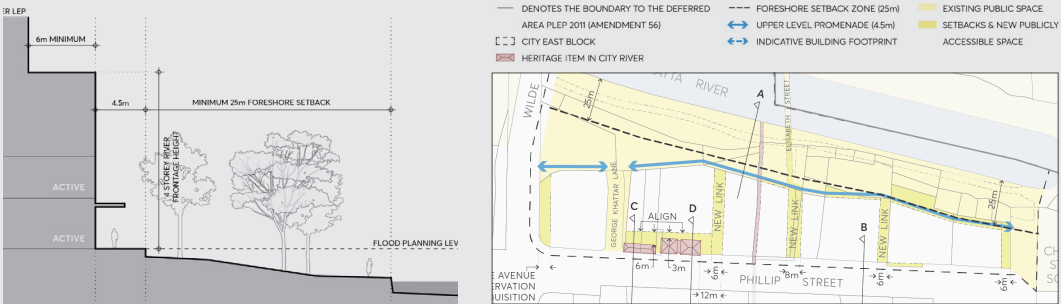
Analysis of character considerations



Sites with higher risk of character impacts



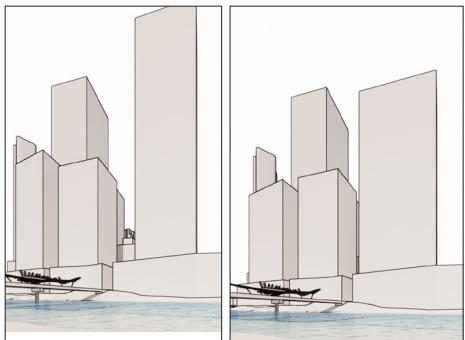
	HERITAGE ITEM/CONSERVATION AREA
	CHARACTER/SKYLINE TRANSITION
	KEY VIEWS AND VISTAS
	HIGHLY VISIBLE LOCATION
	PODIUM CHARACTER



The future Parramatta Powerhouse Museum
Source: Infrastructure NSW



Contextual reference for height of buildings, with different floorplate widths, approximately 27m (left) and 45m (right)



Impact of different floorplate widths on the character of the precinct 35m (left) and 45m (right)

3.5 River Edge

Amenity

Solar access planes currently apply to development to the north of the river and reinforce the value of retaining an open environment along the waterfront. Comparison of the sky view factor across the FSR range should still be undertaken for any buildings to the south given the value that the pedestrian experience of the riverfront has to the community and to the prosperity of the CBD.

Bulky or overscaled buildings facing the river corridor must be avoided and a generous building separation should be sought.

The first sites that develop will directly influence how other sites within the precinct can be developed. For additional FSR, envelope testing should demonstrate that other sites can achieve equivalent or better amenity outcomes than through the current DCP controls (including building separation, open links, built form articulation and permeability, and the upper level promenade).

To achieve improved visual and physical connectivity to the Elizabeth Street bridge, the current controls rely on redevelopment of a site constructed in the past 20y with limited additional capacity. To achieve additional FSR, development should demonstrate that alternative configurations to realise this important objective have been sought.

Footpaths are narrow and amenity is poor along Phillip Street. Setbacks at street level are provided along all sites with one exception that should not be accepted as precedent. Retaining and augmenting those setbacks is required to enable the intended thriving retail.

Given the sites are highly constrained, additional FSR may result in a significant volume of above ground parking which could undermine all amenity objectives for the riverfront as well as Phillip St.

Principles

- Provide adequate open/green spaces and retain/enhance solar access and conditions for people to use existing and planned future public spaces and for vegetation to grow
- Development to respond to opportunities for providing more/larger publicly-accessible spaces while increasing ground floor activation and street vitality
- Minimise above ground parking, vehicular access and servicing impacts on the public domain
- Provide a transition in building scale and bulk towards sensitive uses at the CBD edges, including residential and open spaces
- Minimise impacts on access to light, air and outlook for occupants of existing and future buildings and from the public domain

Resilience

Providing additional links open to the sky and an appropriate ratio of height x separation of buildings facing the river is essential to allow airflow and avoid further urban heat impacts across the whole CBD.

Additional FSR and redevelopment provides opportunities to implement additional urban cooling measures planned along Phillip Street.

Additional FSR should encourage development to provide flooding mitigation measures, escape routes and shelter in place that benefit the broader place/precinct.

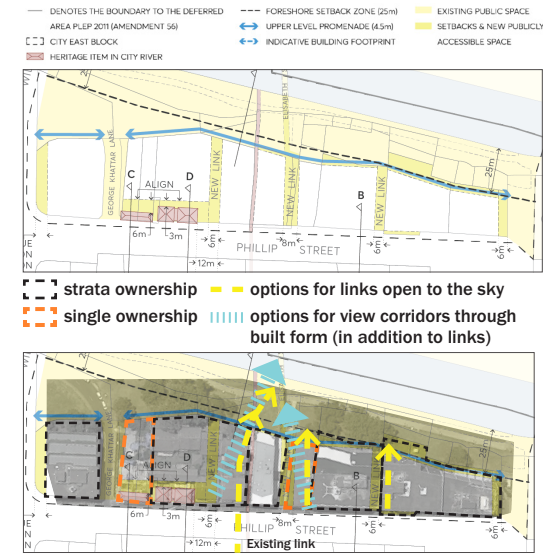
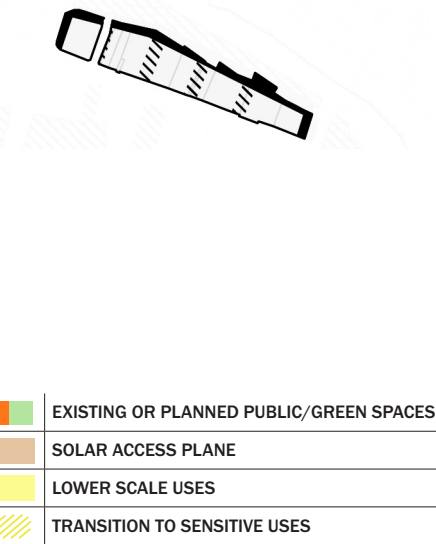
Principles

- Respond to cumulative impacts of development: environmental, social and economic, and potential impacts and benefits of development across scales: site, place and CBD-wide
- Promote orderly, high-quality development that is not speculative and can be realised while retaining the amenity/development potential of adjoining sites and enhancing the commercial character/viability of the CBD
- Retain/enhance community cohesion and the diversity and quantum of existing employment uses and opportunities
- Upgrade, adapt and reuse existing buildings
- Retain/enhance drainage corridors, deep-soil, vegetation and canopy cover, reduce urban heat

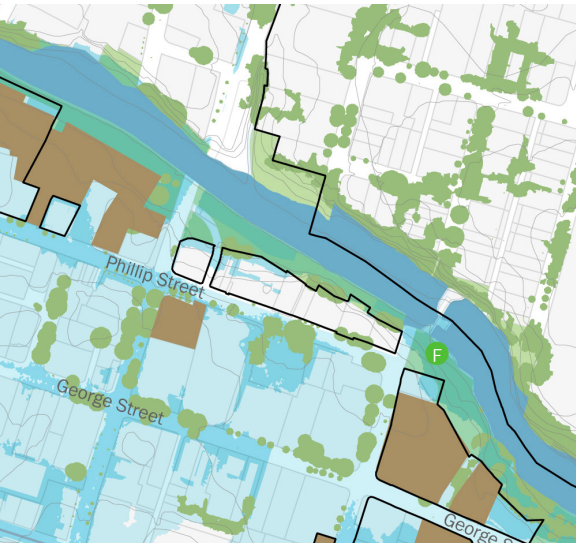
Analysis of amenity considerations



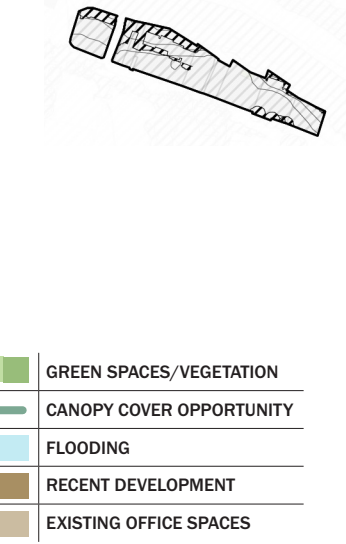
Sites with higher risk of amenity impacts



Analysis of resilience considerations



Sites with higher risk of resilience impacts



The plan for improving visual and physical connectivity to the Elizabeth Street bridge relies on redevelopment of a constrained site with limited additional capacity (may never redevelop)



Planned links rely on amalgamation of multiple strata and delivery of the upper level promenade outside property boundaries is uncertain given significant level differences across sites



Setback at street level is provided, with the exception of one site more recently developed.



3.5 River Edge

Potential additional FSR

The first sites that redevelop will directly influence the building massing distribution across the precinct. The envelope options testing should compare the outcomes of a range of FSR, as well as (except for Site 1) the outcomes of the resulting envelopes on all the other sites. All sites should be able to achieve equivalent or better development potential and place/public domain outcomes.

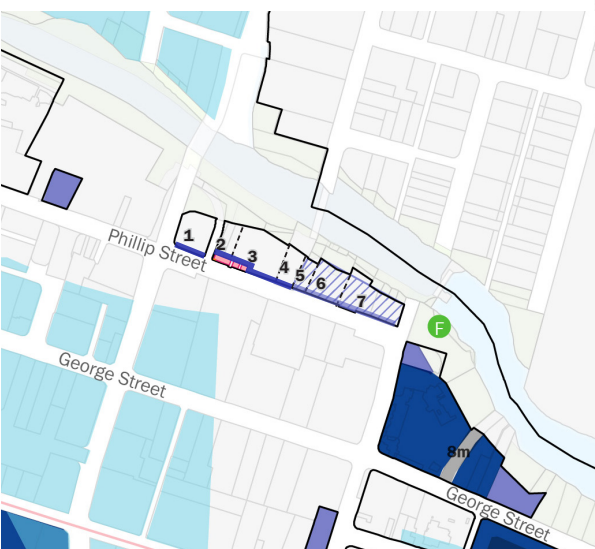
The recommended total maximum FSR (including existing bonuses and subject to conditions) is 8.7:1. FSR of 9.7:1 may be acceptable to additional conditions and stricter envelope testing and car parking requirements.

Site 1 may be able to achieve further FSR (assuming additional FSR does not apply to land to be dedicated) given the lower risk of cumulative impacts, subject to reduced parking, scale transition and an appropriate design response to the MAAS and the riverfront.

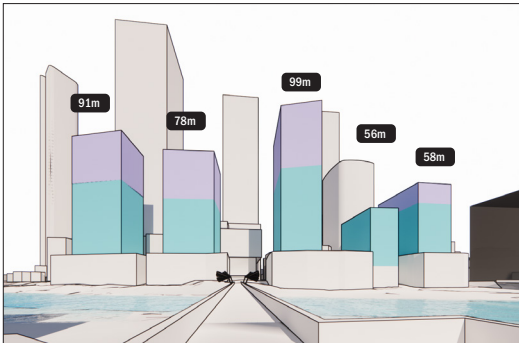
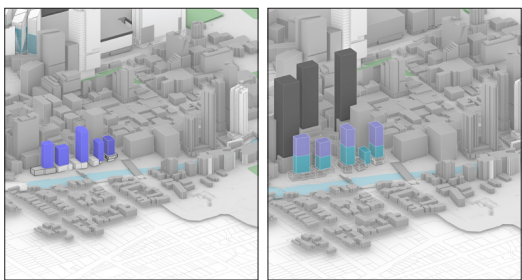
Site 3 was assumed to be developed on its own (assuming additional FSR does not apply to heritage land) . If amalgamated, the maximum FSR should not be sought as it will result in disproportionate outcomes.

Analysis of additional FSR

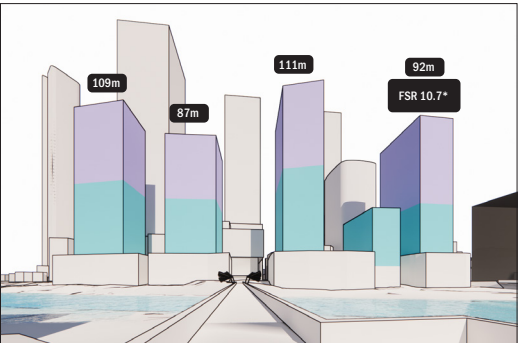
Sites with overall lower risk of compromised place values



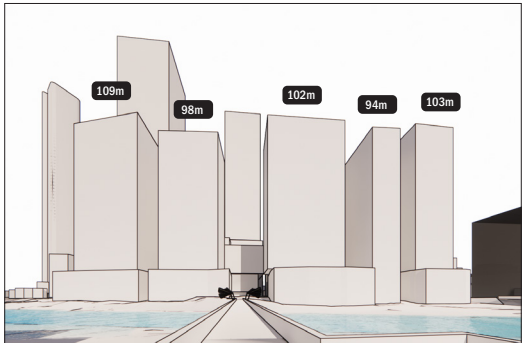
Example of FSR and HOB that achieve an appropriate bulk and scale transition considering the existing and future character (i.e. maximum height on sites yet to be developed) within the commercial core



FSR 8.7



FSR 9.7*

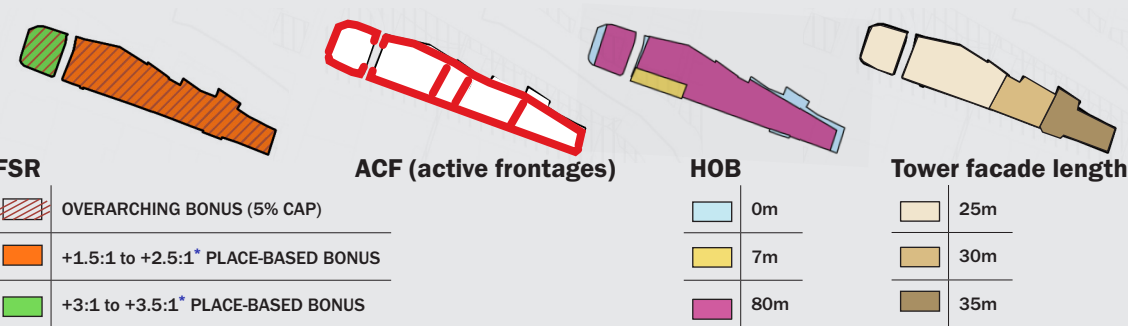


Undesirable outcome (FSR 12.1 and current floorplate controls)

In addition to the overarching bonus conditions and current DCP, site specific assumptions, conditions and envelope testing considerations for comparison of the range of FSR are as follows:

- Site 1: Land dedication to the west, setback to Phillip St + setback at street level, setback at upper levels of tower, 25m maximum width.
- Sites 2, 3 and 4: Setback to Phillip St up to the link connecting to the bridge + setback at street level, 25m maximum width
- Site 4: Constrained site with limited additional capacity. Consider acquisition, land swap, amalgamation with site 5 and realignment of the bridge access as alternatives to achieve the required link.
- Sites 5, 6 ,7: Site depth constrains. Increased tower width is allowed to enable redevelopment, subject to further publicly accessible and/or setbacks between podiums being provided in addition to the current DCP.

Implementation



Place-based bonus objectives/conditions

- Minimum 1,300m2 site area
- All buildings appropriately transition (bulk and scale) to the river, heritage and cultural features (MAAS)
- Minimum one pedestrian link per development, 6m wide at grade, minimum 4.5m width open to the sky
- No parts of the development are located within a minimum of 25m from the river foreshore and publicly accessible spaces are provided as per the DCP or resulting in a better public domain outcome
- Both frontages to Phillip St and the river are defined as "Active frontages" and above ground parking (at ground and 1st floors as a minimum) is sleeved with active uses
- The tower facade as seen from the river foreshore must not exceed the specified widths
- May exceed HOB up to 105m, with the upper floors of the towers stepping away from the river as possible.
- Maximum 4 storeys podium along all frontages
- Provide an integrated landscape and urban design study showing how development potential and design objectives (including the open links and an improved connection to the pedestrian bridge can still be achieved by neighbouring sites)

Place-based bonus — Envelope testing considerations for maximum FSR

- Provide a massing envelope options study across the FSR range as per section 2.4 including comparison of the relationship with the river and the MAAS, podium scale and active frontage outcomes
- Minimum tower separation: 18m irrespective of use
- Provides one additional pedestrian link open to the sky (podium setbacks), i.e. one link at each side (E-W) of each building
- Maximum carparking is as per the bottom of the FSR range or the development:
 - includes a parking, access and servicing study
 - makes provision for future shared servicing, parking access to neighbouring sites, and
 - achieves equivalent envelope testing outcomes for podium scale and activation equivalent or

Assumptions for any place-based bonus:
1. Additional FSR is not applied to land to be dedicated or associated to heritage items (applies to publicly accessible spaces)
2. Sites will be removed from "Area A"
3. Minimum 1:1 commercial floor space and active frontage along riverfront and street are required
4. Sites may become "isolated" as per current definition

Potential additional controls/further work

- Define/improve the public domain interface along Phillip Street. Consider:
 - 1m front setback where indicated to respond to heritage items
 - double height street level setback minimum 2m width
 - prohibit blank walls facing any site of the development
- To maximise positive outcomes and development potential across all sites, undertake an integrated built form and landscape masterplan for the whole block (including council land/potential land swap) informed by parking, servicing, heritage and an independent economic feasibility study

4 SUMMARY OF RECOMMENDATIONS

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4

Summary of recommendations

Overarching bonus

An FSR bonus of 5% for commercial uses is recommended as an alternative to the existing High Performing Building bonus that only benefits residential uses.

The criteria for the bonus should be achievable by all sites in the Transition Area while balancing the resulting built form outcomes.

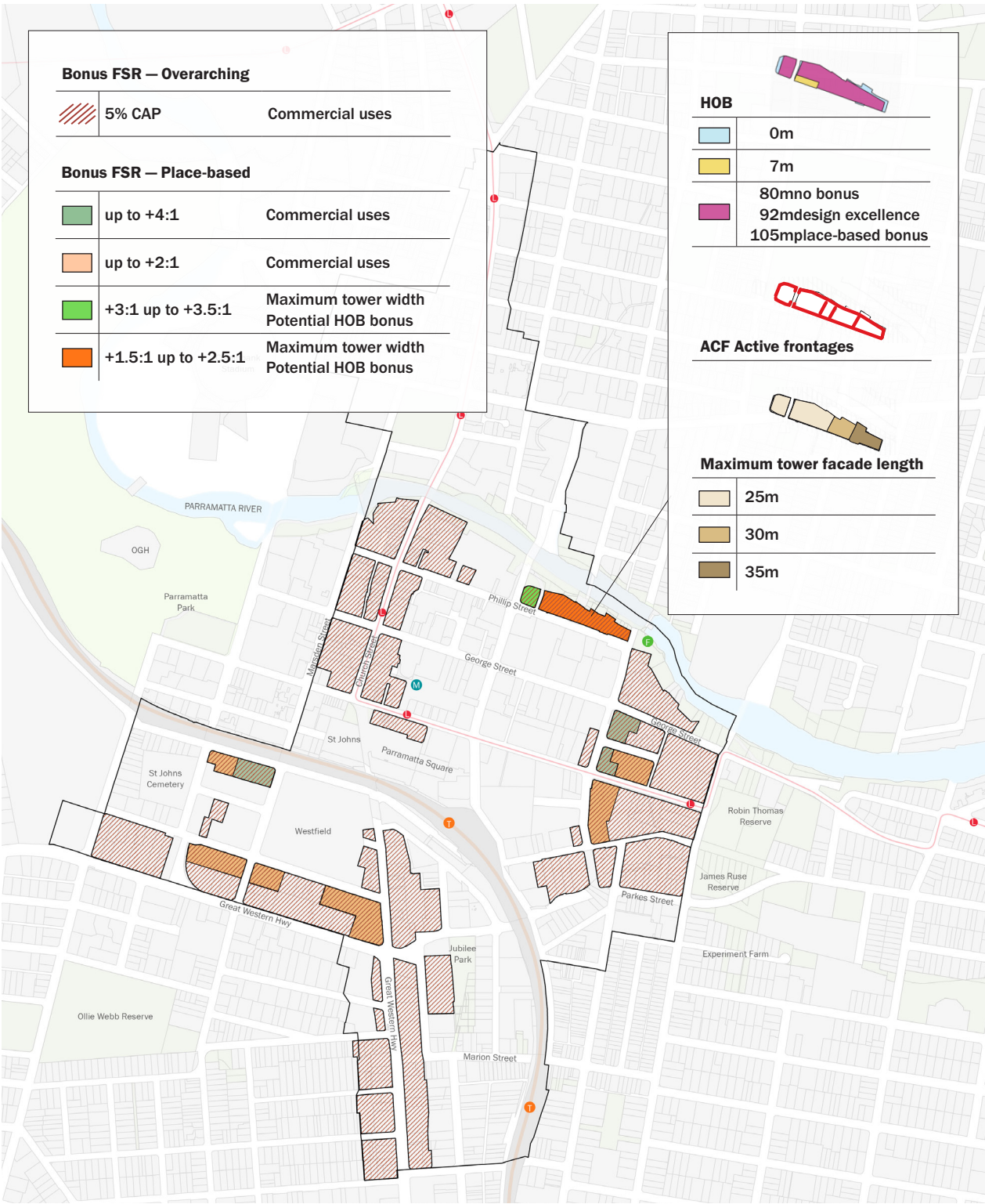
The following options were identified to be suitable to allow for an additional 5% commercial FSR while encouraging further strategic outcomes:

- Allow additional floor space for development that achieves/exceeds sustainability benchmarks, e.g.:
 - resource efficiency targets
 - emissions targets
 - sustainability outcomes at place/precinct scale
- Allow additional floor space equal to the area/amount of floor space that is provided by the development for:
 - vehicular access, basements and loading docks that can be shared with development on adjoining sites
 - existing above ground parking converted into commercial uses
 - end of trip facilities
 - water sensitive urban design, deep soil, canopy cover retained or delivered above what is already required

Conditions

- The additional GFA will only be used for commercial purposes.
- The sum of the total additional GFA achieved through this bonus and through the High Performing Building bonus should not exceed 5% of the total GFA achievable by applying the maximum permissible FSR to the land.

Note: Refer to Chapters 2 and 3 for more detailed conditions for bonuses, including site-specific conditions for the place-based bonus, and for recommendations about additional work to be undertaken or potential future DCP controls to support the additional FSR.



Place-based bonus

Further additional GFA for commercial uses (or, for sites in the River Edge precinct, irrespective of the use) may be allowed on certain sites where:

- the strategic objectives for the site can be achieved
- the resulting impacts to the amenity, character and resilience of the broader place can be minimised through conditions and additional controls

The maximum additional GFA should be determined by:

- a pre-defined cap for additional FSR based on the identified cumulative risk of impacts to the place values resulting from additional GFA
- comparative testing of different building massing envelopes applying a range of FSR (up to the cap) to establish the appropriate FSR to the site's context
- the portion of the land that meets the requirements for additional FSR, and by applying the appropriate additional FSR to that portion of the land

Building massing envelope testing

Building envelope options reflecting a range of potential additional FSR (up to the cap) should be submitted along with a base case option that complies with the maximum permissible FSR (including the current bonuses) and all applicable controls in the City Centre DCP. Options should be compared in relation to:

- overshadowing of existing or planned public spaces
- sky view factor from the public domain
- provision and retention of deep soil and vegetation
- response to heritage items and conservation areas, and to the existing and future character of places
- building massing distribution, tower slenderness
- view corridors and vistas, skyline character/legibility
- the scale of podiums, amount of above ground parking and activation of the street
- development potential and amenity of the adjoining sites and the public domain

The testing of envelope options should demonstrate:

- to achieve additional FSR, an outcome equivalent to the base case
- for a site-specific DCP or variation to the City Centre DCP, a better outcome than the base case.

Conditions

- Meet the requirements for the High Performing Building Design bonus (or the new Overarching Bonus) and the Competitive Design Process
- Retain the quantum of jobs/the amount of office space existing before redevelopment
- Retain and restore all heritage items on site
- Retain the quantum of deep soil and canopy cover
- Does not adversely impact the curtilage of heritage

items or the character and setting of conservation areas and special character areas

- Does not result in poorly distributed massing between buildings within the development, tower and podium forms, and surrounding buildings
- Does not result in additional overshadowing of important existing/planned public spaces or loss of daylight and sky views from public places
- Siting, orientation, height and width of buildings does not impact important view corridors and vistas or result in residential development dominating the CBD skyline

River Edge precinct — additional conditions

- Minimum site area: 1,300m²
- The tower facade has a maximum horizontal length facing the Parramatta River as specified (map)
- Active frontages are provided as per the map, with above ground parking facing Phillip St and the river (up to the 1st floor as a minimum) sleeved with active uses
- No parts of the development are located within a minimum of 25m from the river foreshore
- Publicly accessible spaces and links are provided as per the current DCP or result in a better outcome in relation to the place objectives in the DCP, and include:
 - a minimum of one pedestrian link, 6m wide at grade and open to the sky for 4.5m
 - to achieve the maximum FSR, one pedestrian link at each side (E-W) of every building in the development
- The envelope options testing should also encourage appropriate setbacks to Phillip Street, minimise the podium scale and achieve a better design response and scale transition to the river and the MAAS
- Provide an integrated landscape and urban design study showing how the development potential and design objectives (including the open links and an improved connection to the pedestrian bridge) can still be achieved by neighbouring sites

Sites outside the River Edge precinct

- Minimum site area: 1,800m²
- The site contains a regular shaped area with minimum dimensions of: 40m X 35m for corner sites with at least two street frontages, or 40m otherwise
- The bonus FSR applies only to the area of the site that:
 - has the minimum dimensions above and has a building subject to a design competition, or
 - allows for new publicly accessible spaces on privately owned land
- The tower facade has a maximum horizontal length of 40m above the height of 105m
- The additional FSR does not result in additional above ground car parking

