



**CITY OF
PARRAMATTA**

Parramatta CBD Planning Proposal – Response to Gateway Conditions

Urban Design and Feasibility Study for the Church Street Precinct – prepared by Council Officers, and associated Heritage Study for the Church Street Precinct – prepared by City Plan Heritage

7 June 2019

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1. INTRODUCTION

1.1. Purpose

The purpose of this Study is to outline urban design, feasibility and heritage testing of an upper level (tower) setback planning control for sites within the Church Street Precinct as evidence for an alternative position to that in the condition in the Gateway Determination for the Parramatta CBD Planning Proposal.

1.2. Background

The City of Parramatta Council is preparing a planning proposal to change the development controls and significantly increase the extent and density of the Parramatta CBD. The purpose is to facilitate Council's vision of building Australia's 'Next Great City' as well as the NSW Government's strategy for Parramatta CBD to be a Metropolitan Centre for the Central City as envisioned in the Metropolis of Three Cities approach for Greater Sydney.

The Gateway condition for the Church Street Precinct requires Council to apply the planning controls in the condition or submit a study demonstrating different planning controls will not adversely impact on the heritage values of Church Street.

Since Council began the work to amend the planning controls for the Parramatta CBD, a number of site-specific planning proposals have been lodged seeking to amend the planning controls generally in line with the densities envisioned in the CBD PP. The assessment of SSPPs for sites within the Church Street Precinct required Council staff to undertake detailed urban design testing of built forms. This testing focused on the upper level setback of towers to Church Street and whether a viable tower floor plate could be achieved.

Council considered this testing and the recommended outcomes in a Council report on 10 September 2018 for the section of Church Street between Macquarie Street and Parramatta River (the Study Area - Figure 1). [This study details the urban design and feasibility testing by Council Officers and the findings from a heritage study prepared by consultants, City Plan Heritage.](#)

1.3. Structure of this Report

Section 2 of this report summaries the advancement of the strategic planning framework commencing in 2013 to create a world-class CBD for Parramatta.

Section 3 details the urban design analysis, beginning with the physical structure of the CBD in Section 3.1, followed by a focused discussion in Section 3.2 on the role of the Church Street Precinct within the CBD and description of the lot and building patterns. Section 3.3 describes the building envelope analysis prepared by Council officers with urban design testing of 18m, 12m and 10m upper level (tower) setback scenarios forms (Test #1). This is followed by more detailed urban design and feasibility testing of the 12m upper level (tower) setback control (Test #2).

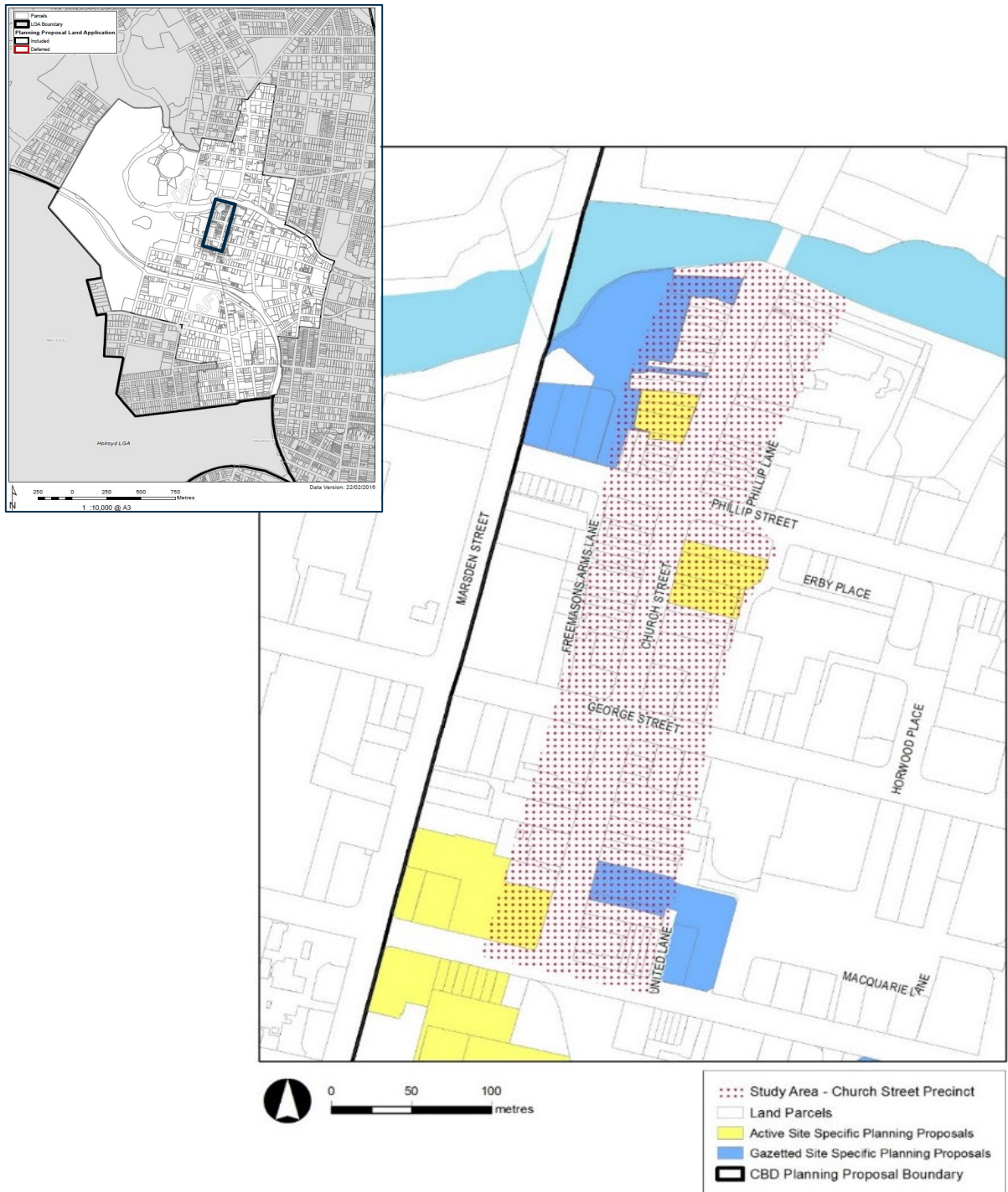
Section 4 contains a synthesis of the analysis in the proceeding section, followed by conclusions at Section 5. This is followed by Appendices, with the City Plan Heritage Study at Appendix 6.

1.4. Assumptions and inclusions

The urban design investigation in this Report is based on Floor Space Ratio (FSR) and Height of Building controls as endorsed by Council, specifically a 10:1 FSR and building heights controlled by the prescribed airspace surface for Sydney Airport and sun access plane for Parramatta Square. The feasibility investigation included in this report refers to the 'developability' of a site considering floor plate efficiency, yield and design outcomes. Financial feasibility of individual sites was not part of this testing.

1.5. The Study Area

Figure 1 – The Study Area: The Church Street Precinct, and as within the CBD Planning Proposal boundary (insert)



2. BACKGROUND

2.1. The strategic planning framework for Parramatta CBD

In July 2013 the City of Parramatta Council (Council) resolved to prepare a study for creating a world-class CBD for Parramatta and since this time has been engaged in a strategic planning project to advance a new planning framework for the Parramatta CBD. The culmination of this work is the draft Parramatta CBD Planning Proposal (CBD PP).

Key studies that informed the CBD PP were the *Parramatta CBD Planning Framework* (2014) and *Parramatta CBD Planning Strategy* (2015) which set out a vision for an expanded and more intense commercial core to strengthen and facilitate the role of Parramatta as a CBD supported by higher density residential. Through draft planning controls, the CBD PP provides greater detail and direction about how this vision could be achieved.

Located at the geographical centre of Sydney, Parramatta is a centre for employment, housing, recreation and cultural opportunities and the planning framework set out in the CBD PP supports this position, which in turn supports the Greater Sydney Commission’s vision for Parramatta CBD as the Metropolitan Centre for the Central City within the Metropolis of Three Cities approach for Greater Sydney (Figure 2).

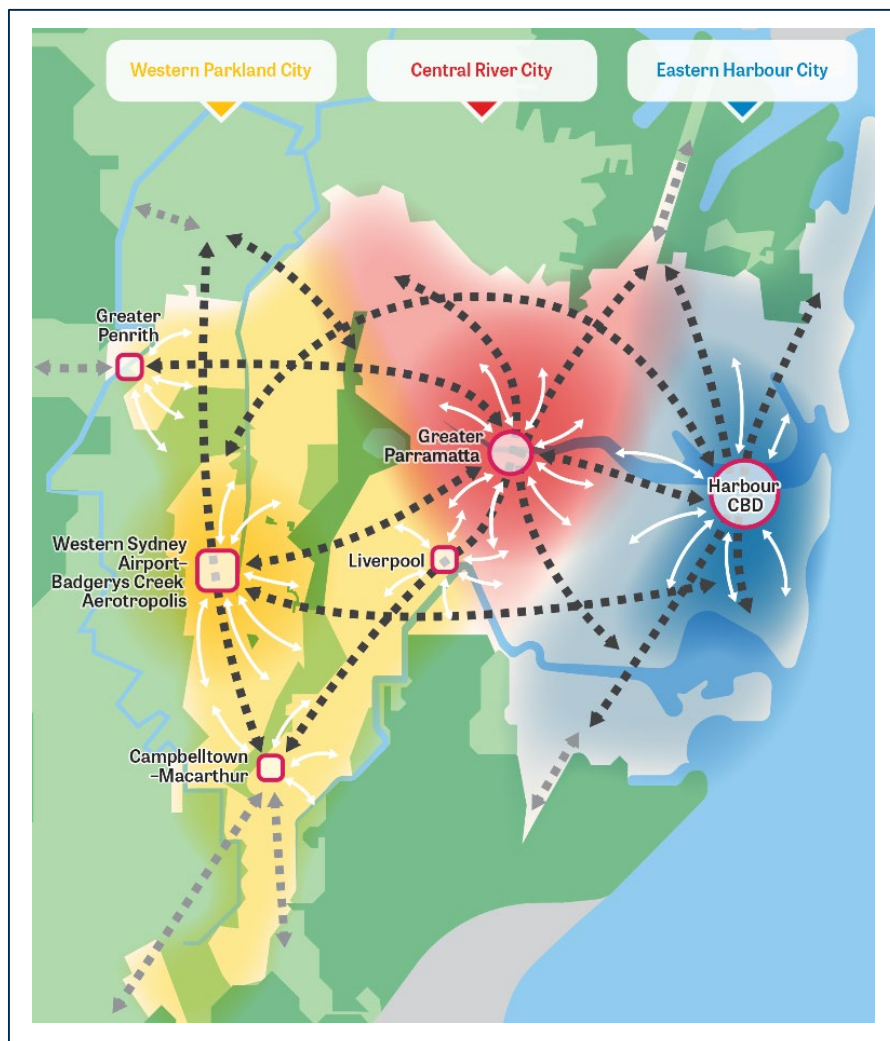


Figure 2 - The Metropolis of Three Cities Vision to 2056, Greater Sydney Commission, 2018

2.2. Parramatta CBD Planning Framework

In 2013 Council commissioned consultants, Architectus and SGS, to review the current planning framework and identify opportunities, constraints and market conditions impacting on development and develop a recommended planning framework that Council can implement to establish Parramatta CBD as a leading centre.

Key recommendations were an expansion of the commercial core, built form controls guided by FSR, the scale of development guided by land size, tower slenderness, design excellence and value sharing uplift. Key planning controls included FSR of 10:1 for the city centre and 6:1 in the periphery areas, no height controls and design excellence of 15%. In September 2014 Council considered a report on the Parramatta CBD Planning Framework and resolved to support the report recommendations subject to some amendments.

2.3. Parramatta CBD Planning Strategy in 2015

The Architectus framework plan was consolidated into the Parramatta CBD Planning Strategy in 2015 and, together with technical studies, formed the basis for draft planning controls in the CBD PP. Key planning controls in the CBD PP were 'Base' and 'Incentive' FSR and Height of Buildings controls, with the 'Base' generally reflecting the current controls in Parramatta Local Environmental Plan (LEP) 2011 and the 'Incentive' being the maximum permissible. Base and incentive FSR and height of buildings controls were introduced to facilitate calculation of value uplift for 'community infrastructure' and was divided into 'Phase 1' and 'Phase 2' value sharing.

Phase 1 value sharing refers to sharing a proportion of the land value uplift between "Base" (current) FSR controls and "Incentive" FSR controls. Phase 2 value sharing refers to sharing a proportion of the land value uplift on Opportunity Site FSR, which is an additional 3:1 FSR achievable for certain sites in the B4 Mixed Use zone. Other key planning provisions include bonus schemes associated with Design Excellence processes and High-Performing Buildings; however, these are not subject to value sharing. Figure 3 below summarises the approach to FSR controls and Community Infrastructure Funding phases as articulated in the Parramatta CBD Planning Proposal.

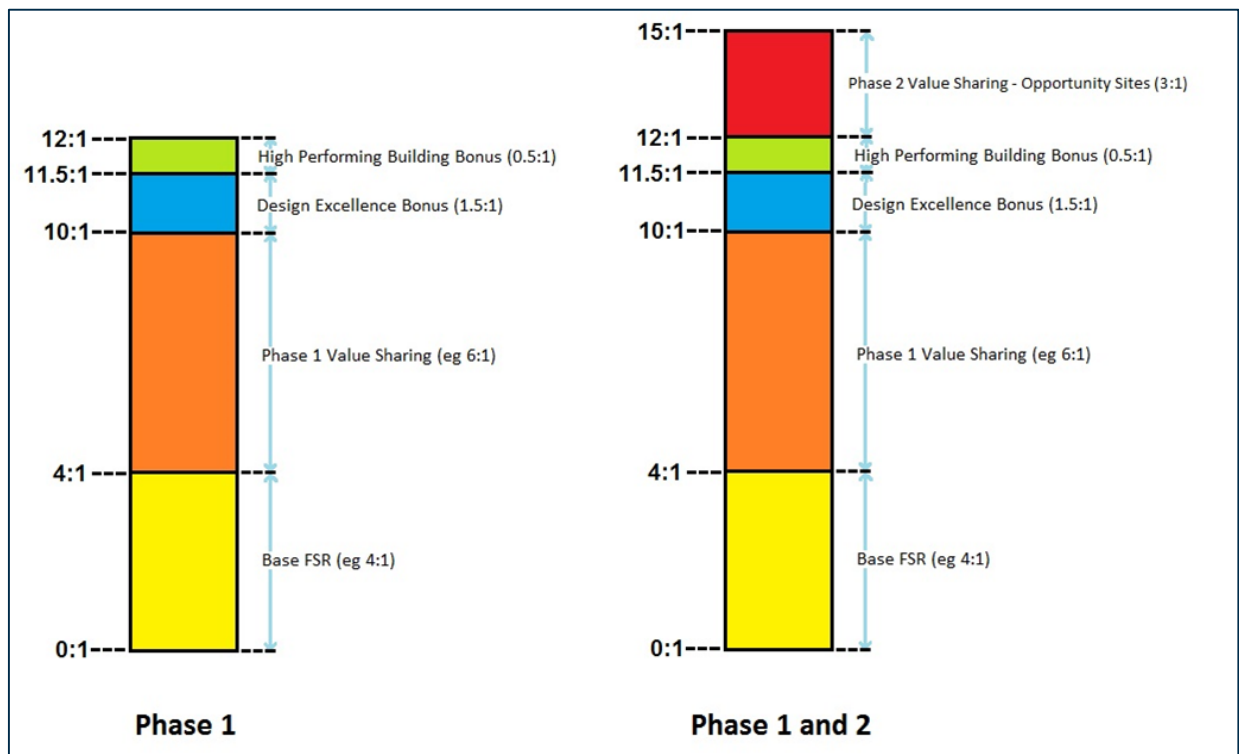


Figure 3 Parramatta CBD Planning Proposal FSR controls and Community Infrastructure Funding Phases

The technical studies that informed the CBD PP included heritage, flooding, economic, sustainability and infrastructure. The supporting heritage study prepared by Urbis consulting, reviewed the Architectus study and Planning Strategy to understand and address the impact of the proposed new controls on Indigenous and European items of heritage significance, including significant areas and places. The Urbis heritage study aimed to ‘support the City of Parramatta Council’s vision for the growth of the Parramatta CBD as Australia’s next great city through a clear and innovative planning framework to enable growth whilst respecting its heritage’. The study responded by recommending, inter alia, modifications or additions to planning and development controls to address heritage related impacts on items within the CBD and periphery areas of the Planning Proposal with a focus on a change to FSRs.

For the Church Street study area, the Urbis heritage study recommended retaining the current 12m Height of Buildings control and 3:1 FSR permissible under PLEP 2011 for the first 18 metres of the site, with the remainder of the site to have an FSR of 10:1 and no height of buildings controls; except sites where substantial redevelopment was not possible and then a 12m height of buildings control and 3:1 FSR applied to the entire site. These FSRs refer to the maximum permissible i.e. the ‘incentive’ and are shown in Figure 4.

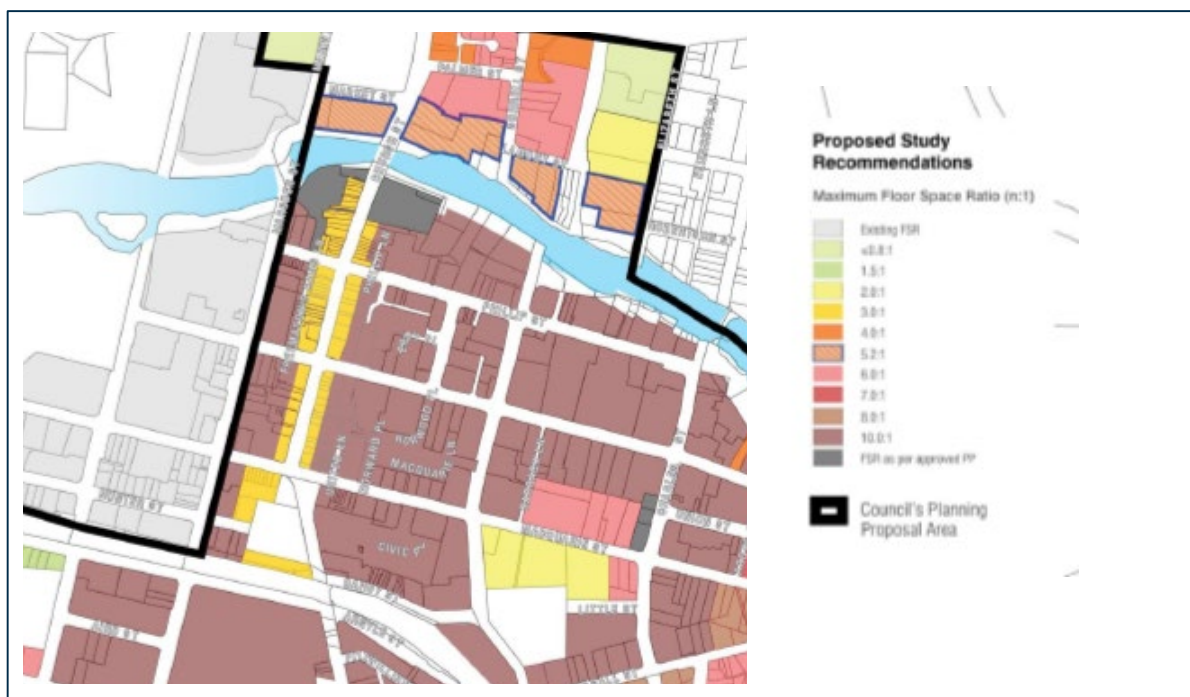


Figure 4 - extract from the Urbis Heritage Study 2016 – recommended FSRs

This Urbis Heritage Study was presented to Council as part of a report to Council on 14 December 2015. This report on key policy areas required strategic direction from Council to enable finalisation of a draft CBD. One of these policy areas was Incentive FSR and height of building controls for areas affected by heritage. For Church Street, two options were presented to Council, the first based on recommendations from the Heritage Study prepared by Urbis (as outlined above). The second alternate option was based on feedback received during Councillor Workshops. Council resolved at the meeting on 14 December 2015 to support the second alternate option with modifications, which in effect would rely on the existing standard heritage clause to provide the necessary heritage protections.

2.4. Parramatta CBD Planning Proposal

Gateway Application

The modified second option for Church Street reflects the mapped Incentive FSR and height of buildings controls contained in the Council-endorsed 11 April 2016 CBD PP and submitted to DPE on 21 April 2016 for the purpose of seeking a Gateway determination to allow public exhibition. For the majority of Church Street, these controls were an Incentive FSR of 10:1, an Incentive Height of Buildings control of 12 metres (or 3 storeys) on a nil setback for the first 18 metres, with the remainder the site unrestricted to the Radar Terrain Clearance Chart RTCC). The part of Church Street that had different controls was the block bounded by Macquarie, George and Freemasons Lane where the Incentive FSR was 10:1 and Incentive Height of Buildings control was 12 metres (or 3 storeys) on a nil setback for the area of the whole site. Other applicable controls that applied to the whole of Church Street included a Design Excellence bonus of 1.5:1 (15%), High Performing Building FSR Bonus of 0.5:1 (5%) and Opportunity Site bonus FSR of 3:1.

During the Gateway assessment period, Council progressed further studies and made several amendments to the CBD PP. One of these studies was a *Heritage Study of Interface Areas* prepared by Hector Abraham Architects and commissioned by Council to address concerns raised by DPE and the Heritage Office of NSW. The concerns related to sites within interface or transition areas to heritage conservation areas and low scale areas and solar access. One of the recommendations of the study was to amend Clause 7.21 - Managing heritage impacts in PLEP 2011 which applies to the whole of the CBD to '*ensure that development in the Parramatta City Centre demonstrates an appropriate relationship to heritage items and heritage conservation areas that responds positively to heritage fabric, the street and the wider area*'. The amended heritage clause provides additional protections above the current (standard) heritage clause with a copy attached at Appendix 4.

Council also assessed several site-specific Planning Proposals (SSPPS) along Church Street and reported these to Council during the Gateway assessment period. As part of the Council officer assessment of these SSPPs, urban design testing of potential planning controls were undertaken. The outcomes of the testing informed the most recent report to Council on 10 September 2018 in relation to policy issues affecting the CBD PP.

The purpose of the 10 September 2018 report to Council was to provide options for Councillors to consider when amending the CBD PP to address issues raised at earlier Councillor Workshops and consistency with various site-specific PPs. One of these issues - Issue B related to the setback of towers to Church Street to protect the heritage streetscape. Councillors considered three options to address this issue and resolved to adopt Option B3, which provided for a 12m tower setback control with a maximum 12m height controls in this setback area. The Incentive FSR of 10:1 and bonus FSR provisions still apply under this resolution.

Figure 5 shows a potential indicative only podium and tower building envelope permitted under the draft Parramatta CBD Planning Proposal .

Radar Terrain Control Chart RL243

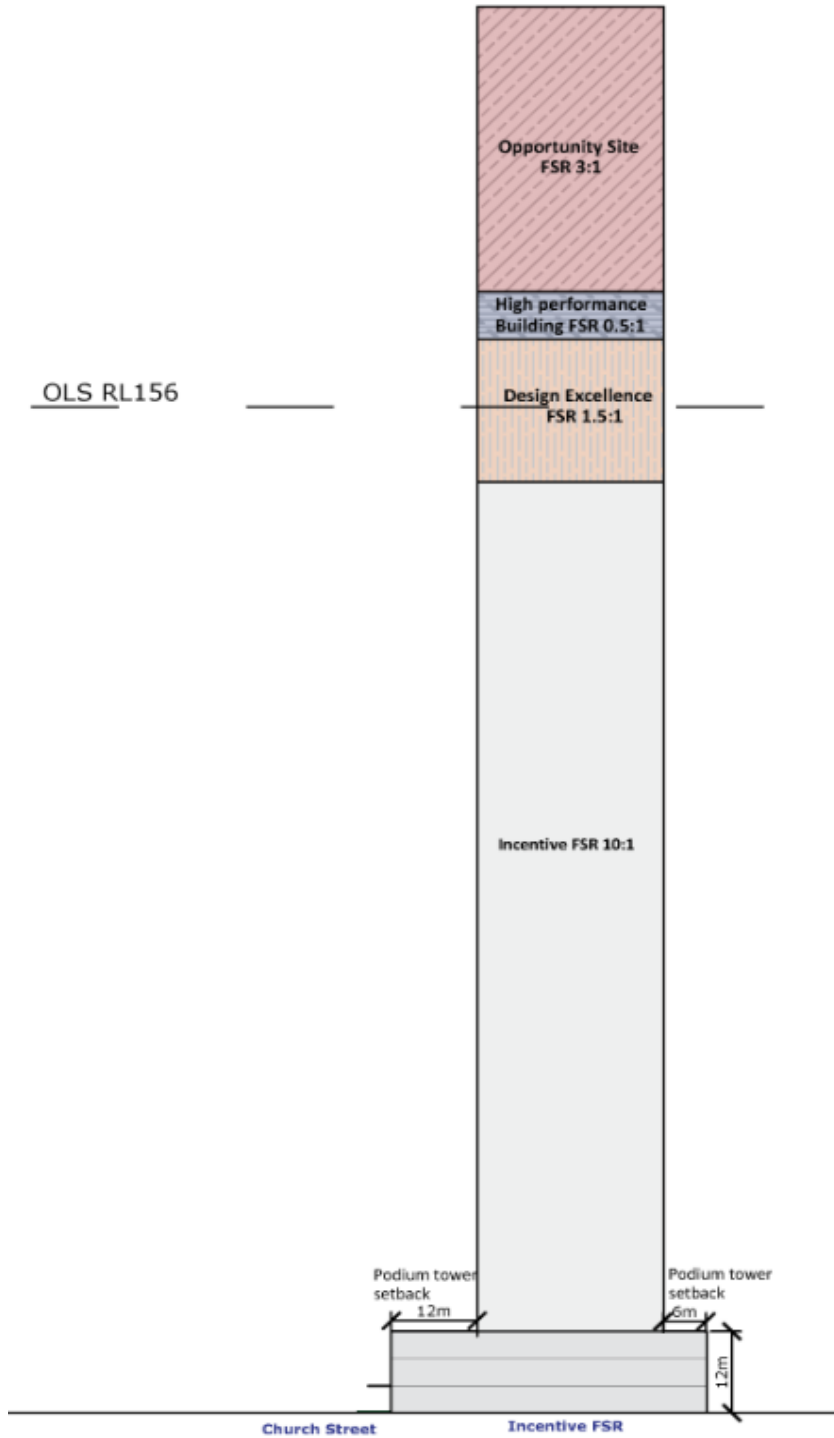


Figure 5 – Possible building envelope permitted by the proposed planning controls – INDICATIVE ONLY AND NOT TO SCALE.

Gateway Determination

The Gateway determination for the CBD PP was issued by DPE on 13 December 2018 and contains a number of conditions that Council must address to amend the PP prior to public exhibition. Condition 1 (k) iii relates to Church Street and states:

in relation to heritage matters, which may also influence height and FSR outcomes:

iii along Church Street between Lennox Bridge and Macquarie Street, retain the FSR of 3:1, the height limit of 12m and the podium setback of 18m unless a heritage, urban design and commercial feasibility study is carried out to demonstrate that a reduced tower podium setback has merit from a heritage, urban design and commercial feasibility perspective, and consider removing opportunity sites in this precinct if additional height and FSR will have an adverse impact on heritage values.

This condition provides an option for Council to consider being accept the Gateway condition, or submit supporting evidence that supports an alternative position.

The DPE's Gateway determination report that details the rationale for the CBD PP Gateway conditions references a heritage study commissioned by DPE. The heritage study prepared by Consultants GML Heritage is a peer review of the proposed planning controls for Church Street between Macquarie Street and the River, and also considers the impact of three site-specific planning proposals within the study area. Section 5 of the GML heritage report outlines the recommended heritage guidelines and planning controls for Church Street being: a maximum incentive FSR of 3:1, 18m tower podium setback, no opportunity site bonus FSR and investigate for listing as a Heritage Conservation Area (HCA). These recommended controls were also to apply to the three site-specific planning proposals.

Council is also required to assess the appropriateness of the Opportunity Site bonus FSR as it applies to the wider CBD area via a separate Gateway condition. This is being undertaken through a separate study and an excerpt of the Gateway Condition (i) vi., as follows:

vi. review the proposed opportunity sites having regard to site depth, site isolation and impacts on heritage areas and historic streetscapes. Opportunity sites should be removed from the planning proposal where the additional bulk and scale could have an adverse impact on the amenity of surrounding localities and areas of heritage significance;

A summary of the evolution of the key planning controls for the Church Street Precinct is provided at Appendix 2.

The next section of this report (Section 3.0) outlines the urban design and commercial feasibility testing undertaken by Council Officers considering Church Street within the CBD context and the built form testing for site-specific planning proposals; and then synthesises this analysis in Section 4.0; followed by conclusions and next steps in Section 5.0.

3. ANALYSIS

This section outlines the key urban framework components of the Parramatta CBD as context for the Church Street Precinct; followed by detailed urban design and feasibility analysis of potential building envelopes for sites along Church Street.

3.1. Parramatta CBD - Urban structure and civic places

The main structure of the Parramatta city centre was set out in the early 1800s. The terrain and the river created the flat area south of the river where the Georgian grid was laid out that still exists today (Figure 6). The location of the railway line in 1865 reinforced this geography, and the majority of the retained heritage buildings are from this time. Parramatta CBD has important large-scale parklands to the east and the west as well as the river foreshore parkland within the cultural precinct. There is currently very little public space in the central precinct, with Centenary Square providing the major existing space. This will change when Parramatta Square at the Railway Interchange is built and connected to a future River Square via a new public precinct – known as ‘the Civic Link’ - and will be a green, pedestrian public space and cultural spine. The introduction of these new public spaces together with the Parramatta Light Rail will fundamentally change the way the CBD will work (Figure 7).

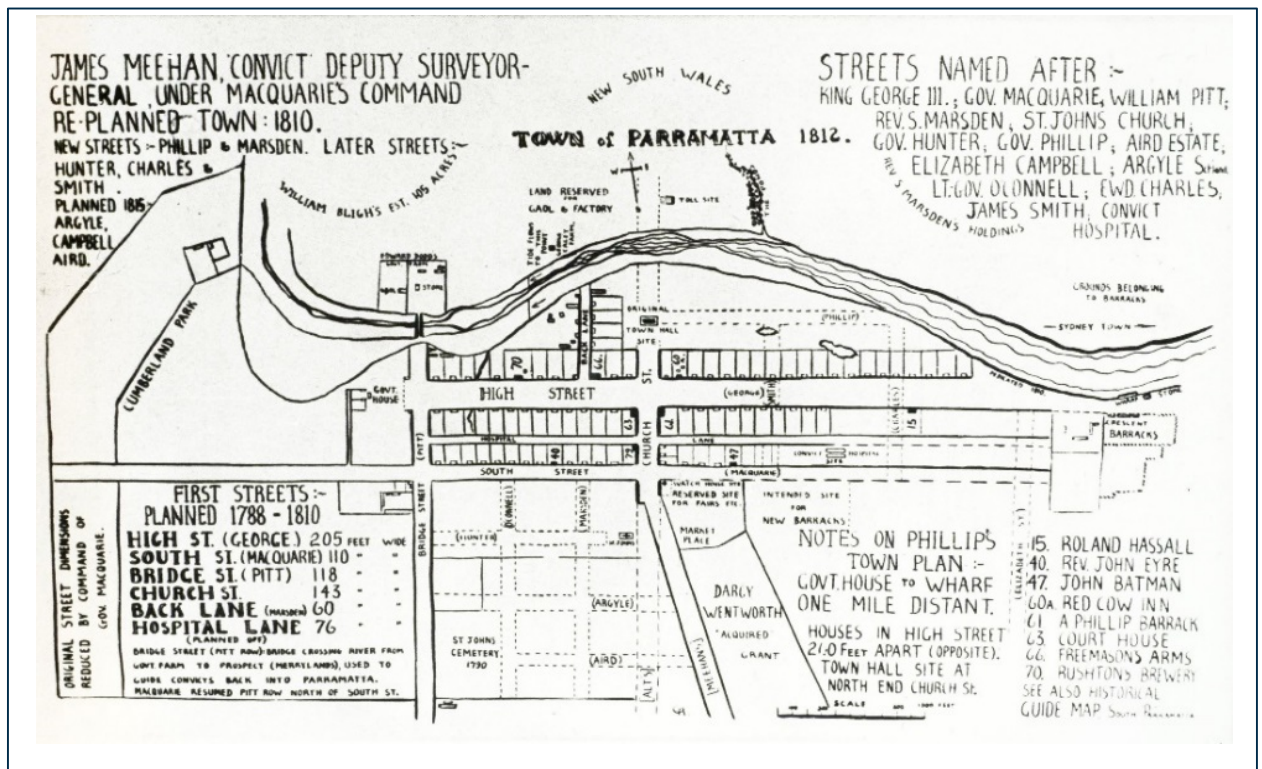


Figure 6 – The urban structure of the Parramatta City Centre in 1812 (Source: see Appendix 5).

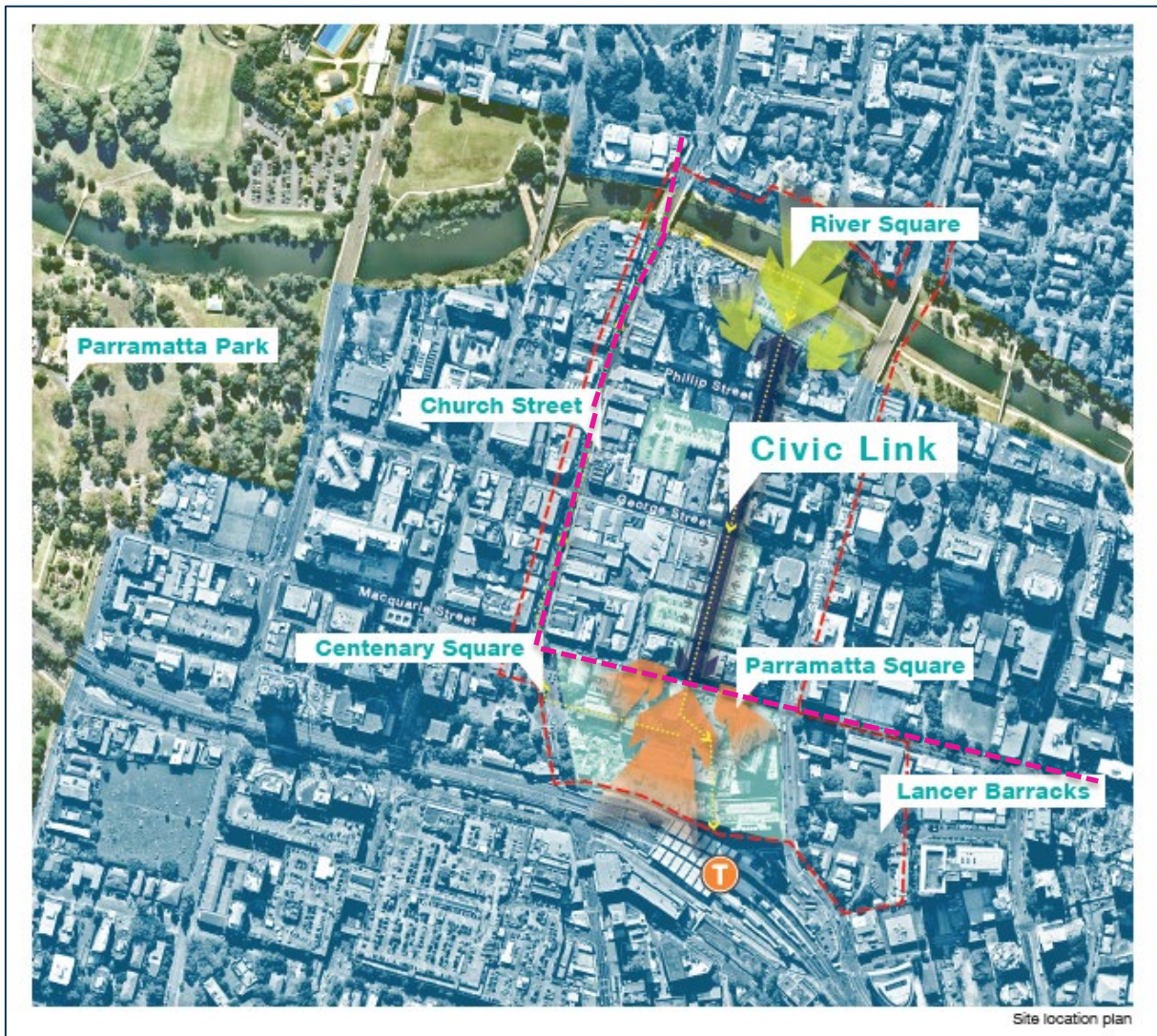


Figure 7 – The current urban structure of Parramatta CBD and future transformation projects

The Parramatta City street network dates from the original Georgian street grid. As can be seen in Figure 8 and Figure 9 long east-west streets run through the heart of the city and are generally flat with expansive views. North-south streets that run across the contours, under the railway overpass and across the river, have truncated views. Behind the north-south streets, are laneways. Key streets within the Georgian grid are George Street, which linked the wharf to Government House and Church Street. As the city expanded and land transport became more common Parramatta Road, Victoria Road and Pennant Hills Road became the main connections to greater Sydney.

Due to the large areas of parkland to the east and west of the city centre, the north-south streets currently provide greater accessibility out of the city. There is also a fine grain pedestrian network of lanes, arcades and through site links, which improves pedestrian permeability. Identified key civic spaces and special character areas within the CBD are shown in Figure 7 being George Street, the Civic Link, Parramatta Square and surrounds, the River Foreshore and Church Street. This report deals with Church Street.



Figure 8 – Key east-west streets intersecting with the north-south Church Street and historical City Churches (shown red) and Old Government House (shown yellow).

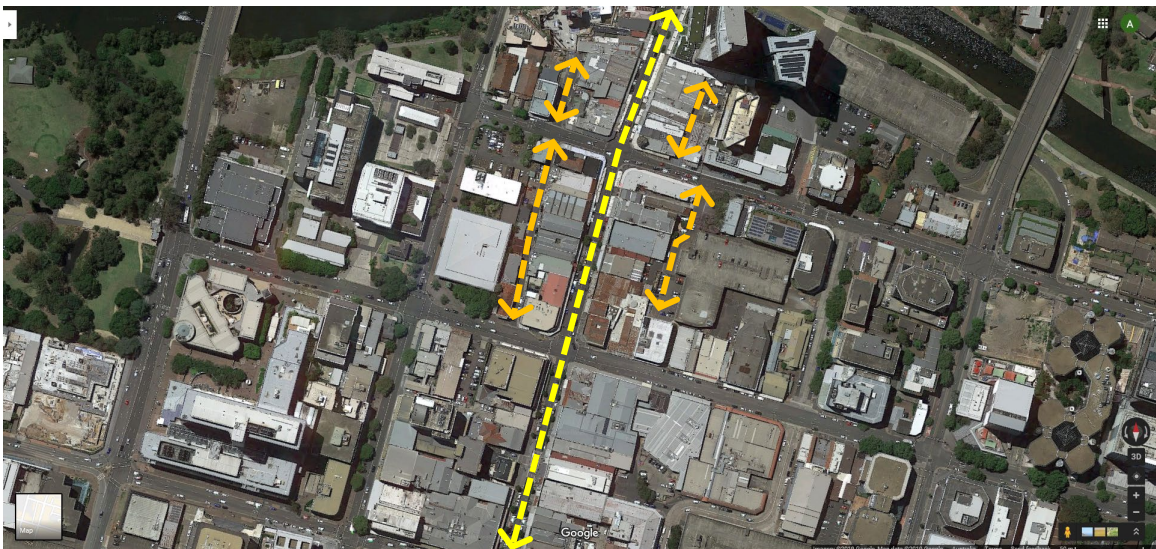


Figure 9 – North-south Church Street and parallel laneways connecting the east-west streets

3.2. Church Street - Role and characteristics

The part of the Church Street spine between Macquarie Street and the Parramatta River is an important feature of the City Centre. Church Street also serves as a key view corridor within the City Centre, with a historic vista from the Parramatta River to St John's Church (Figure 10 and Figure 11). The fine grain subdivision pattern has a largely intact streetscape defined by a 2-3 storey wall no higher than 12 metres with higher building forms set back from the street frontage.

The 2-3 storey street edge defines a highly pedestrianised corridor that accommodates outdoor dining and nightlife within the CBD (Figure 12). There are high concentrations of listed heritage items along Church Street and the character of this precinct is considered to be of significant merit and worth retaining and preserving, with the amount of visibility and daylight access to the street essential to maintaining the amenity of the area.



Figure 4.4.2c Photograph showing Church Street looking south from Lennox St, c1890 (source: <http://heritagecentre.parracity.nsw.gov.au/images/display/localstudies/p0490397Ljpg>).



Figure 4.4.2b Aerial view of St John's Church, Parramatta, c. 1935 (source: NLA, E.W. Searie Collection; <http://nla.gov.au/nla.obj-141919607/view>).



Figure 10 – View of Church Street looking south from Lennox St c1890 (Source: see Appendix 5).

Figure 11 – Aerial view of St Johns Church c 1935 (Source: see Appendix 5).

Figure 12 - Former ANZ Bank (heritage item) and Meriton tower behind (Source: see Appendix 5).

The existing built form along Church Street between Macquarie Street and Parramatta River make up a consistent 2-3 storey street wall with a strong awning line. The architectural styles of the commercial/ retail shops are predominantly from the nineteenth and early twentieth centuries being attached terrace shops. Contemporary buildings retain the 2-3 storey street wall and awning with towers setback from the street. The existing built forms generally reflect the planning controls under PLEP 2011, while proposals for future built forms reflect the draft planning controls in the CBD PP.

Within the Parramatta CBD, the predominant built form for residential and mixed use development is the Tower and Podium building type, especially for lands where applicable FSRs of 6:1 and above are being considered. The podium is generally a 3-8 storeys on a nil street setback with towers setback from the street alignment above the podium to reinforce the street wall (a minimum 4 metres for areas north of the river and 6 metres south of the River unless otherwise indicated in the DCP (George St and River Foreshore) or LEP (Church Street). The towers generally range from 25 storeys to whatever height is needed to achieve the applicable FSR (less than the Radar Terrain Clearance Chart ceiling of 243 AHD). Such building types trigger a Design Excellence Process (as it would exceed the 40m height limit).

3.3. Site Analysis

The following part of the report presents a site analysis of the Church Street Precinct broken up into six sections, as shown in Figure 13 below. Each section looks at existing development, land use, lot sizes and heritage listings to consider potential opportunities for redevelopment and change.

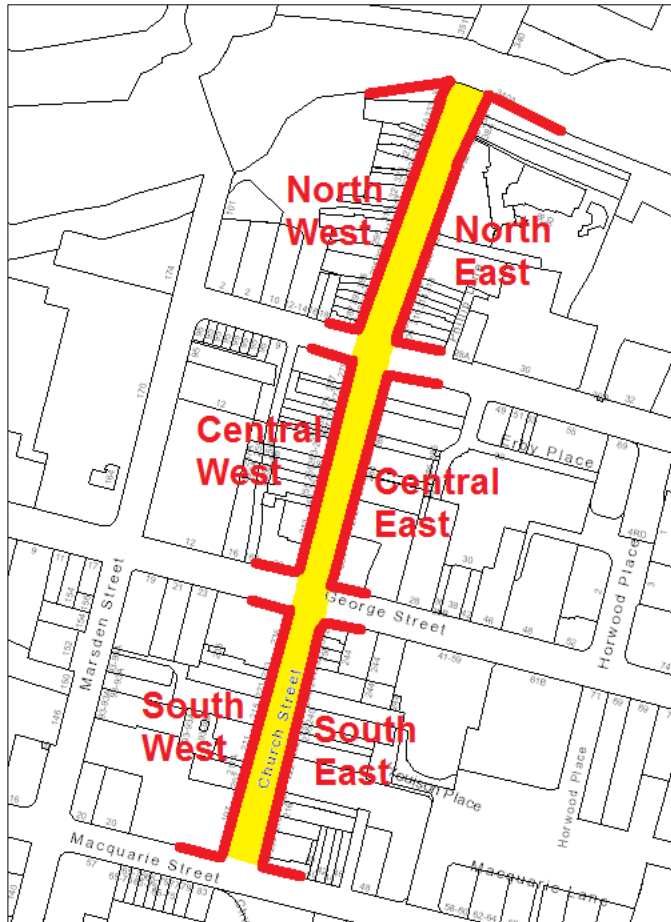


Figure 13 – Church Street Site Analysis - Sections



Figure 16 – View north along Church Street from George Street



Figure 17 – View north along Church Street between Macquarie and George Streets

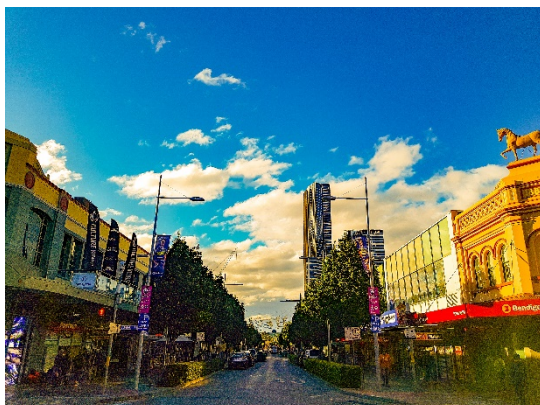


Figure 14 – View north along Church Street from Macquarie Street

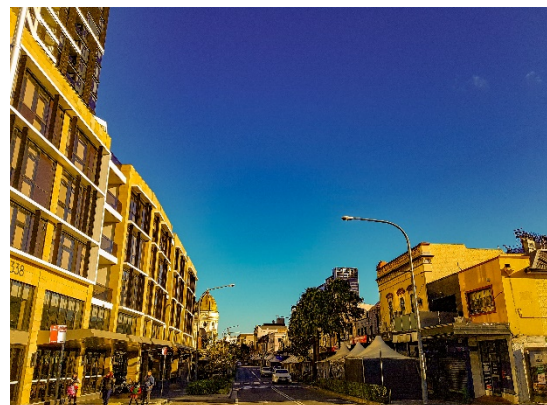


Figure 15 – View south along Church Street from the river

South West

The south west section of the Church Street Precinct is made up of predominantly 2-4 storey smaller commercial buildings and shops. The uses of these buildings include mixed retail, education and offices, including the University of New England. The lots in this section are relatively large, wide and deep. There are four heritage items in this section that are situated on relatively large lots, compared with other parts of Church Street. This includes a large heritage shop building at 197 Church Street (and potential archaeological site) and the former Post Office and Commonwealth Bank buildings (and potential archaeological sites) at 211 and 215 Church Street. The heritage listing of the large site at 235 Church Street is for the former courthouse wall and sandstone cell block, although it is noted that the view from Church Street of this site is predominantly an older style 4 storey commercial office building with ground floor retail. Given the large lots in this section, there are potential redevelopment opportunities in this section in the longer term.



Figure 18 – Heritage listed shop building at the corner of Church Street and Macquarie Street



Figure 19 – Heritage listed buildings at 211-215 Church Street

South East

The south east section of the Church Street Precinct is made up of predominantly 2 storey commercial buildings and shops, with the exception of one 3 storey building. These buildings are mostly being used for mixed retail and education uses, including Greenway Plaza, Chemist Warehouse, JB Hi Fi and the University of New England. The lots in this section are thin and deep, and the heritage listed sites, associated with the Horse parapet facade (and potential archaeological site), are concentrated in the southern part close to Macquarie Street. Given the lots are relatively deep, there is potential for some redevelopment opportunities subject to amalgamation.



Figure 20 – Heritage listed Horse parapet faced building at the corner of Church Street and Macquarie Street

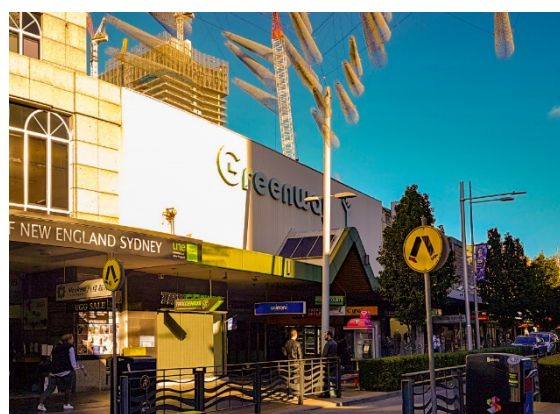


Figure 21 – University of New England and Greenway Plaza on Church Street (looking south)

Central West

The central west section of the Church Street Precinct is made up of predominantly 2-3 storey commercial buildings and shops. These buildings are mostly being used for mixed retail, and some offices. The northern section of the block does contain some restaurant uses. This block contains a strong concentration of 10 heritage items situated on 17 lots, being predominantly heritage shops (and potential archaeological sites). The heritage items make up most of the street front frontage in this section, with the notable exception being the 4 storey commercial office building on the corner with George Street. The lots in this section are thin, short and fragmented. The location of Freemasons Arms Lane to the rear of these lots restricts opportunities for amalgamation to improve site depth. Given the location of the rear lane, the nature of the short, thin lots, and the significant concentration of heritage items, opportunities for redevelopment behind the heritage shops in this section are restricted.



Figure 22 – Heritage listed shop buildings on Church Street



Figure 23 – 4 storey commercial office building on the corner of Church Street and George Street

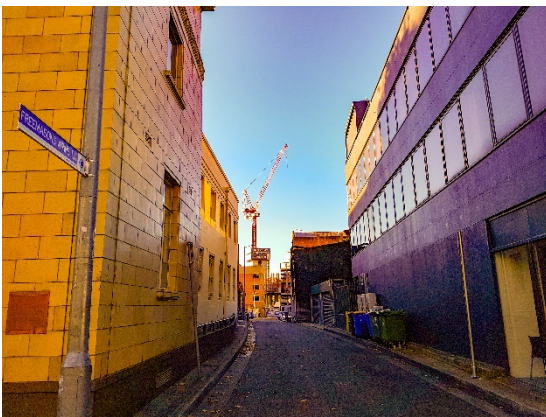


Figure 24 – Freemasons Arms Lane looking north from George Street

Central East

The central east section of the Church Street Precinct is made up of predominantly 2-3 storey commercial buildings and shops. These buildings are mostly being used for mixed retail, and some offices. The northern section of the block does contain some restaurant uses. There are three heritage items in this section, located on five large lots (particularly when compared with the opposite side of Church Street in the central west section). This includes the prominent Westpac Building (corner with George Street). The heritage item at 286-292 Church Street is a sandstone and brick wall, but existing development on these sites presents to Church Street as predominantly as commercial buildings and shops. The heritage item at the corner with Phillip Street is a shop building (and potential archaeological site). The lots in this section are large and deep, so there are potential opportunities for redevelopment in association with these heritage items in this section in the long term.



Figure 25 – Prominent heritage listed Westpac building at the corner of Church Street and George Street



Figure 26 – Existing commercial and shop buildings on Church Street (looking north towards Phillip Street)

North West

The north west section of the Church Street Precinct is made up of predominantly 2 storey shop buildings. These buildings are mostly being used for cafes, restaurants, outdoor dining and a large pub, and this section together with the north east section, make up Parramatta's popular "Church Street – Eat Street" dining precinct, which forms a critical part of the city's night time economy. The character of this section has a strong entertainment focus given the prominence of outdoor dining in this precinct and close connections to the river, Bankwest Stadium and Riverside Theatres. The lots in this section are predominantly short and thin, and there are 13 general and archaeological heritage items situated on 16 of these lots, which would restrict redevelopment opportunities. There is a 46 storey mixed use residential tower currently under construction at 12-14 Phillip Street, which will sit behind a grouping of archaeological and general heritage items in the northern part of this section of Church Street, adjacent to the river. The site at 295 Church Street, which does not contain any heritage items, also presents an opportunity as a potential tower redevelopment site. Further opportunities for redevelopment in this section would be limited due to presence of heritage items on small lots.



Figure 27 – Heritage listed shop buildings at the corner of Church Street and Phillip Street



Figure 28 – Heritage listed shop buildings on Church Street (showing outdoor dining)



Figure 29 – New 46 storey mixed use tower under construction behind heritage listed shop buildings on Church Street



Figure 30 – Outdoor dining is highly prominent in the northern sections of Church Street near the river

North East

The north east section of the Church Street precinct is split in two parts – the northern part being made up of the recently constructed 55 storey Meriton mixed use residential tower (and adjacent serviced apartments tower), and the southern part made up of 2 storey shop buildings. The ground floor uses of all these buildings is mostly used for cafes, restaurants and outdoor dining, and this section together with the north west section, make up Parramatta’s popular “Church Street – Eat Street” dining precinct, which forms a critical part of the city’s night time economy. The character of this section has a strong entertainment focus given the prominence of outdoor dining in this precinct and close connections to the river, Bankwest Stadium and Riverside Theatres. Whilst the Meriton tower sits on a large land holding, the majority of the remaining lots are small and thin and cut short by Phillip Lane to the rear, which could potentially restrict redevelopment opportunities. There is only one remaining heritage item in this section, being the prominent former ANZ Bank building (and potential archaeological site) at 306 Church Street (corner with Phillip Street). The heritage listing of the former David Jones department store at 330 Church Street is proposed to be removed under Draft Housekeeping LEP Amendment No.3, which was recently exhibited, as that building was demolished and replaced with the Meriton tower development.



Figure 31 – Church St from Phillip St looking north



Figure 32 – View looking south along Church Street (from the river)



Figure 33 – New Meriton Tower on Church Street

Parramatta Light Rail

The Parramatta Light Rail, due for completion in 2023, will connect Westmead to Carlingford via the Parramatta CBD and Camellia. The new light rail will pass through the Church Street Precinct and dramatically change the way the street is experienced, particularly for pedestrians.

The project proposes a shared light rail and pedestrian zone along Church Street to create a vibrant, pedestrian friendly entertainment and restaurant precinct.

Further, light rail stops at Prince Alfred Square and on “Eat Street” at the corner Church and George Streets will greatly improve access to the precinct and its connection to the wider area.

Introduction of light rail to the Church Street Precinct presents a great opportunity to improve its quality, use and function as a key civic space for the Parramatta CBD. Future development in the precinct should respond appropriately to the light rail and the public domain interface requires sensitive attention to ensure it is appropriate integrated, particularly given the significant concentration of heritage items on Church Street.



Figure33a – Parramatta Light Rail on Church Street at Lennox Bridge (Source: Parramatta Light Rail website - <http://www.parramattalightrail.nsw.gov.au/gallery>)

3.4. Background to the testing for Church Street

Two tranches of built form testing for the Church Street Precinct was undertaken by CoP Urban Design Officers, the first in April 2018 (Test #1) and the second in May 2019 (Test #2).

The built form testing in April 2018 was prepared in response to the assessment of a site-specific Planning Proposal at 286 Church Street, Parramatta and resulted in an amendment to Council's Gateway application for the CBD Planning Proposal. This site at 286 Church Street is referenced as the 'Subject Site' in the work for Test #1. Urban design testing of 18m, 12m and 10m upper level (tower) setback scenarios on Church Street was undertaken and included testing of other SSPPs and theoretical sites (with assumed site consolidations) within the Church Street Precinct.

The built form testing in May 2019 was prepared in response to the Gateway determination for the CBD PP issued by DPE on 13 December 2018. Urban design and feasibility (or developability) testing of a 12m upper level (tower) setback scenarios on Church Street was undertaken and included testing of other SSPPs (including approved DAs) and theoretical sites (with assumed site consolidations) within the Church Street Precinct.

Both tranches of testing aimed to achieve well-separated, tall, slender towers; and used broad assumptions with respect to built form and simple form testing for visual analysis. The common testing assumptions were FSR and the upper level setback of the tower to all boundaries of the site. The testing assumption that differed was the height of building control, because in April 2018, the applicable overshadowing control was a Development Control Plan (DCP) control and required, inter alia, individual buildings to be designed so that no single point of the designated area within Parramatta Square could be in shadow for a period greater than 45 minutes between 12pm to 2pm mid-winter.

The testing assumption applied for Test #2 in May 2019 was a Solar Access Plane control for Parramatta Square based on 21 June from 12noon to 2pm. This control inherently increased the number of sites affected thereby reducing the achievable building heights and take-up of available FSR specifically the Opportunity Site bonus FSR. Consistent with the policy direction taken in the original CBD PP, sites affected by a Solar Access Plane are not eligible for Opportunity Site bonus FSR. This is the key difference between Test #1 and Test #2.

3.5. Test #1: Church Street – Urban design testing of 18m, 12m and 10m upper level (tower) setback scenarios forms

Background information

Since Council commenced the review of planning controls in the Parramatta CBD in 2015 and at the time of the testing in April 2018 in response to the assessment of the SSPP at 286 Church Street, Parramatta, two (2) SSPPs had been lodged within the Church Street Precinct outlined in red in Figure (references '1' and '2'). The draft planning controls sought by three (3) SSPPs and key considerations at the time of testing were:

<p>SSPP for 295 Church St (Oct 2015)</p> <p><i>Map Ref – '1' in Figure 34</i></p>	<ul style="list-style-type: none"> • Council agreed to support a 10m upper level (tower) setback based on a 10:1 FSR scheme (11.5:1 FSR with Design Excellence) • Considered by Council prior to receiving the Urbis Heritage Study (2015)
<p>SSPP for 197-207 Church St & 89 Marsden St (Dec 2015)</p> <p><i>Map Ref – '2' in Figure 34</i></p>	<ul style="list-style-type: none"> • Council endorsed the SSPP to allow 15:1 FSR (excluding Design Excellence) and the removal of height controls (these were to be determined through an international design competition) • Design Competition brief allowed for “a minimum setback of ... 18m, however a minimum of 12m ... is acceptable” • While design excellence was ultimately not awarded to the site, all four design competition entries demonstrated a tower element could be achieved at a minimum 12m upper level (tower) setback
<p>SSPP for 286 Church Street (subject site) (Aug 2017)</p> <p><i>Map Ref – '3' in Figure 34</i></p>	<ul style="list-style-type: none"> • Proposed a 10m upper level (tower) setback based on a 10:1 FSR scheme (16:1 FSR total with bonuses).
<p>Other relevant proposals on Church Street considered at the time of testing and shown outlined in grey in Figure (references 'A', 'B' and 'C' were:</p> <p>330 Church Street – Meriton (Oct 2012) Map Ref – 'a' in Figure 34</p> <ul style="list-style-type: none"> • Approved prior to Council commencing a review of CBD planning controls • Consent granted by NSW Planning Assessment Commission under the former Part 3A provision in the EP&A Act with FSR of 6.5:1 • Upper level (tower) setback ranging from 14m – 18m along Church Street <p>12-14 Phillip Street – Lennox Bridge Car Park (2013) Map Ref – 'b' in Figure 34</p> <ul style="list-style-type: none"> • Approved prior to Council commencing a review of CBD planning controls • Gateway determination date: February 2014 • DA determination date: December 2018 • Upper level (tower) setback in excess of 18m along Church <p>48 Macquarie Street and 220-220 Church Street - Greenway (2017) Map Ref – 'c' in Figure 34</p> <ul style="list-style-type: none"> • Gateway determination date: February 2018 • LEP Gazettal Date: November 2018 • Upper level (tower) setback of 18m along Church 	
<p>Disclaimer: The information in this table was relevant at the time of the urban design testing in April 2018, and some of the planning details and status of the SSPPs has now changed.</p>	

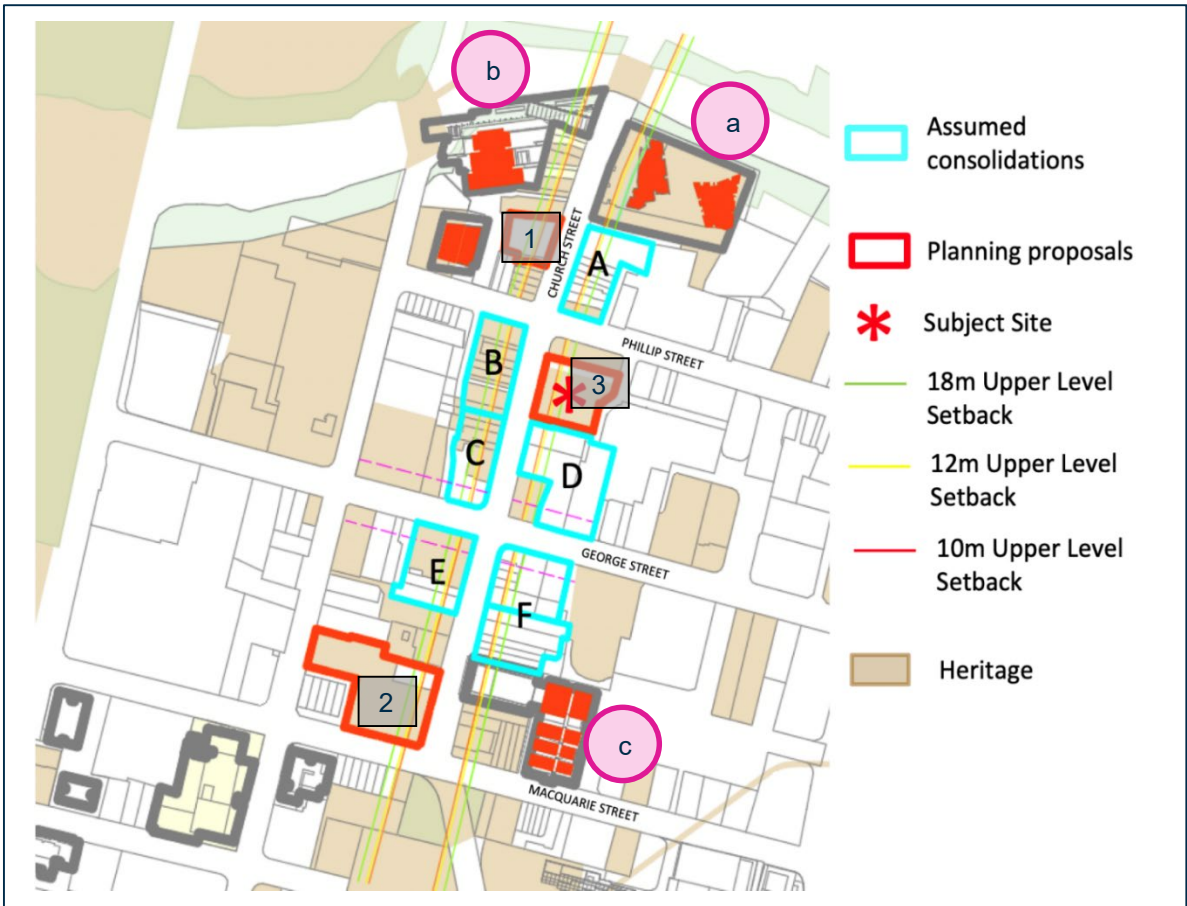


Figure 35 – Urban design testing of sites within the Church Street Precinct

Building envelope assumptions

The table below summarises the planning controls tested for the Church Street Precinct:

Upper Level Setbacks	<p>To the Street: Church Street: – Scenario 1: 18m – Scenario 2: 12m – Scenario 3: 10m Phillip Street: 6m or heritage curtilage George Street: 12m or heritage curtilage Macquarie Street: 6m or heritage curtilage</p> <p>To Laneways: 0-3m where lane forms the third frontage. 0m inconsistent with existing DCP. Any larger setbacks render floorplates unviable.</p> <p>Side and Rear boundaries: 9m (Apartment Design Guideline requires 12m inter-building setback)</p>
Height of Buildings	<p>RL 243 Radar Terrain Clearance Chart (RTCC).</p> <p>12m podium/ street wall setback zero metres from street frontage</p>
FSR	<p>Up to max of 15:1 where possible, after primary and secondary upper level street setbacks and ADG separations provided.</p>
<p>*Note: Solar Access Plane for Test #1 did not apply</p>	

The table below summarises the testing assumptions for the first tranche of testing:

Planning Controls	Test #1	
FSR		
Incentive FSR 10:1	Y	
Design Excellence FSR 15%	Y	
High Performing Building FSR 5%	Y	
Opportunity Site FSR	Y	
Unlimited commercial FSR above the min. 1:1 requirement	Y	
Height - overall		
Incentive Height of Buildings	Y	
RTCC	Y	
SAP – Parramatta Square 21 June, 45 minutes	Y	
SAP – Parramatta Square 21 June, 12-2pm	N	
Height – podium (street wall)		
12m, with 0m setback from the street	Y	
Upper level Setbacks		
Church Street – 18m	Y	
Church Street – 12m	Y	
Church Street – 10m	Y	
George Street – 12m (or heritage curtilage)	Y	
Phillip Street - 6m (or heritage curtilage)	Y	
Macquarie Street- 6m (or heritage curtilage)	Y	
Laneways – 0-3m where lane forms the third frontage	Y	
Laneways – 3-9m where lane forms the third frontage	-	
Side – 9m from boundary	Y	

Scenario 1: Testing of the 18 metre upper level (tower) setback

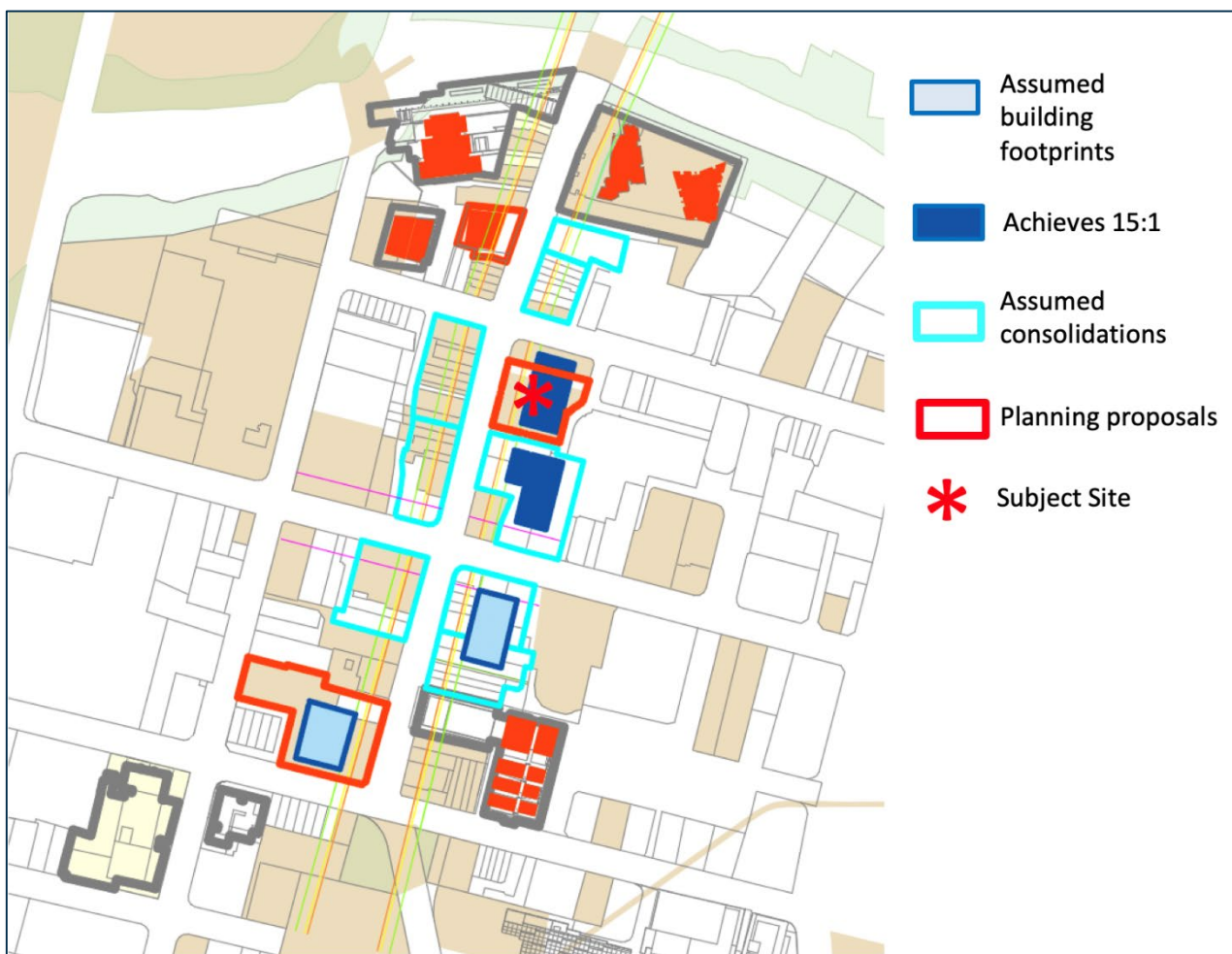


Figure 36 - 18 metre upper level (tower) setback option

Comments:

- 18m upper level (tower) setback achieves better outcome in terms of views to sky, views down Church Street and cumulative solar access.
- Only two of the eight assumed consolidated areas can accommodate viable towers with 18m tower setbacks and a 15:1 maximum FSR yield, including the subject site (however requires inclusion of corner site).
- Will not achieve 24m inter building separation (as per ADG) – have been tested at 18m
- Large sites via consolidation needed in order to achieve an 18m tower setback and a reasonable (viable) tower floor plate.
- View analysis follows
- NB. Testing assumes the 45-minute solar access development control

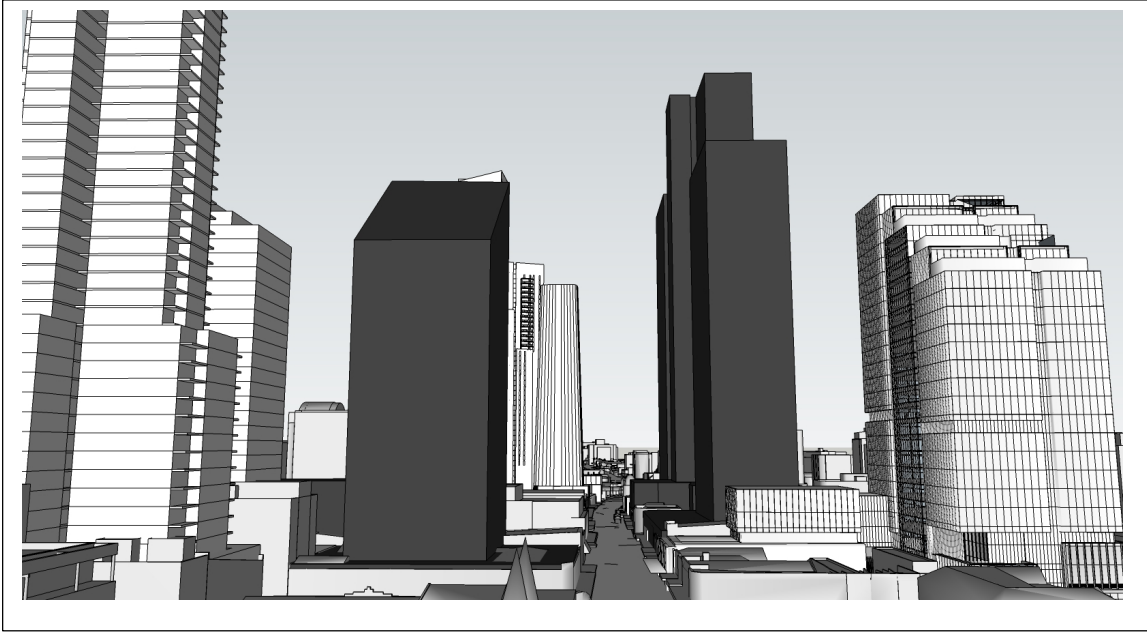


Figure 36 - 18m upper level (tower) setback - looking north towards the River

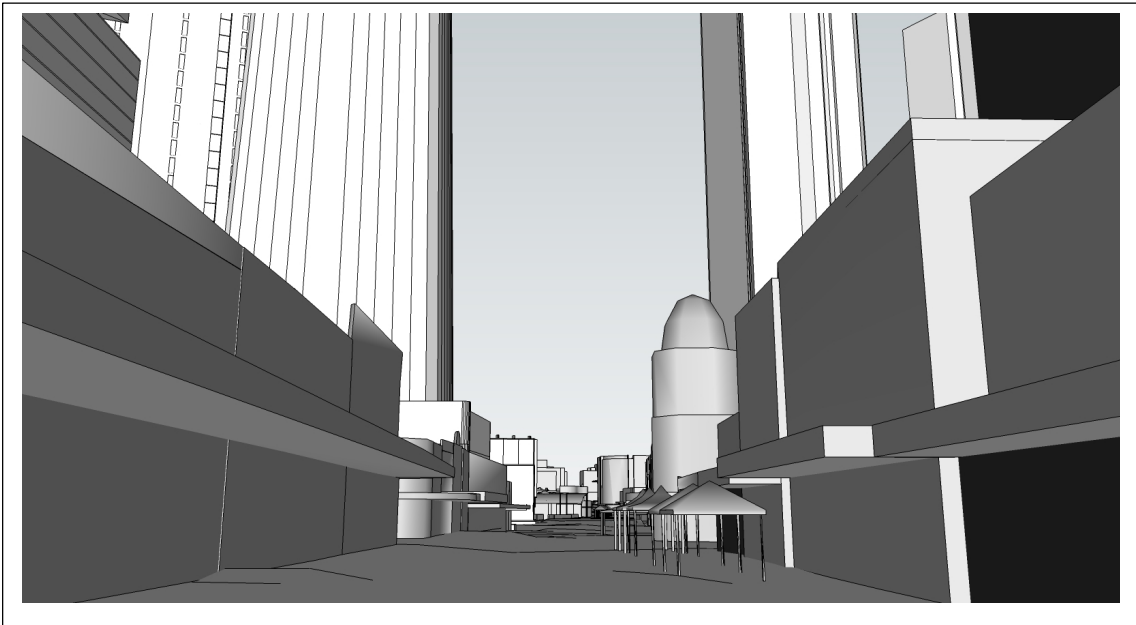


Figure 37 - 18m upper level (tower) setback - looking north at street level towards the River

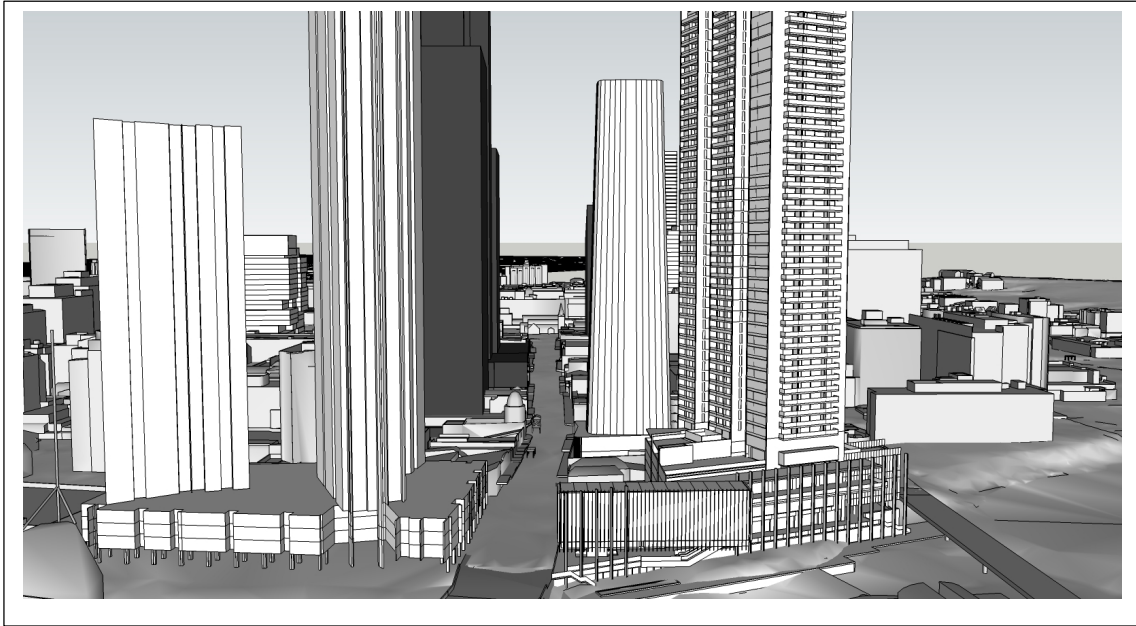


Figure 38 - 18m podium tower setback looking south towards St Johns Church

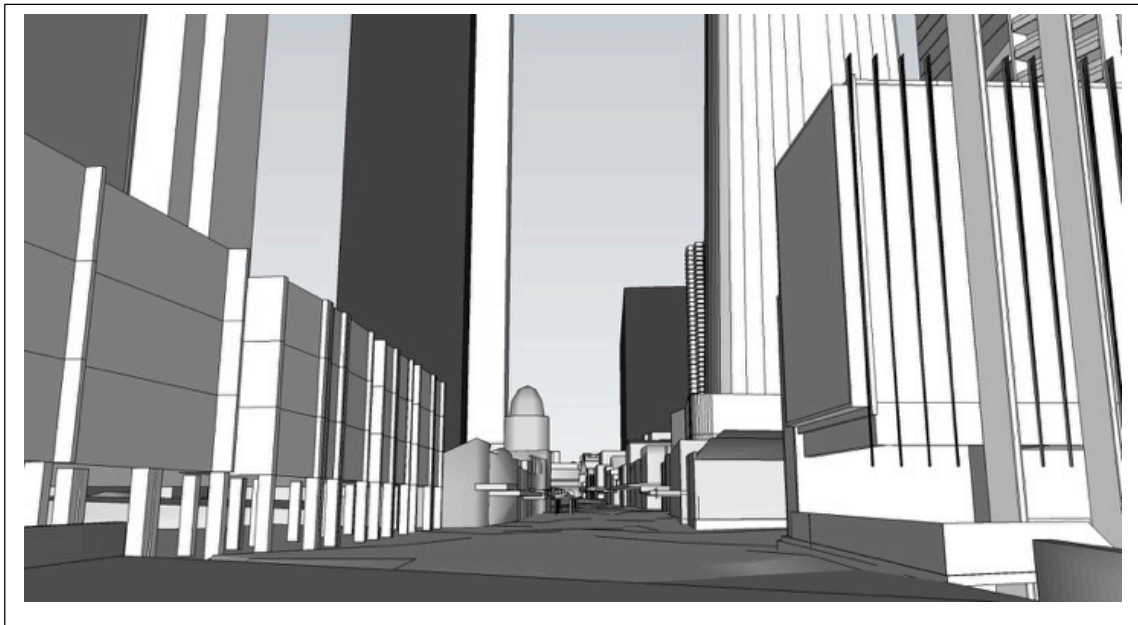


Figure 39 - 18m upper level (tower) setback - looking south at street level towards St Johns Church

Scenario 2: Testing of the 12 metre upper level (tower) setback

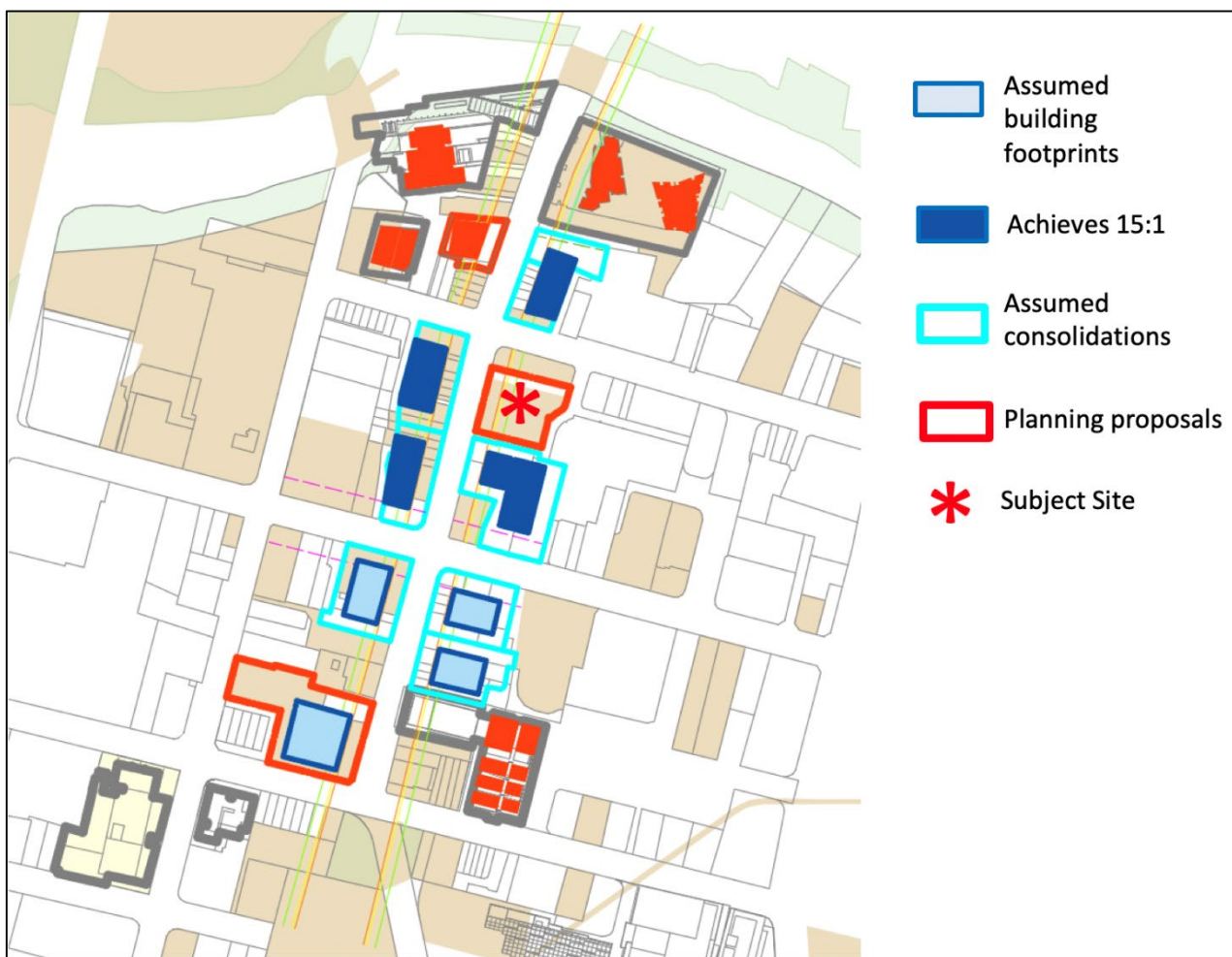


Figure 40

Comments:

- 12m upper level (tower) setback has some impacts on views to sky and increased overshadowing, as compared to 18m tower setback
- Four of the eight assumed consolidated areas can accommodate viable towers with 12m tower setbacks and a 15:1 maximum FSR yield, including the subject site (but does not require inclusion of the corner site).
- The Subject Site SSPP may achieve 16:1 FSR with consolidation of the corner site
- Will not achieve 24m inter building separation (as per ADG) – have been tested at 18m
- Nil setbacks to laneways (especially along western side)
- View analysis follows
- NB. Testing assumes the 45-minute solar access development control

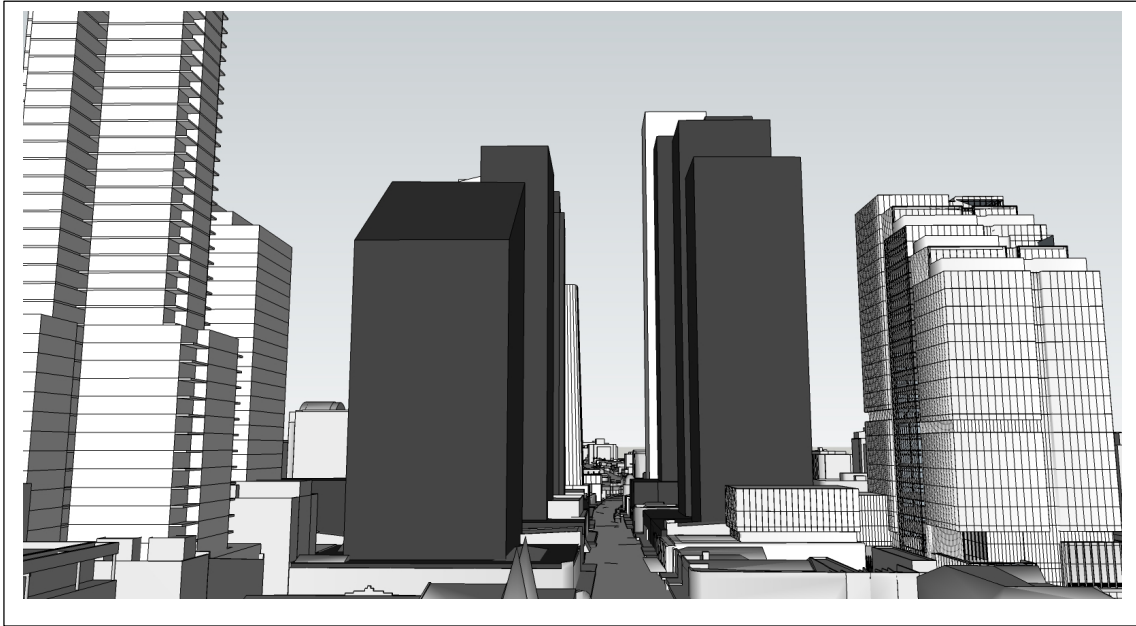


Figure 41 - 12m upper level (tower) setback - looking north towards the River

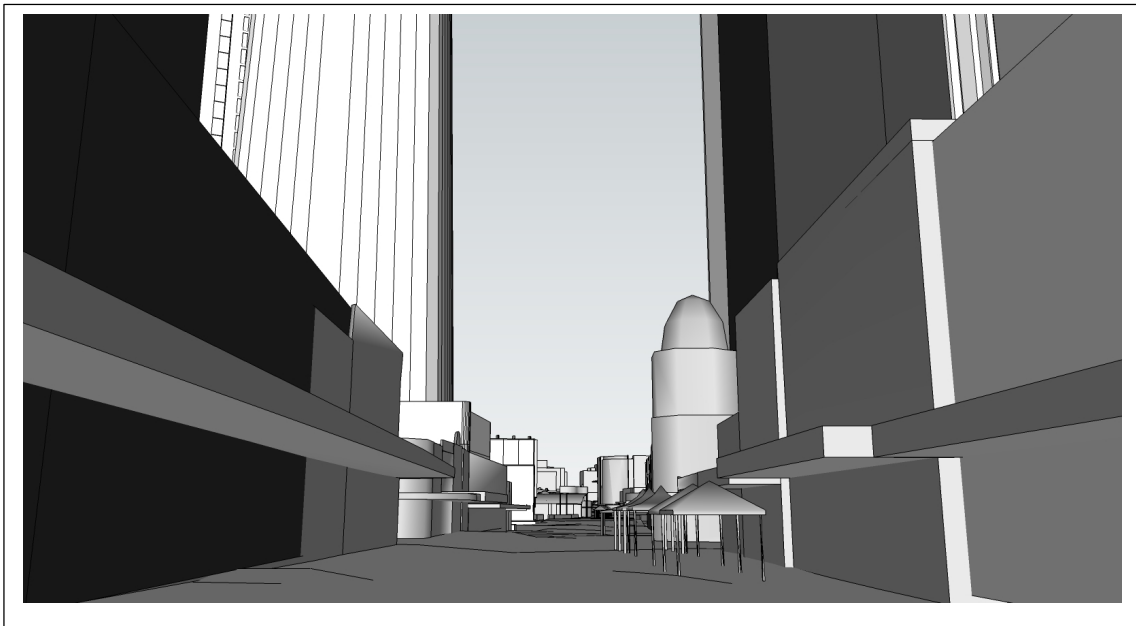


Figure 42 - 12m upper level (tower) setback - looking north at street level towards the River

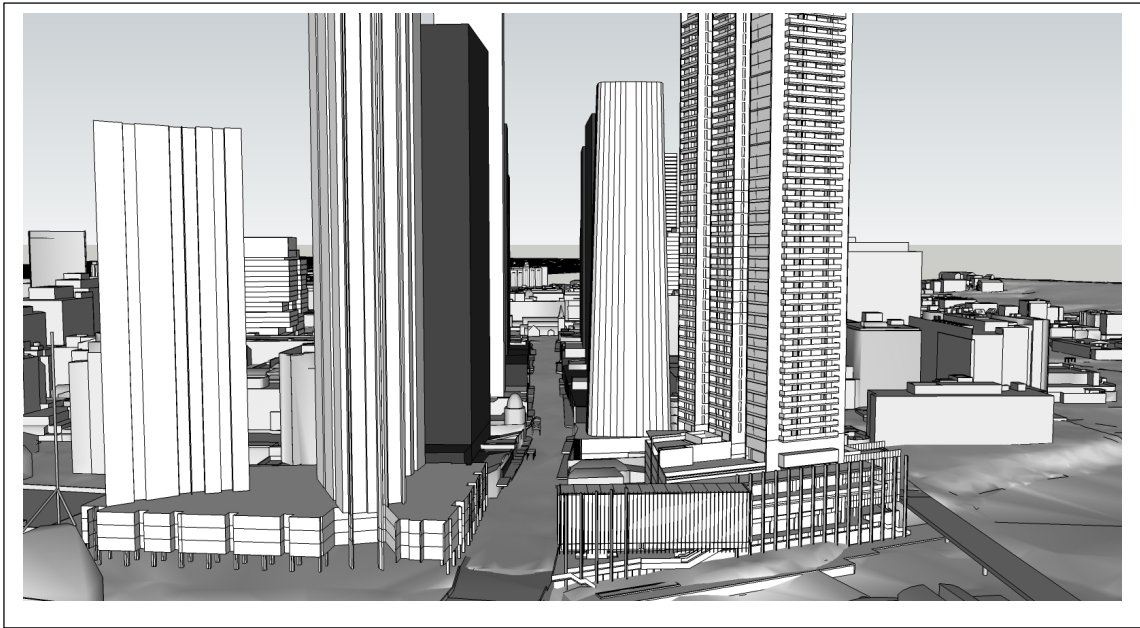


Figure 43 - 12m upper level (tower) setback - looking south towards St Johns Church

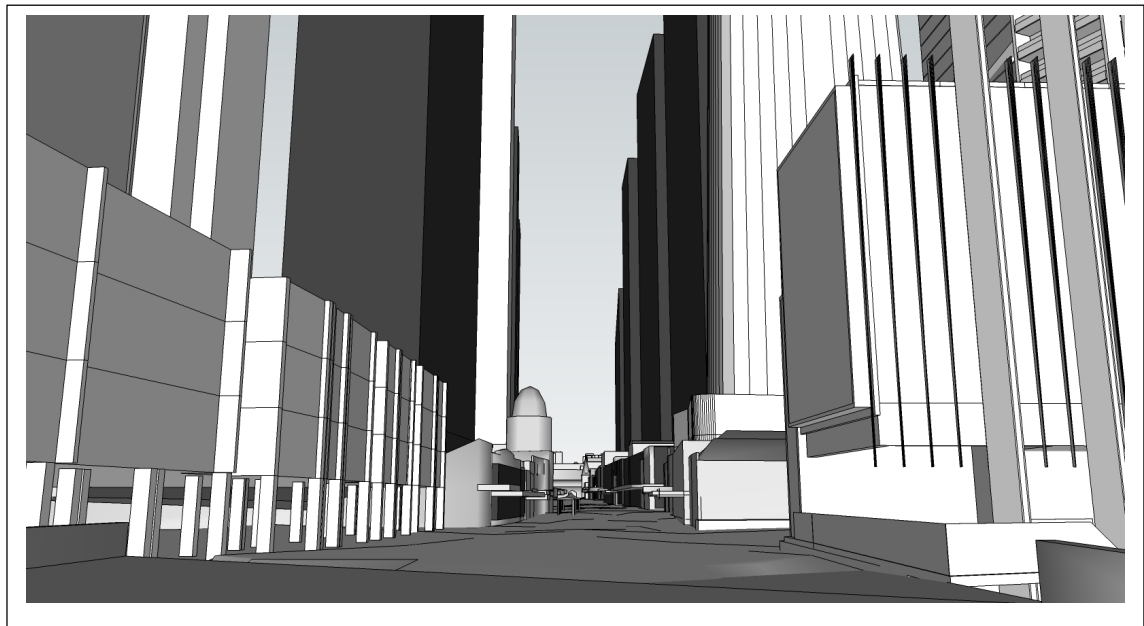


Figure 44 - 12m upper level (tower) setback - looking south at street level towards St Johns Church

Scenario 3: Testing of the 10 metre upper level (tower) setback

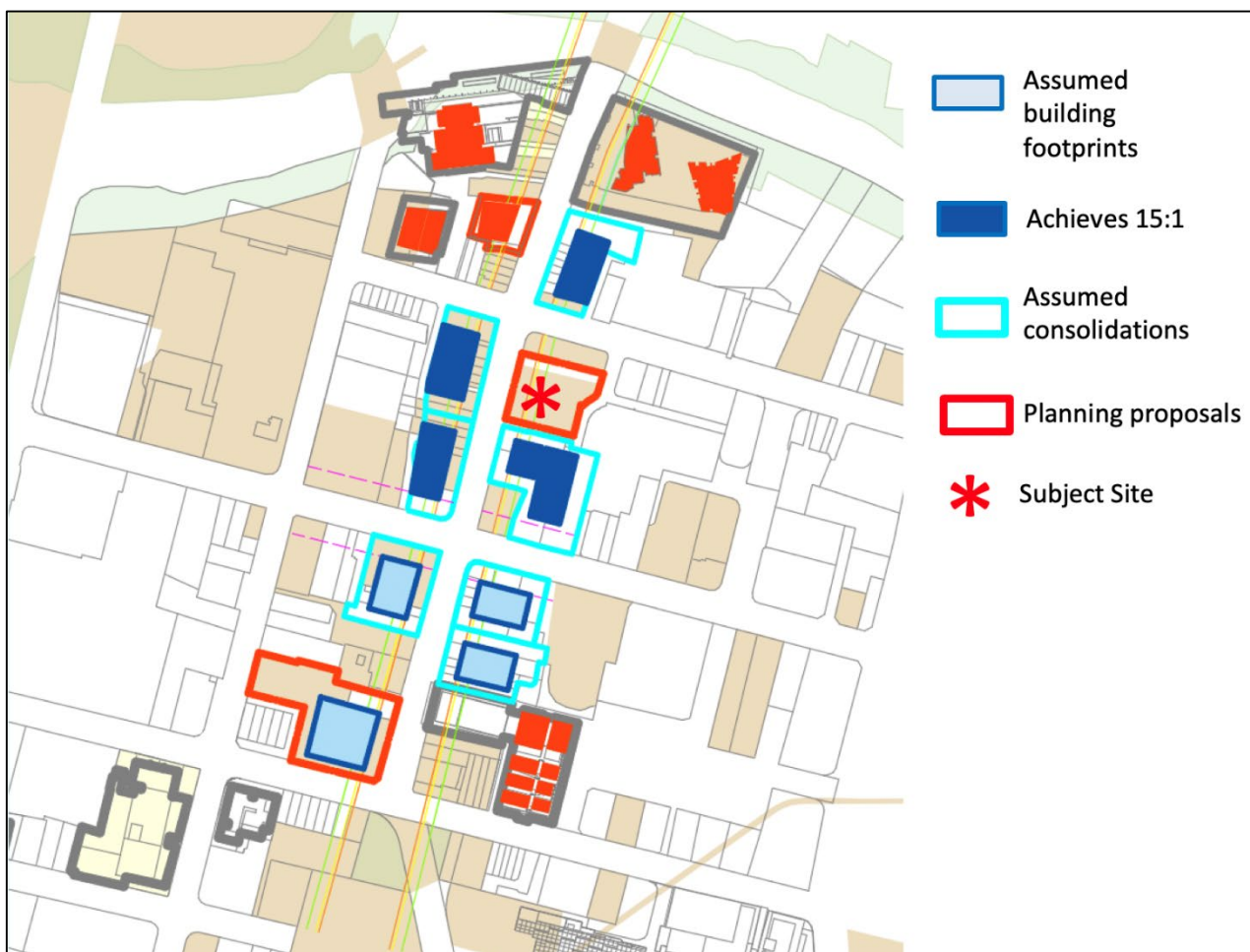


Figure 45

Comments:

- 10m upper level (tower) setback has greater impacts on views to sky and increased overshadowing, as compared to 12m and 18m tower setbacks
- Four of the eight assumed consolidated areas can accommodate viable towers with 10m tower setbacks and a 15:1 maximum FSR yield, including the subject site (but does not require inclusion of the corner site).
- The Subject Site SSPP may achieve 16:1 FSR with consolidation of the corner site
- Will not achieve 24m inter building separation (as per ADG) – have been tested at 18m
- Nil setbacks to laneways (especially along western side)
- View analysis follows
- NB. Testing assumes the 45-minute solar access development control

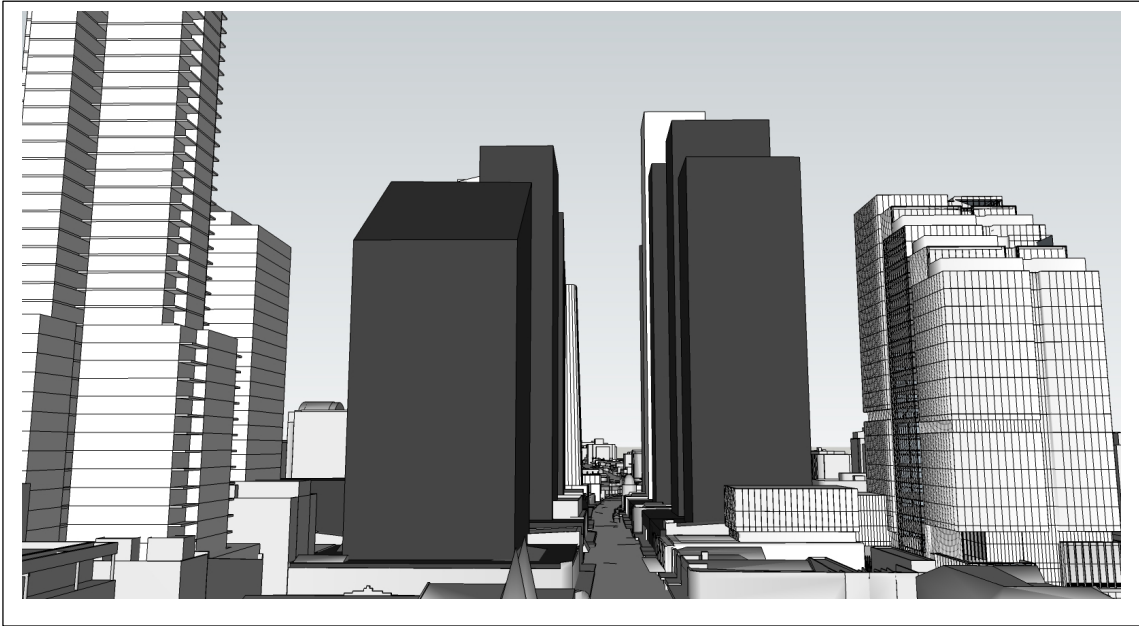


Figure 46 - 10m upper level (tower) setback - looking north towards the River

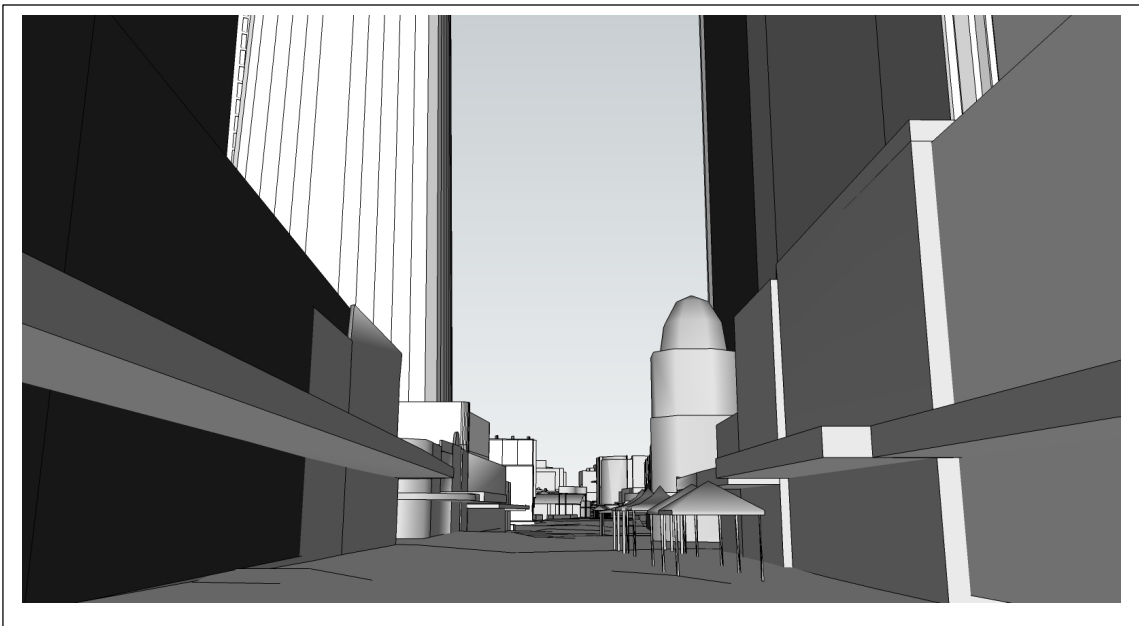


Figure 47 - 10m upper level (tower) setback - looking north at street level towards the River

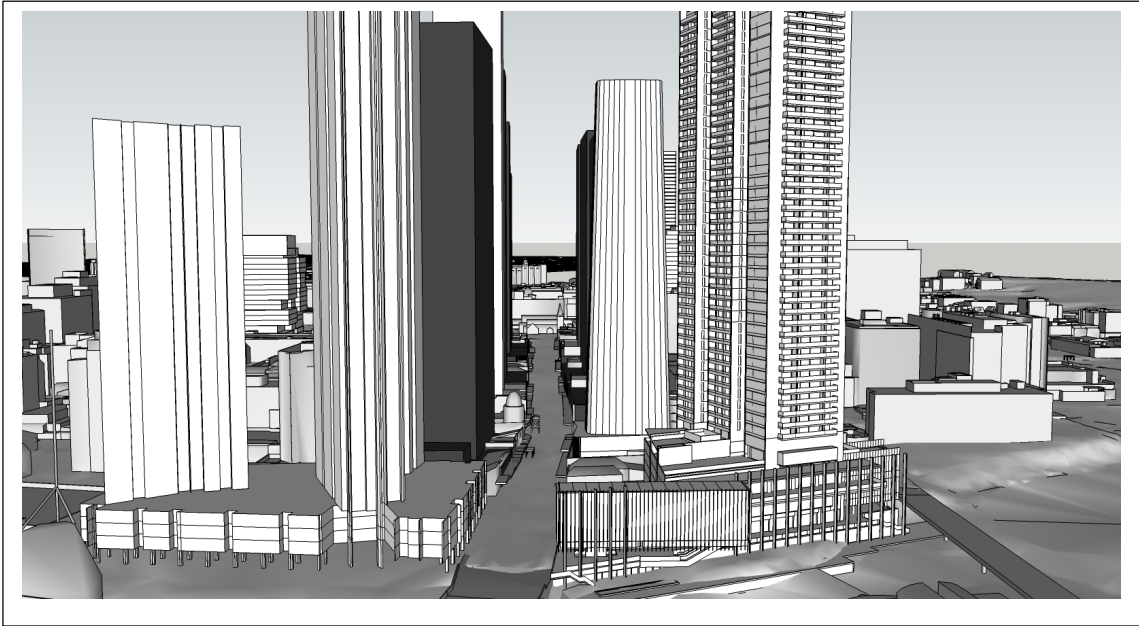


Figure 48 - 10m upper level (tower) setback - looking south towards St Johns Church

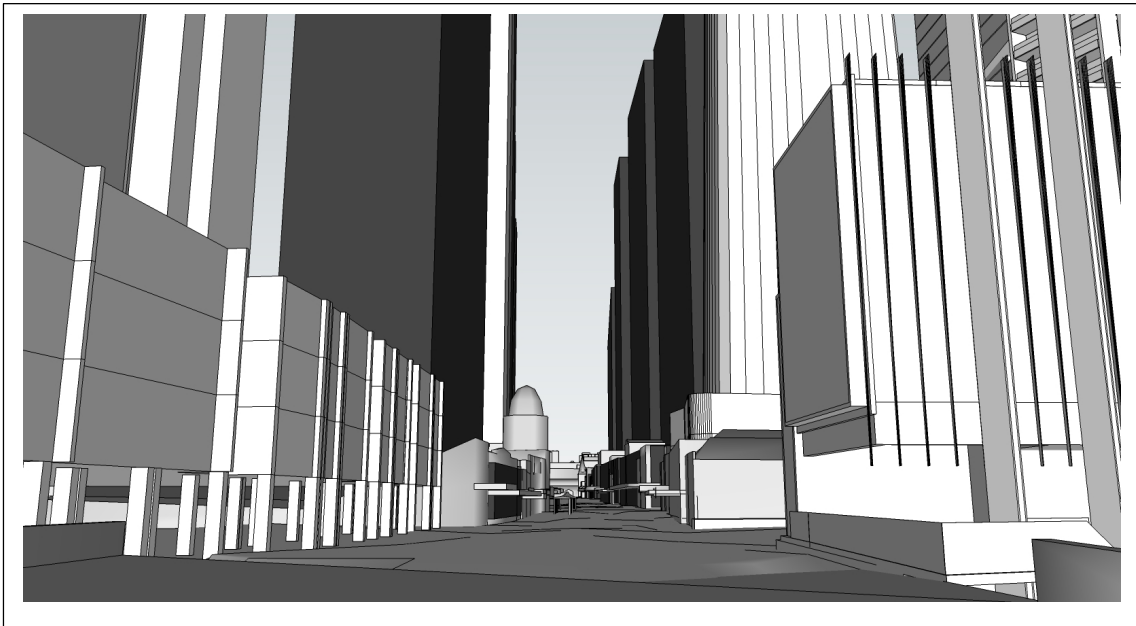


Figure 49 - 10m upper level (tower) setback - looking south at street level towards St Johns Church

Figure 50 - Comparison of views – 18m, 12m and 10m upper level (tower) setback controls (Street views looking south)

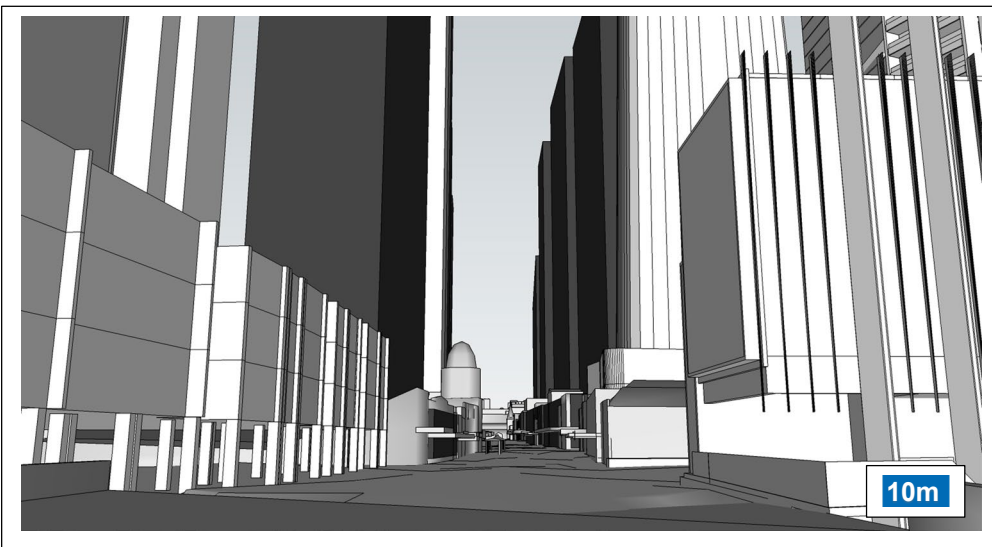
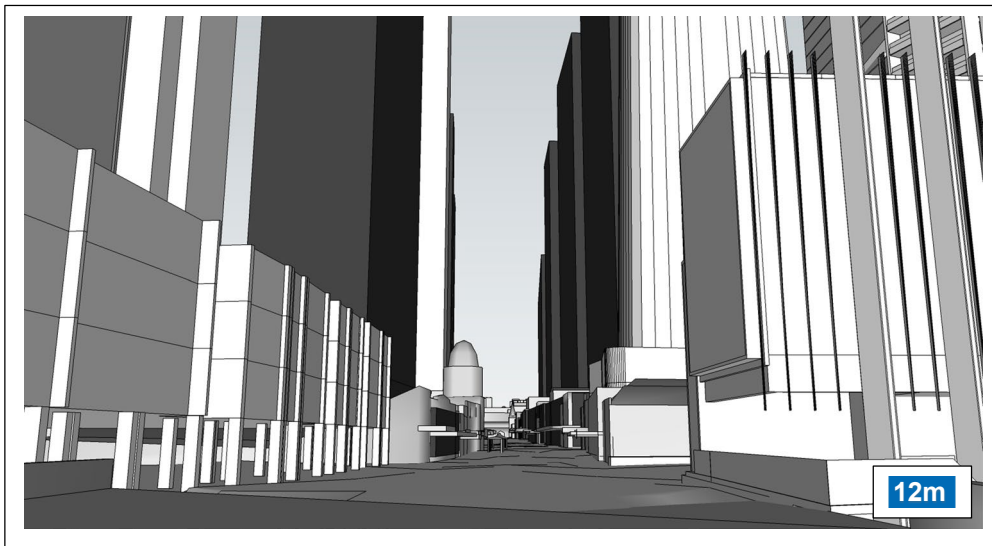
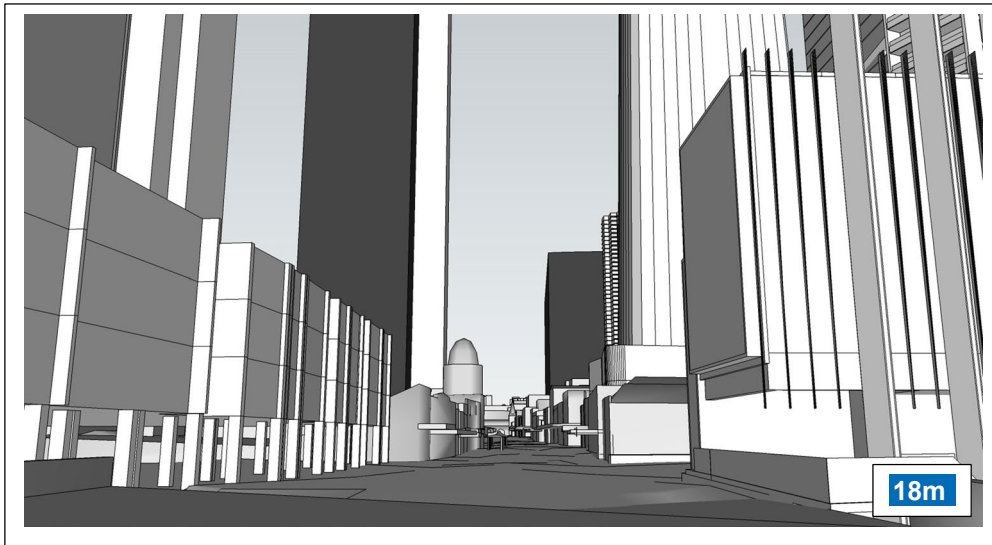


Figure 51 - Comparison of views – 18m, 12m and 10m upper level (tower) setback controls (Street views looking north)

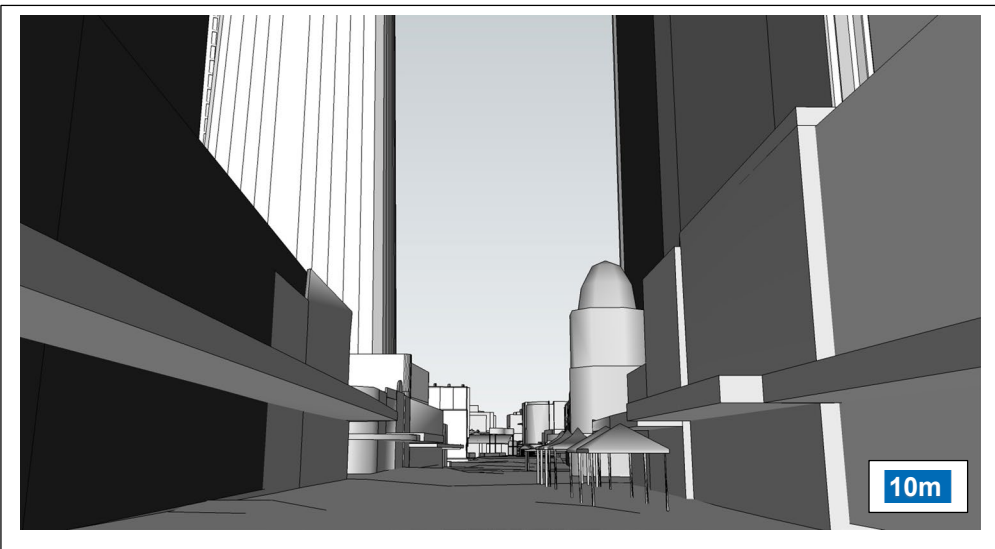
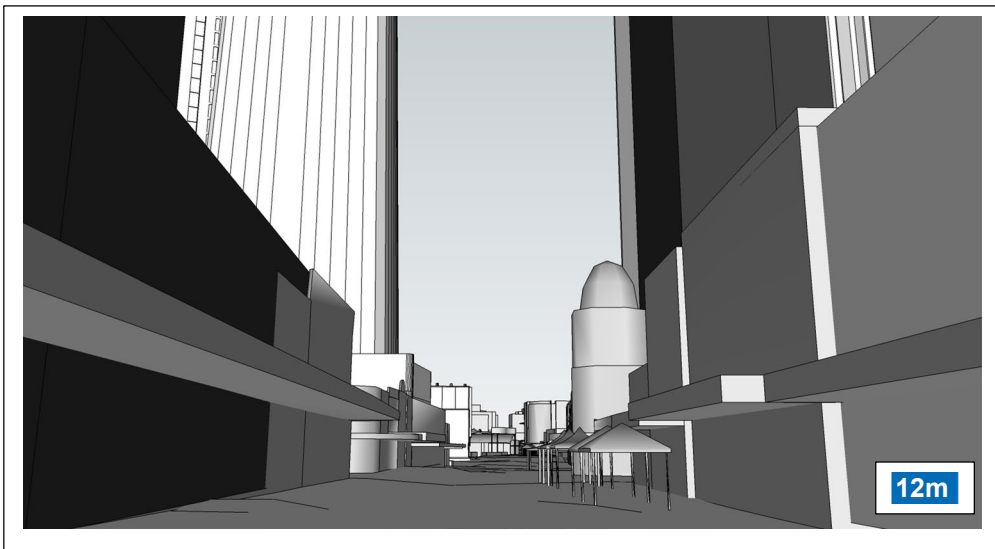
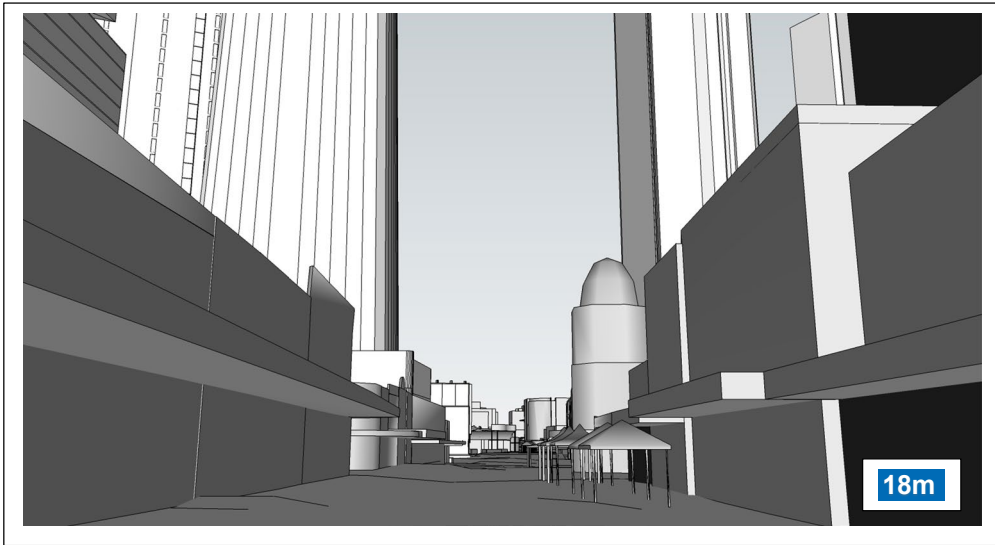


Figure 52 - Comparison of views – 18m, 12m and 10m upper level (tower) setback controls (Aerial looking north)

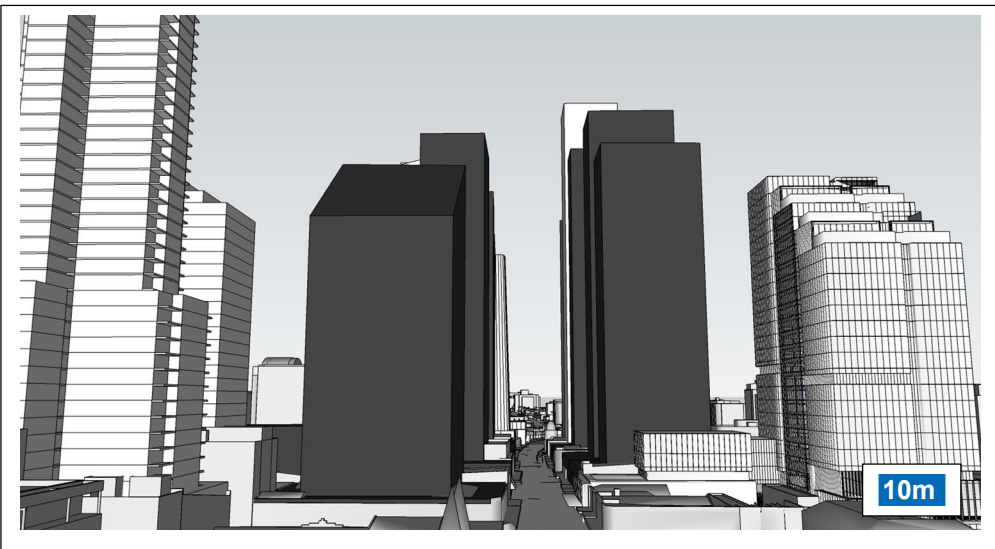
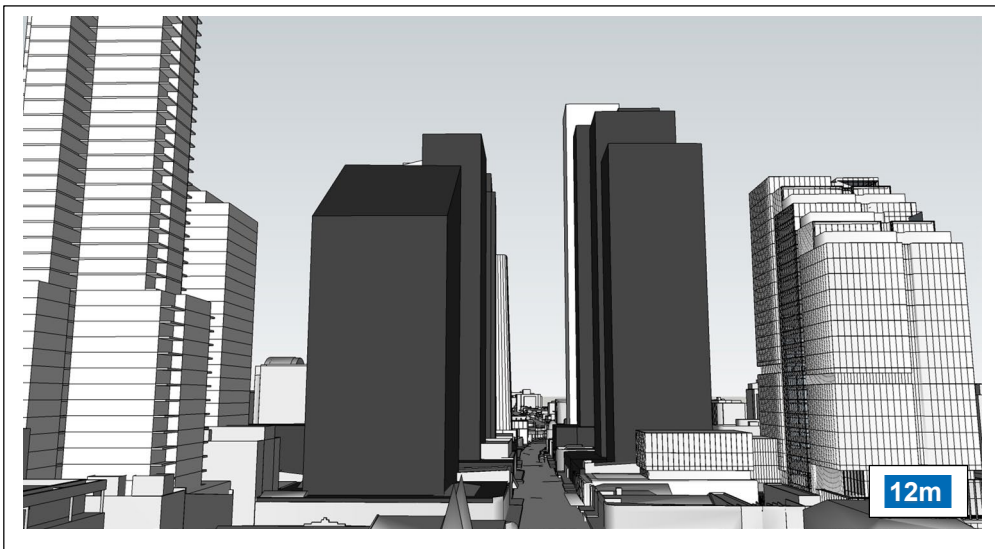
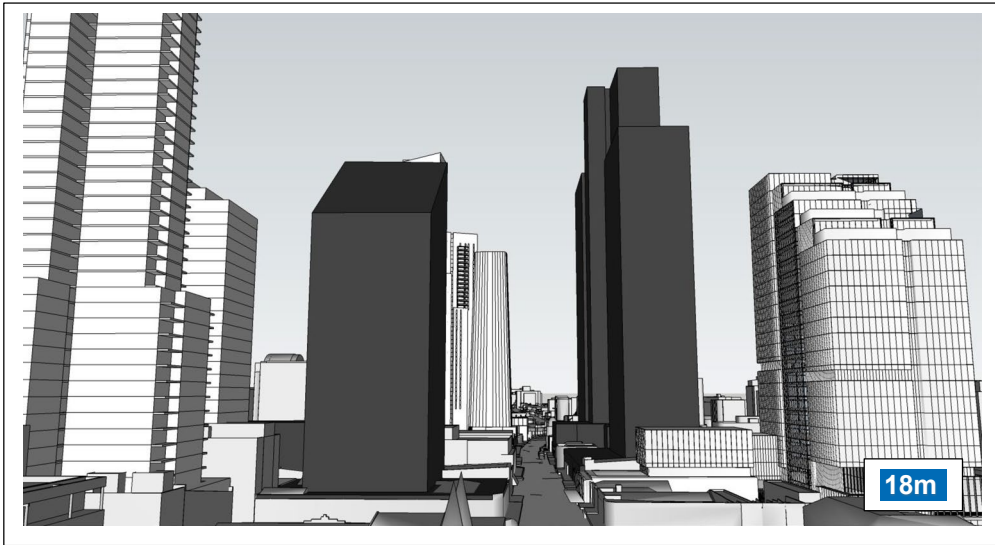
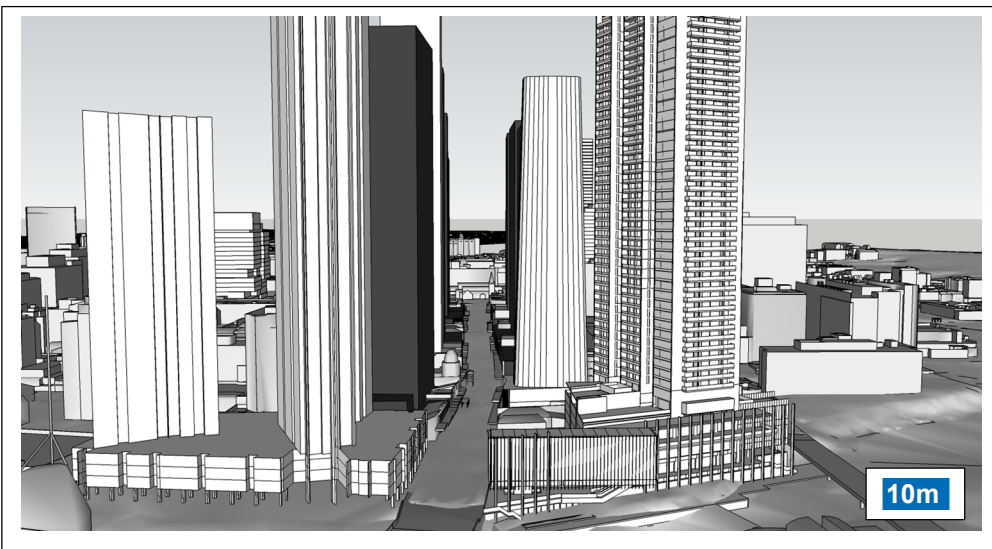
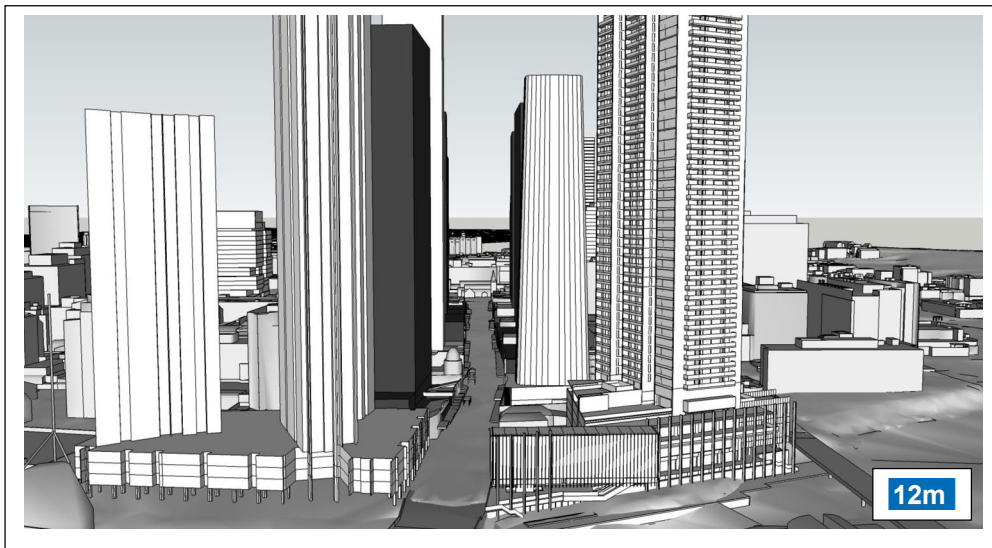
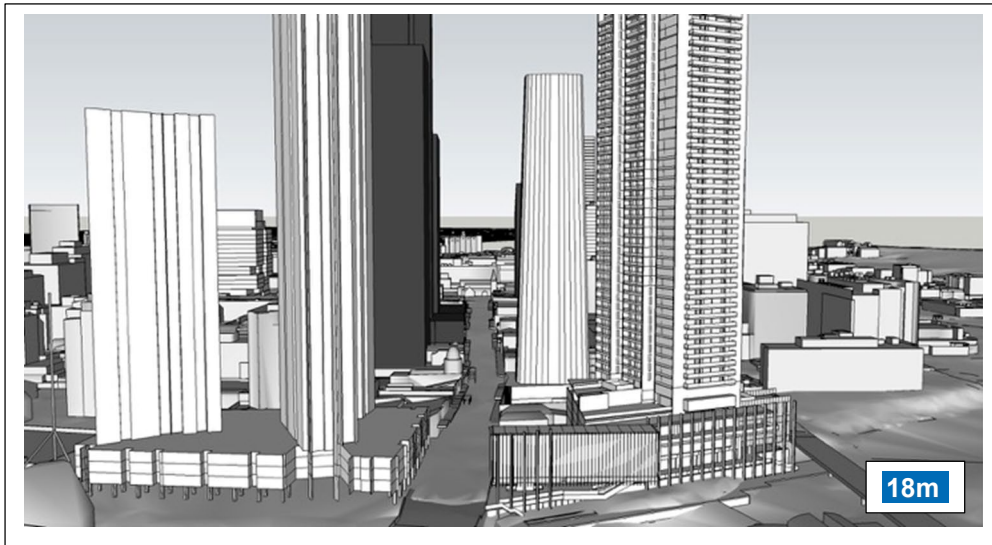


Figure 53 - Comparison of views – 18m, 12m and 10m upper level (tower) setback controls (Aerial looking south)



Key findings of the urban design analysis from April 2018 for the 18m, 12m and 10m upper level (tower) setback scenarios.

- Mismatch between 10:1 FSR (and Opportunity sites of up to 15:1 FSR) and 18m upper level (tower) setbacks for most sites on Church Street.
- Reduction of views to sky and overshadowing of the street occurs with 10m and 12m upper level (tower) setbacks.
- Fine grain and lively character of the street may be impacted by large podiums and tenancies on ground level
- Large consolidations to make appropriate lot sizes may not be feasible.
- ADG standards have not been strictly adhered to – 18m inter-building separation instead of 24m.
- Nil tower setbacks to lanes occur in some instances, which is inconsistent with current DCP.

Key comments from Council Reports

SSPP - 286-300 Church Street, Parramatta

- Reported to the Council Meeting on 23 April 2018 (Item 13.2)
- Officer report identified amendments to the upper level (tower) setback to Church Street (from 18m to 10m) as a key policy issue for this SSPP, meaning that the position taken may impact on the draft controls for the Parramatta CBD Planning Proposal.
- Officer report considered the urban design analysis (as reproduced in this document) and urban design comments (as detailed in the Council report), and balancing all issues including precedent, heritage and development potential, recommended a 12m tower setback control and Incentive FSR of 10:1 plus 3:1 Opportunity Site FSR (total 13:1) exclusive of design excellence and high performing building bonus FSR and additional commercial floor space.
- Council resolved a 10m upper level (tower) setback control and 16:1 FSR for this SSPP.

Parramatta CBD PP – Policy Issues Report

- Reported to the Council Meeting on 10 September 2018 (Item 13.2)
- Officer report recommended 12m upper level (tower) setback to Church Street (between Parramatta River and Macquarie Street) and an associated reduction in FSR from 10:1 to 3:1 for the affected setback area, and to consider aligning SSPPs on Church Street, including 286-300 Church Street, with this policy approach when these SSPPs are reported back to Council following public exhibition.
- Council resolved a 12m tower setback control (with no associated FSR reduction) and to consider aligning SSPPs post-exhibition.

The next section of the report outlines the more detailed urban design and feasibility (or developability) testing undertaken for the 12m upper level (tower) control consistent with the direction of the Council Resolution .

3.6. Test #2: Church Street – Urban design and feasibility testing of the 12m upper level (tower) setback scenarios

Background to the testing

The following urban design and feasibility testing was undertaken to address the Gateway determination Condition 1 (k) iii – Church Street and Condition (i) vi – Opportunity Sites. CoP Urban Design Officers tested whether a viable tower floor plate could be achieved on sites within the Church Street Precinct that had a 12m upper level (tower) setback and also reviewed height and FSR controls.

Building envelope assumptions

The table below summarises the planning controls tested for the Church Street Precinct followed by a detailed explanation of the controls and how they work together to form the building envelope.

Upper Level Setbacks	<p>To the Street: Church Street - 12m Phillip Street - 6m or heritage curtilage George Street - 12m or heritage curtilage Macquarie Street - 6m or heritage curtilage</p> <p>To Laneways: 0-3m where lane forms the third frontage. 0m inconsistent with existing DCP. Any larger setbacks render floorplates unviable.</p> <p>Side and Rear boundaries: 9m (Apartment Design Guideline requires 12m inter-building setback)</p>
Height of Buildings	<p>RL 243 Radar Terrain Clearance Chart (RTCC) or solar access protection (SAP) surfaces to Parramatta Square. This impacts on maximum yields possible on sites impacted by the SAP surfaces.</p> <p>12m podium/ street wall setback zero metres from street frontage</p>
FSR	Up to max of 15:1 where possible, after primary and secondary upper level street setbacks and ADG separations have been provided, however with the SAP the maximum FSR is 12:1.

Floor Space Ratio and Floor Space Ratio Sliding Scale controls

The maximum development that may be accommodated on sites in the B4 Mixed Use zone of the Church Street Precinct has been tested. Four sites were selected based on a theoretical amalgamated parcel to achieve a site area greater than 1800sqm and two other sites were already greater than 1800sqm, in single ownership and the subject of a SSPP greater than 1800sqm. A minimum site area of 1800sqm was selected to be consistent with the draft CBD PP FSR Sliding scale clause which permits the maximum incentive FSR to be achieved on a site where the site is greater than 1800sqm.

For the Church Street Precinct, the maximum Incentive FSR is 10:1 with a minimum FSR of 1:1 required to be for non-residential uses. Other FSR permitted includes – design excellence of 15% (equal to an FSR 1.5:1 for a 10:1 FSR site); high performing building bonus of 5% (equal to an FSR of 0.5:1 for a 10:1 FSR site); and unlimited FSR for commercial uses (excluding the minimum 1:1 FSR requirement) up to the 'Prescribed aircraft surface control' (see discussion below). Five of the six tested sites were not eligible for Opportunity site bonus FSR because sites affected by a Solar Access Plane are not eligible for Opportunity Site bonus FSR (policy direction taken in the original CBD PP), and see further discussion on next page.

Building height controls

Incentive Height of Building Control

The six sites were selected because they were not subject to an incentive height of building control over the entire site, and this therefore excluded sites within two sections of the Church Street Precinct being the 'central-west' and 'north-west' sections (see Figure 13 on page 14). The rear boundary of the sites within these sections is a laneway (Freemasons Arms Lane and Phillip Lane – on the western side of Church

Street) and they have narrow frontages and shallow depths. These sites have an Incentive FSR of 10:1 and an Incentive Height of Buildings Control of 12m over the entire site. The other sites within the remaining four sections of the Church Street Precinct have an Incentive Height of Buildings Control of 12m for the first 12m only, and an unlimited Incentive Height of Buildings Control for the remainder of the site.

Prescribed aircraft surface control

Despite the unlimited incentive height of building control, all sites in the Parramatta CBD are subject to a prescribed aircraft surface control for Sydney Airport known as the Radar Terrain Clearance Chart (RTCC). In the Parramatta CBD this surface is at RL 243 and limits the final height of buildings and height of cranes used during construction to this level.

Solar Access Plane

Many sites in the Parramatta CBD are also affected by a Sun Access Plane (SAP), which controls the heights of surrounding development to protect solar access to a designated protected area. Consistent with the direction taken in the original CBD PP, sites affected by a SAP are not eligible for Opportunity Site bonus provisions. The Gateway determination for the CBD PP requires protection of solar access to Parramatta Square from 12pm to 2pm on 21 June. This urban design and feasibility testing has assumed a SAP surface will form part of the exhibited CBD PP and will protect solar access to the designated part of Parramatta Square on 21 June from 12pm to 2pm. The final endorsed and or gazetted SAP may protect solar access to Parramatta Square for a longer time throughout the year. Despite this, preliminary Council testing indicates that the number of properties affected by the SAP within the Church Street Precinct will not change. All sites south of midblock between Phillips Street and George Street are affected by the solar access plane for Parramatta Square and as shown in Figure 54 and Figure 55.

Feasibility assumptions

Floor Plate or Gross Building Area (GBA)

Council assumes the Floor Plate or GBA includes all area within the outermost face of a building.

The Architectus Study informing the Parramatta CBD Planning Proposal identified *maximum* residential tower floorplates within the CBD based on an international benchmarking of development controls. It identified the following maximums for residential floorplates, to manage bulk and slenderness ratios:

Height of Building (HOB)	Maximum residential tower floor plate
HOB under 75m	800sqm maximum floor plate/ GBA
HOB between 75-105m	950sqm maximum floor plate/ GBA
HOB above 105m	1100sqm maximum floor plate/ GBA
NB. The Architectus study did not identify <i>minimum</i> floor plate sizes.	

Efficiency

Based on recent planning proposals on Church Street, floorplates ranging from 480 - 990sqm have been proposed. For the purpose of this study we have assumed a 700sqm floorplate/ GBA for a residential tower as being 'developable'.

Council has a consistent policy of applying 75% efficiency to derive Gross Floor Area (GFA) at planning proposal stage:

Residential GFA = GBA x 75%

This efficiency factor accounts for balconies, external walls, internal voids, atria and other exclusions as per the standard definition of GFA. A 700sqm GBA translates to a GFA of 525sqm. Assuming an average unit size of 85sqm GFA this equates to approximately 6 units per floor.

The increase in the number of apartments per floor reduces the shared costs (stairs, lifts, risers, etc.) thereby reducing costs per apartment. As the tower gets taller, the core size inherently gets larger while efficiency diminishes and the slenderness ratio increases. Typically, in the Parramatta CBD, this occurs when building heights are greater than 75m or 24 storeys and less than 800sqm floorplate.

Based on the leanness of the floor plates of proposed development fronting Church Street in the study area, there will be a constant pressure in the development process to reduce setbacks to accommodate additional apartments thus increasing the number of apartments per service core. Therefore, to protect the unique value of Church Street as a distinct corridor, it is important to ensure the upper level street frontage setback is maximised and reinforced.

Summary of testing assumptions

The following table summarises the planning controls applied in Test #1 and Test #2 and influencing the building envelopes for sites within the Church Street Precinct. As noted previously, the key difference between the two tranches of testing is the overshadowing control, with sites affected by a SAP being ineligible for Opportunity Site bonus FSR and by consequence the unlimited FSR for commercial uses (above the minimum 1:1 requirement). After the table, the next section of this report outlines the Test #2 analysis followed by key findings from the testing.

Planning Controls	Test #1	Test #2
FSR		
Incentive FSR 10:1	Y	Y
Design Excellence FSR 15%	Y	Y
High Performing Building FSR 5%	Y	Y
Opportunity Site FSR	Y	N
Unlimited commercial FSR above the min. 1:1 requirement	Y	N
Height - overall		
Incentive Height of Buildings	Y	Y
RTCC	Y	Y
DCP Overshadowing control for Parramatta Square 21 June, 45 minutes	Y	N
SAP – Parramatta Square 21 June, 12-2pm	N	Y
Height – podium (street wall)		
12m, with 0m setback from the street	Y	Y
Upper level Setbacks		
Church Street – 18m	Y	-
Church Street – 12m	Y	Y
Church Street – 10m	Y	-
George Street – 12m (or heritage curtilage)	Y	Y
Phillip Street - 6m (or heritage curtilage)	Y	Y
Macquarie Street- 6m (or heritage curtilage)	Y	Y
Laneways – 0-3m where lane forms the third frontage	Y	N
Laneways – 3-9m where lane forms the third frontage	-	Y
Side – 9m from boundary	Y	Y

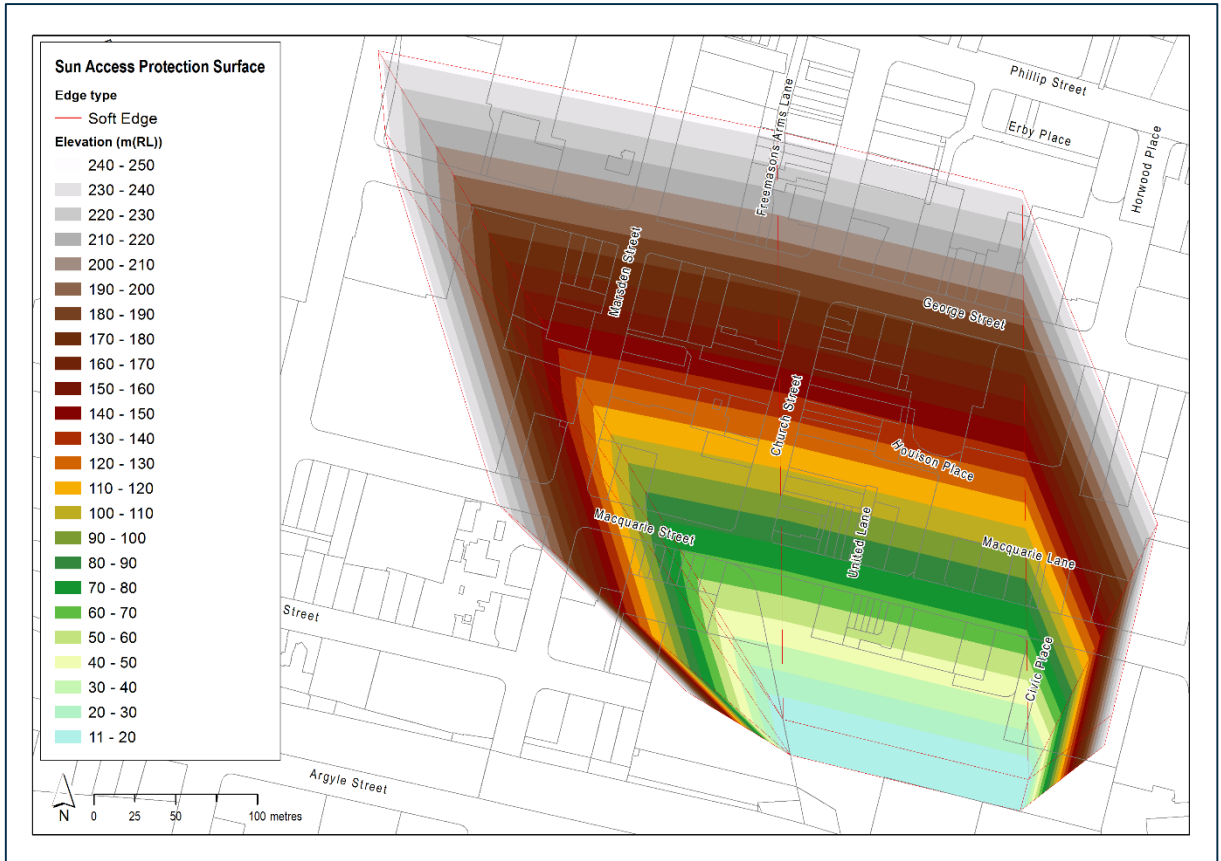


Figure 54 - Sun Access Protection Surface for Parramatta Square with elevation values





Figure 55 - Sun Access Protection Surface – 12 noon to 2pm on 21 June 2018 - Mid-winter protection




Figure 56 – Urban design testing of 5 selected consolidated sites

KEY

 12m UPPER LEVEL SETBACK LINE


 APPROVED + Tower GBA

- A - LIDIS TOWER (1106m²)
- B - MERITON (W 846m² E 768m²)
- C - 2-10 PHILLIP ST TOWER (957m²)
- D - 210A CHURCH ST (2026m²)


 PLANNING PROPOSALS + Tower GBA

- 01 - 295 CHURCH ST (480m²)*
- 02 - 286 CHURCH ST (700m²)*
- 03 - 20-22 MACQUARIE ST (685m²)
- 04 - 59 MARSDEN ST (630m²)
- 05 - St JOHN'S CHURCH SITE (990m²)


*with 12m upper level setback

 PROBLEMATIC AND UNVIAIBLE


- a. **Floor plate:** 646m² (+123m² with 0m setback to laneway for potential total of 769m² GBA) Approx. 5 units per floor assumed. Very low development merit. Compromised form and proximity to adjacent lots across laneway is of concern.

 VIABLE FLOOR PLATES ACHIEVED

- b. **Floor plate:** 1012m² (viable)
Full 8 units per floor serviced by a single core assumed.
Preferred land consolidation used.
- c. **Floor plate:** Potential total of 1488m² (viable size for non-standard commercial / hotel).

 SITE TESTING CANDIDATES

- d. **Floor plate:** 782m² CBA site with assumed minimum consolidation for a corner tower form. Approx. 6 units per floor assumed.
- e. **Floor plate:** 704m² (at lower end of viability - compact layouts). Tension between tower floor plate sizes vs amount of minimum land consolidation assumed, after applying setbacks and separation distances. All separation distances minimized to 18m.
- f. **Floor plate:** 782m²
Assumed minimum consolidation 6 units per floor. Compact layouts.

 THROUGH LINKS

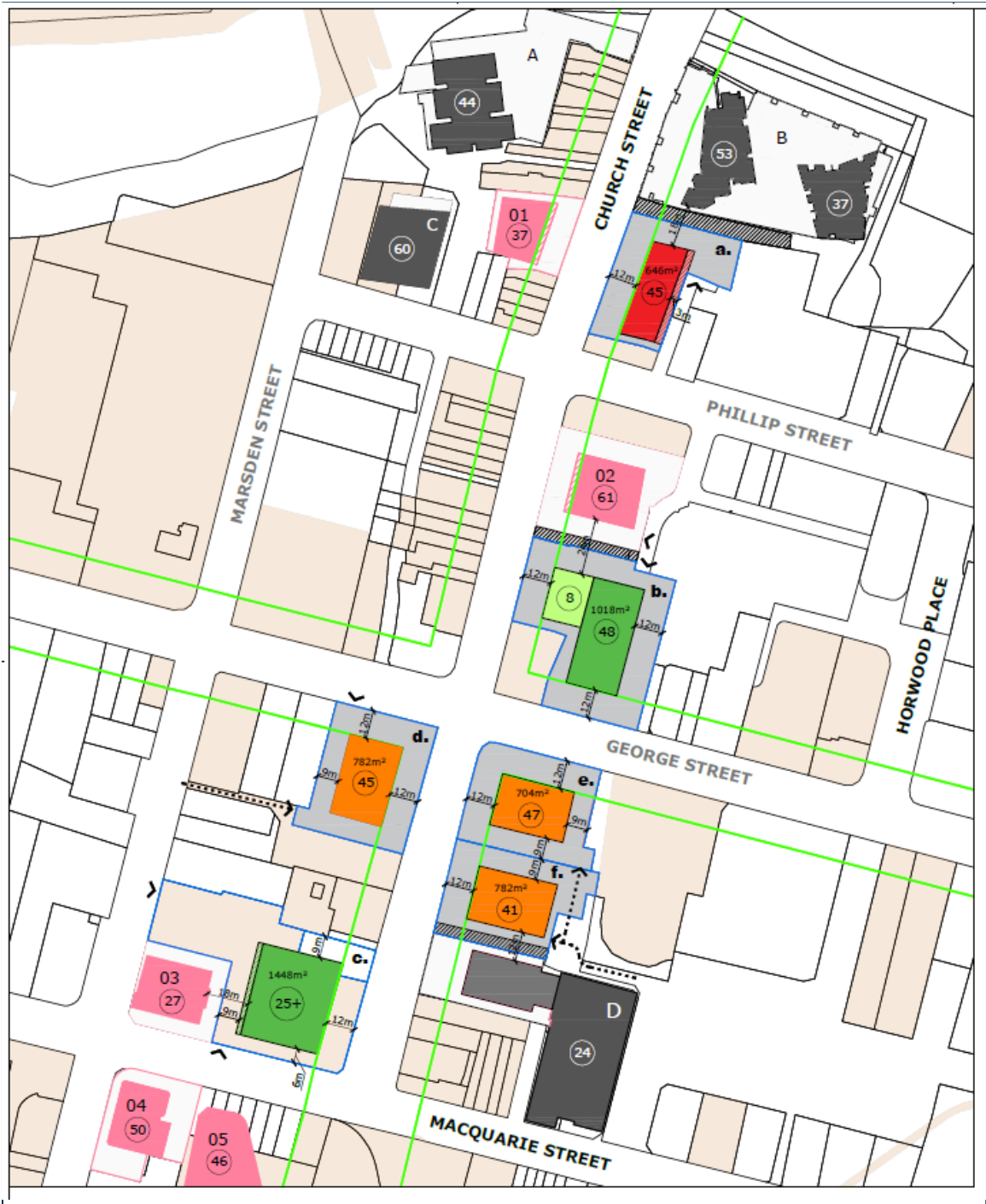






Figure 57 - Urban design testing of 5 selected site consolidations

KEY


 12m UPPER LEVEL SETBACK LINE

 THROUGH LINKS

 POTENTIAL ACCESS


 PROBLEMATIC AND UNVIABLE

a. Site area : 2038m²
 Floor plate : 646m²
 FSR tested : **12:1**
 Storeys : 45
 Height in m. : 142m

 VIABLE FLOOR PLATES ACHIEVED

b. Site area : 3572m²
 Floor plate : 1018m² (Tower proper)
 FSR tested : **12:1**
 Storeys : 48
 Height in m. : 151m

c. Site area : 3813m²
 Floor plate : 1448m²
 FSR tested : **~ 9:1**
 Storeys : 25+
 Height in m. : 102m

 SITE TESTING CANDIDATES

d. Site area : 2464m²
 Floor plate : 782m²
 FSR tested : **12:1**
 Storeys : 45
 Height in m. : 142m

e. Site area : 2304m²
 Floor plate : **704m²**
 FSR tested : **12:1**
 Storeys : 47
 Height in m. : 148m

f. Site area : 2242m²
 Floor plate : 782m²
 FSR tested : **12:1**
 Storeys : 41
 Height in m. : 130m



INDICATIVE LAYOUTS
 CORNER OF GEORGE + CHURCH
 (not to scale)



INDICATIVE COMPACT PLAN
 (Scale - 1:1000)

Key findings of the urban design testing from May 2019 for the 12m upper level (tower) setback

The information in the table below collates the results from the testing.

Site	Site Area	Tower floor plate	No. of Units/ floor	Max. Height till SAP	Max. FSR till SAP
a – corner site	2038sqm	646sqm	5	142m/ 45 st	12.0:1
b – corner site	3572sqm	1018sqm	8	151m/ 48 st	12.0:1
c – corner site*	3813sqm	1448sqm	-	139m/ 34 st	9.2:1
d- corner site	2464sqm	782sqm	6	142m/ 45 st	12.0:1
e – corner site	2304sqm	704sqm	6	148m/ 47 st	12.1:1
f – single fronted	2242sqm	782sqm	6	130m/ 41 st	12.0:1

*non-standard commercial/ hotel

The site specific testing indicates the following:

Site 'a' - Development Unlikely:

- Despite a site consolidation of 7-8 sites and an area in excess of 2000sqm, this scenario has a limited site depth of approximately 30m given the location of Phillip Lane. The upper level setback on Church Street as well as inter-building separation to the eastern boundary renders floor plates very narrow and not suitable for development.

Sites 'b and c' - Developable:

- These large sites/ consolidation have the advantage of dual frontages and generous site depths, and while solar access planes impact them, they are likely to accommodate mixed use development and or hotel developments.
- A full utilisation of the 10:1 + applicable bonuses may not be achievable for sites located closer to Parramatta Square.
- Corner sites with a site area greater than 3500sqm are better suited to achieving a larger tower floor plate and therefore more units per floor (8 units and more). Larger sites with a tower floor plate in excess of 1100sqm and closer to the SAP for Parramatta Square would be more suitable for a non-standard commercial or a hotel development.

Sites 'd, e and f' - Potential Development:

- Single fronted sites with an area of 2200sqm or more and an upper level (tower) street setback of 12m may achieve a developable (minimum 700sqm) tower floor plate with an FSR of 12:1 subject to site orientation, site depth/ consolidation and ability to achieve inter-building separation and street frontage setbacks.
- Corner sites with an area of 2300sqm or more and an upper level (tower) street setback of 12m may achieve a developable (minimum 700sqm) tower floor plate with an FSR of 12:1 subject to site orientation, site depth/ consolidation and ability to achieve inter-building separation and street frontage setbacks.
- The testing assumed an inter-building tower separation of 18m instead of 24m. Retaining a 24m inter-building separation would mean a tower floor plate of 700sqm is unlikely achieved.

Overall:

- Having planning controls that provide unlimited commercial floor space is a mismatch between building outcomes and precinct character.
- The minimum site area of 1800sqm required to achieve the mapped incentive FSR of 10:1 generates a floor plate less than 700sqm with a 12m upper level (tower) setback. A site area 2200sqm will most likely generate a floorplate of 700sqm.
- Any development proposed should have a separate vehicular access other than Church Street due to the vehicular restrictions due to the future light rail.

Yield analysis for Sites 'a to f' is in Appendix 3 and view analysis for the 12m upper level setback follows.

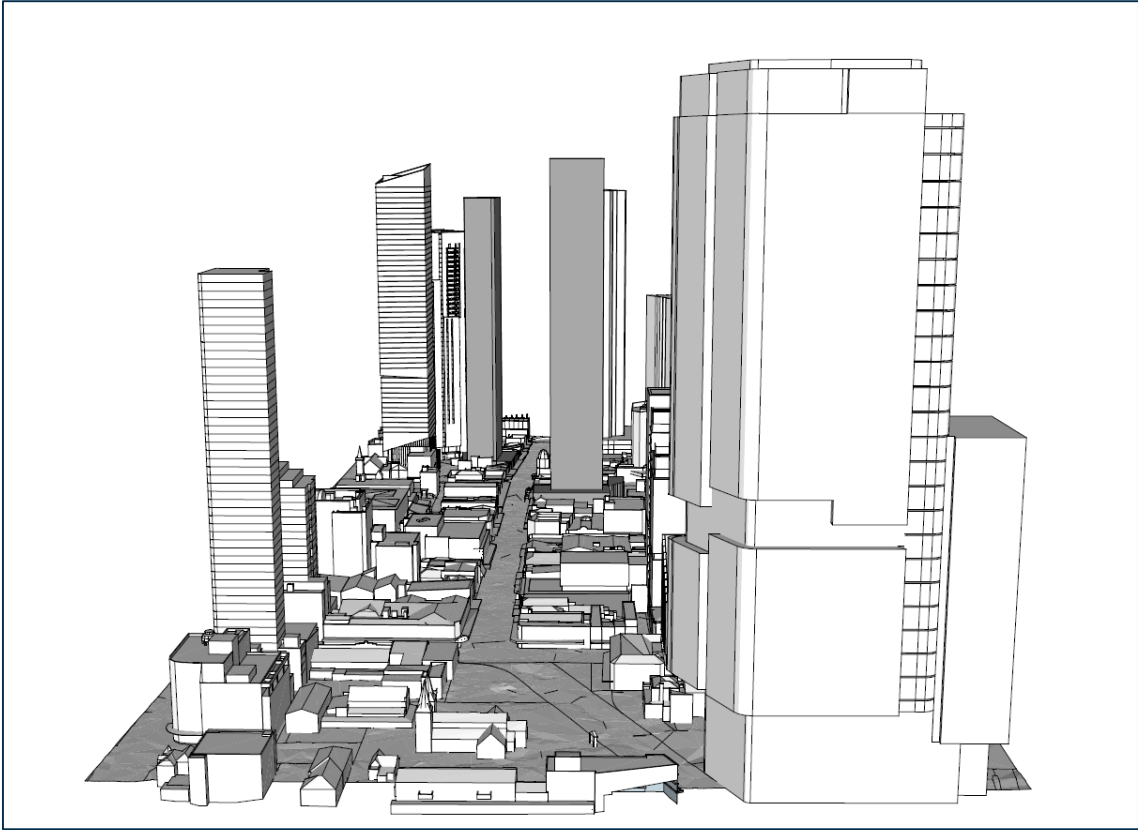


Figure 58 – SSSPs and approved DAs looking north towards the River

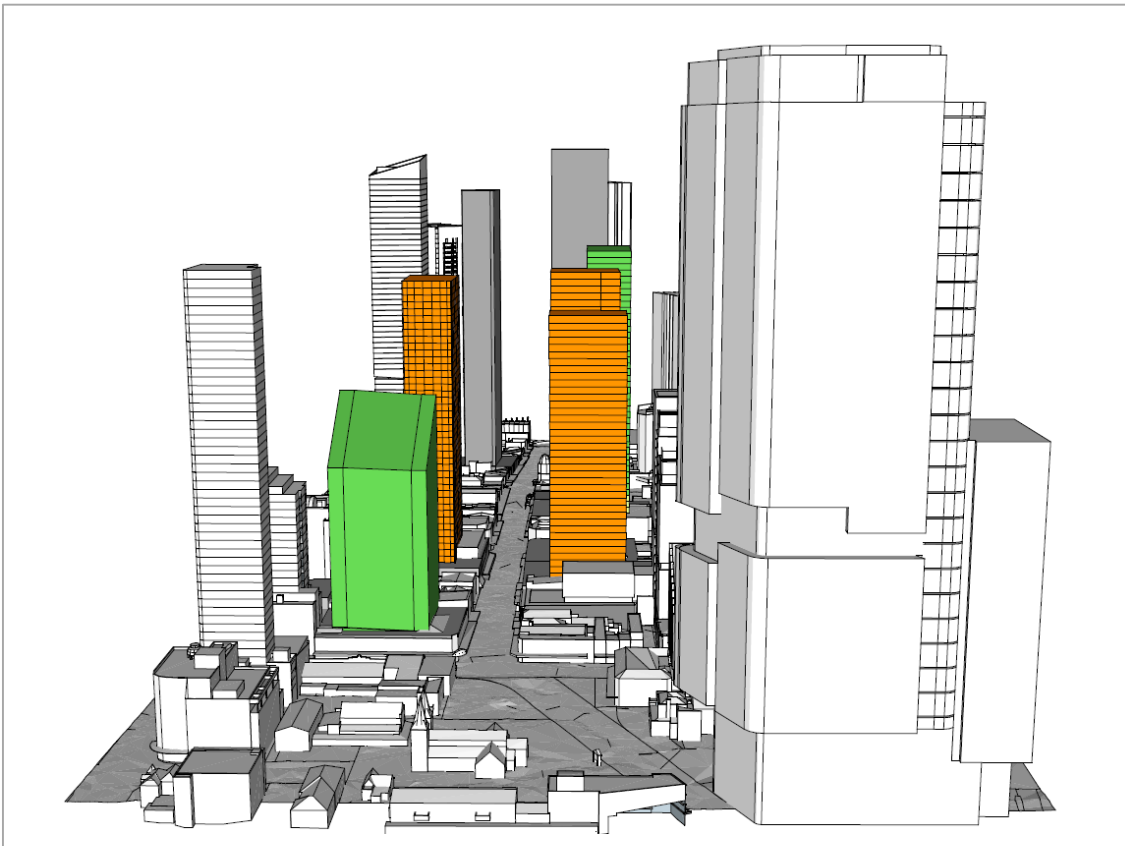


Figure 59 – Test #2 Sites 'b, c, d, e and f' - looking north towards the River

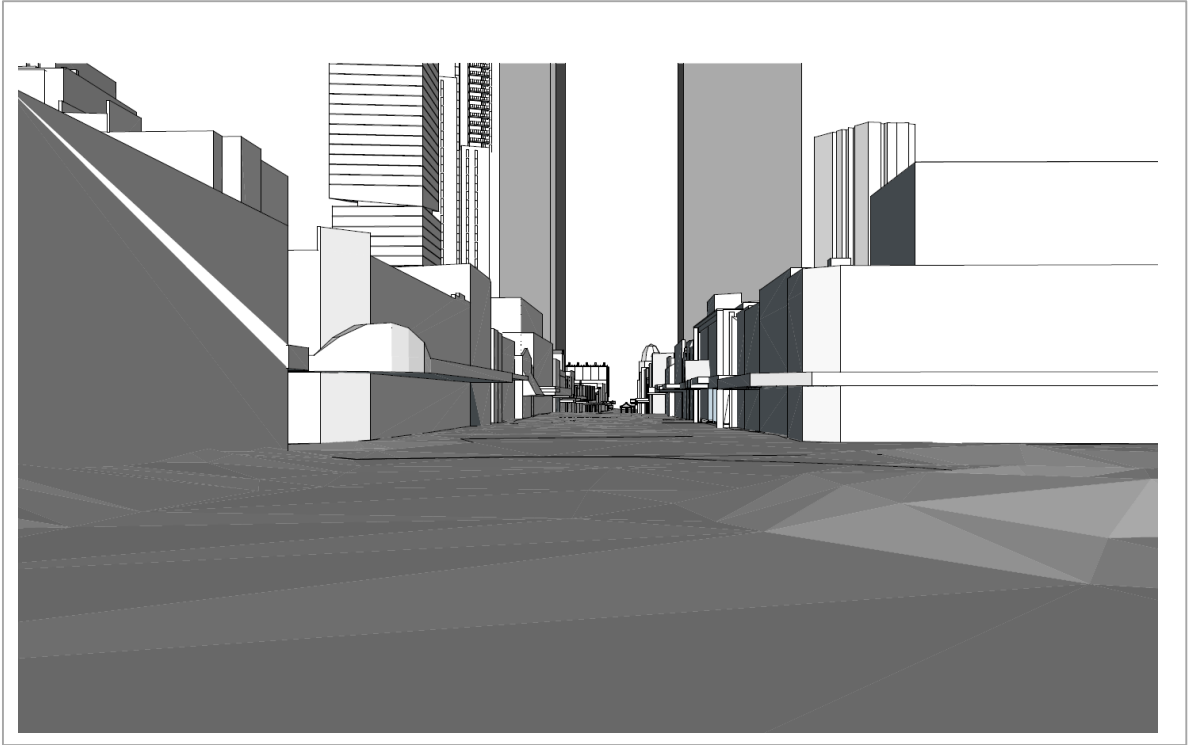


Figure 60 - SSSPs and approved DAs looking north towards the River (from street level)

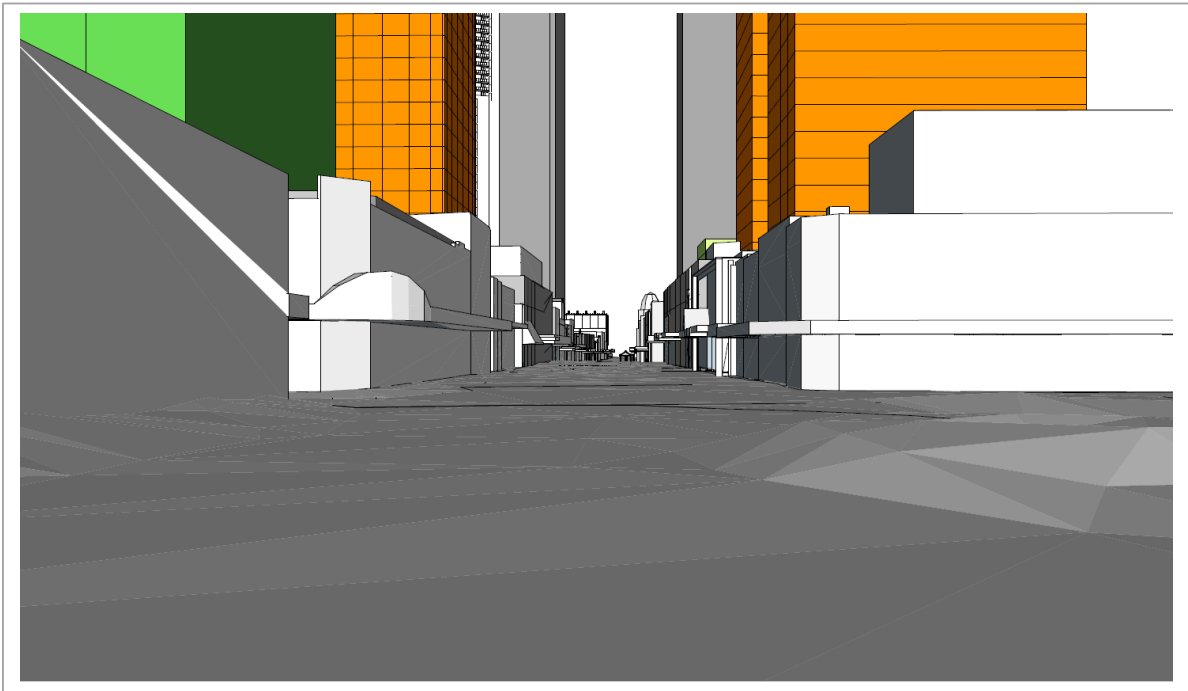


Figure 61 - Test #2 Sites 'b, c, d, e and f' - looking north towards the River (from street level)

4. SYNTHESIS

The urban design and feasibility testing reproduced in Section 3 of this Study indicates that a viable residential tower floor plate of 700sqm with a 12m upper level (tower) setback control may be achieved for sites within four of the six sections within the Church Street Precinct. This assumes a podium and tower typology that requires a site consolidation of 2200sqm and above, as well as meeting upper level tower and inter building setbacks. An FSR of 12:1 can be accommodated within the SAP for Parramatta Square for most sites (subject to site consolidation and achieving upper level setbacks).

Therefore, any developer pressure on these sites to decrease the 12m upper level (tower) setback is likely to be, because of:

- the consolidated site area being less than 2200sqm,
- the financial challenges of high rise development (costs and time) with a compact floor plate, and
- a need to reduce the costs of shared facilities (stairs, lifts, risers, etc.) by increasing the unit count or the efficiency of the residential floor area.

Church Street is a unique precinct within the CBD. It has a very successful Eat Street in place and a future light rail line, which will put certain demands on the street level condition and the user experience. Therefore, a strategic approach needs to be taken on what Council desires to see here in addition to future development.

The urban design study findings are as follows:

- For the sites within south-west, south-east, central-east and north-east sections of the Church Street Precinct can achieve a 12:1 FSR with a 12m upper level (tower) setback control.
- For the sites within the central-west and north-west sections of the Church Street Precinct a 12:1 FSR can not be achieved due to the 12m height control over the entire lot reflecting the site conditions, fine grain heritage and constraints. The exception to this is the property at 295 Church Street which is not heritage listed and could be amalgamated – it is noted that this would be subject to a separate site-specific PP process.
- A minimum consolidation of 2200sqm to 2300sqm would be required to achieve a viable tower floor plate with a 12m setback.
- The 12m upper level (tower) setback from Church Street should be retained as a minimum.
- Any additional bonuses of opportunity sites and unlimited commercial GFA is best located outside this precinct.
- Development sites should have vehicular access other than from Church Street.

5. CONCLUSIONS

This Study has outlined the urban design testing of 18m, 12m and 10m upper level (tower) setback control; and the urban design and feasibility testing of a 12m upper level (tower) setback control of sites within the Church Street Precinct.

The key issue for Council is an appropriate tower setback along Church Street between Macquarie Street and Parramatta River having regard to the important heritage streetscape while balancing the feasibility of a tower development, as permitted by the 10:1 FSR and tested through site-specific Planning Proposals at 286-300 Church Street, 197-207 Church Street and 89 Marsden and 295 Church Street.

The testing has considered the Greater Sydney Commission's District Plan with the Parramatta CBD and Westmead identified as the Metropolitan Centre for the Central City within the Metropolis of Three Cities approach for Greater Sydney. The 'Greater Parramatta' Metropolitan Centre will accommodate new administrative, business services, judicial and educational jobs together with new housing.

The testing has also considered the urban structure of the CBD with the long north-south and east-west streets providing strong view corridors and permeable connections. The existing fragmented ownership and fine grain subdivision pattern together with the 2-3 storey street wall buildings and many heritage buildings support a range of retail uses (eating, outdoor dining and shopping) and reinforces Church Street as an important Civic Space. The other key Civic Space within the CBD is George Street and like the Church Street Precinct its importance is reinforced by a similar upper level setback. Outside these areas, the typical upper level setback to the street is 6m.

The planning controls in the draft CBD PP (height, FSR and setbacks) and Apartment Design Guideline inter-building setback control (albeit reduced), together with the typical site conditions (area, width and depth) and theoretical amalgamated sites have been used to test the 12m upper level (tower) setback to Church Street within the context of the Church Street Precinct.

In conclusion, the urban design and feasibility testing indicates that a 12m upper level (tower) setback control to Church will support a viable floor plate within a residential podium and tower typology.

Recommendations

In light of the analysis undertaken in this urban design and feasibility study and also the supporting heritage analysis undertaken by consultants City Plan Heritage, the following is recommended for the Church Street Precinct between Macquarie Street and the River:

1. That Council adopt the Incentive FSRs of 3:1 and 10:1 (i.e. 12:1 inclusive of Design Excellence and High Performing Buildings bonuses) for the Church Street Precinct, as shown in Figure 62 below:



Figure 62: Proposed Incentive Height of Building controls for the Church Street Precinct

2. That Council remove the Opportunity Site FSR and unlimited commercial FSR bonuses for this precinct acknowledging the heritage and overshadowing constraints.
3. That Council support a 12m tower podium setback control for the Church Street precinct to ensure a consistent streetscape presentation and viable tower floorplates.
4. That Council adopt Incentive Height of Building control of 12m and no height limit for the Church Street Precinct, as shown in Figure 63 below.

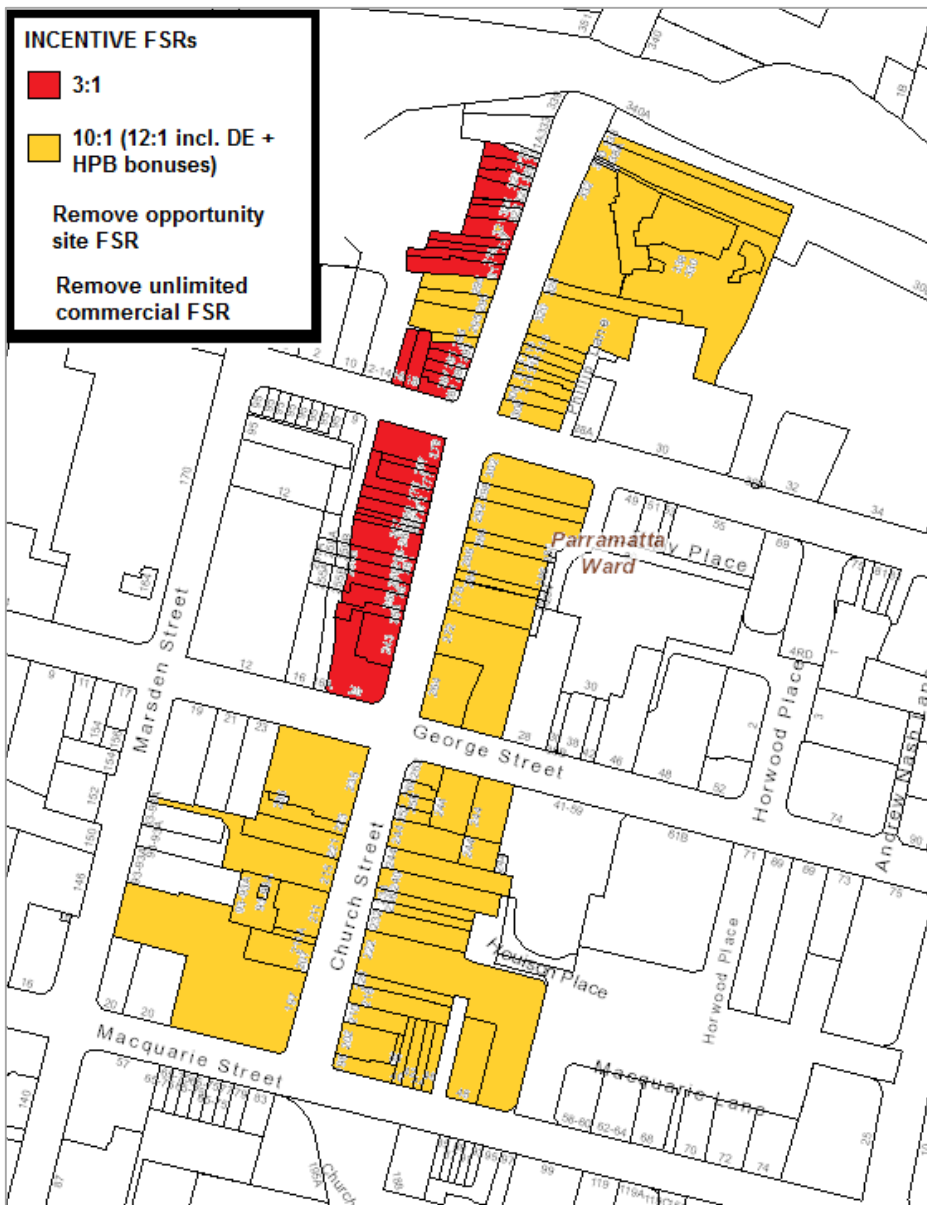


Figure 62: Proposed Incentive Floor Space Ratio controls for the Church Street Precinct

- That Council prepare supporting DCP controls to ensure that tower podiums are designed to be appropriately integrated into the heritage streetscape.

Appendix 1: Proposed CBD PP Planning Controls

Extract of Maps for Parramatta CBD Planning Proposal of draft Planning Controls for Church Street Precinct



Figure 1 - Parramatta CBD PP - Endorsed Land Zoning Map

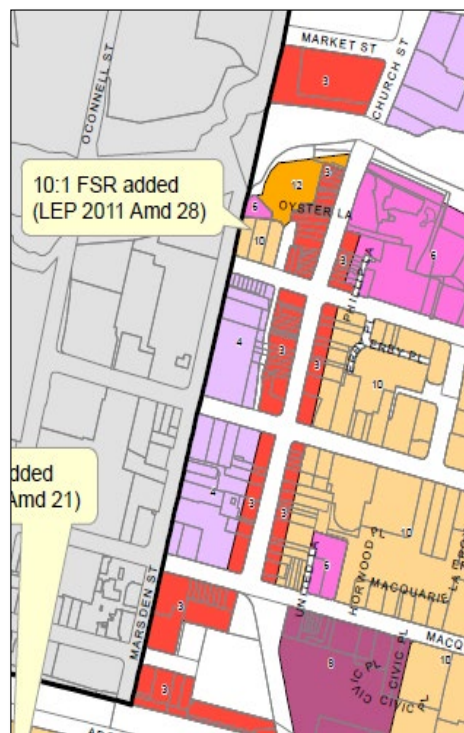


Figure 2 - Parramatta CBD PP - Endorsed Floor Space Ratio Map



Figure 3 - Parramatta CBD PP - Endorsed Incentive Floor Space Ratio Map



Figure 4 - Parramatta CBD PP - Endorsed Heritage Map

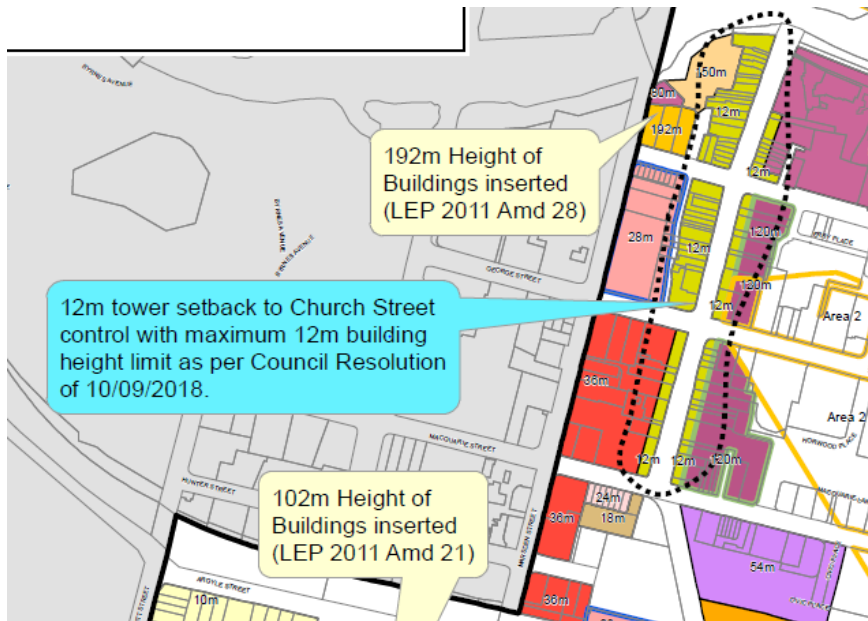


Figure 5 – Parramatta CBD PP – Endorsed Height of Buildings Map

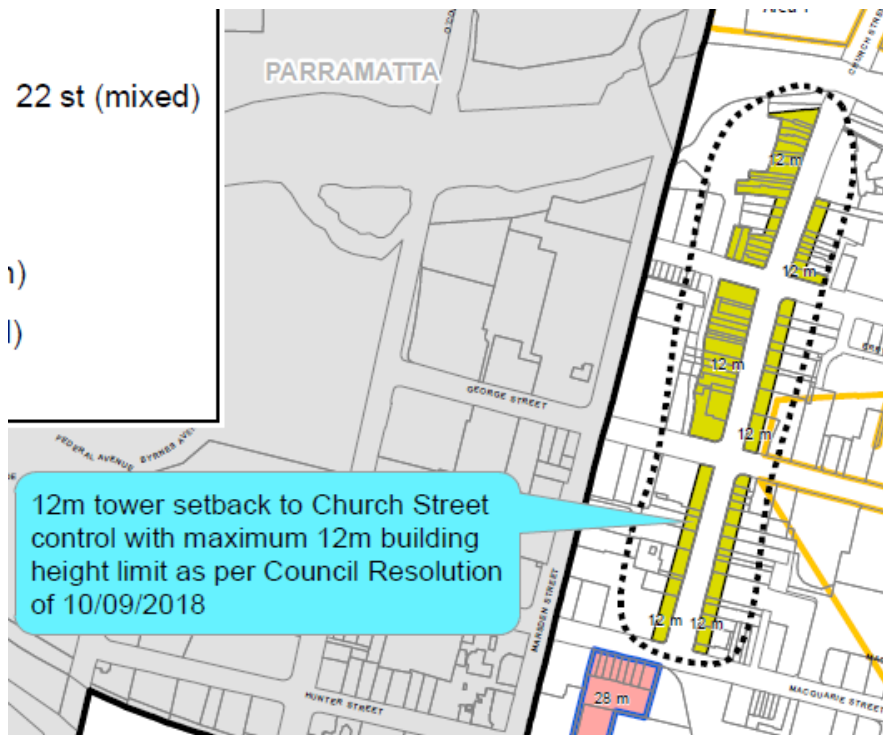


Figure 6 – Parramatta CBD PP – Endorsed Incentive Height of Buildings Map



Figure 7 - Parramatta CBD PP - Endorsed Opportunity Sites Map

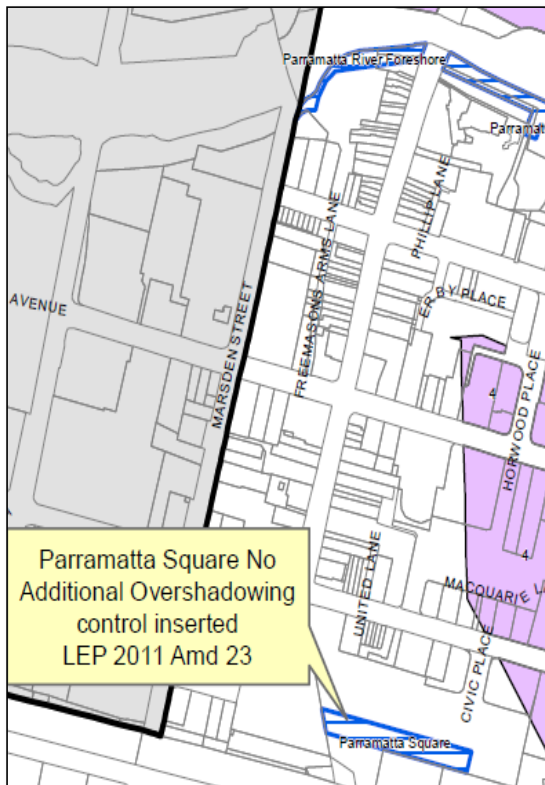


Figure 9 - Parramatta CBD PP - Endorsed Sun Access Protection Map

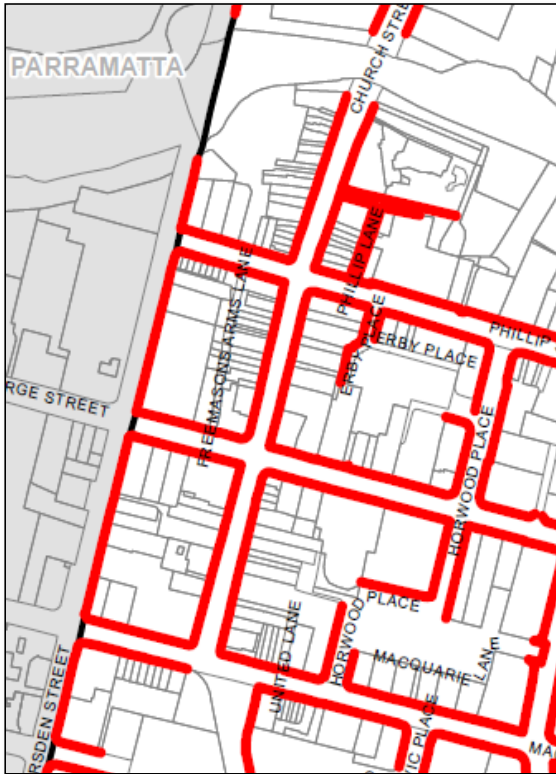


Figure 11 - Parramatta CBD PP - Endorsed Active Street Frontages Map

Appendix 2: Evolution of planning controls

The following table summarises the evolution of draft planning controls for the Church Street Precinct:

Instrument/ Study/ Council resolution	Key Planning controls		Supporting controls
	Floor Space Ratio (FSR)	Height of Buildings (HOB)	
Church Street Precinct			
Parramatta LEP 2011 (current planning controls)	3:1 for the first 18m; and then variable FSRs being 3:1, 4:1, 6:1 and 10:1	12m street wall, 18m podium tower setback; and then variable height of buildings controls being 12m, 28m, 36m, 80m and 120m	Parramatta DCP 2011 – Section 4.3.3. Parramatta City Centre
Architectus Study (2014)	10:1	No height limit	Sun access controls
Parramatta CBD Planning Strategy (2015)	10:1	No height limit	Sun access controls
Urbis Heritage Study (2015)	3:1 for the first 18m; and then 10:1, except for sites adjoining Freemasons Lane	12m street wall, 18m podium tower setback [A Height of Buildings control for the remainder of the site was not provided as this was outside the study scope]	
Council endorsed position (December 2015 & April 2016*)	Base FSR – as per PLEP 2011 noted above Incentive FSR - 10:1	Base HOB – 12m street wall, 18m podium tower setback; and then variable height of buildings control being 12m, 28m, 36m, 80m and 120m Incentive HOB - 12m street wall, 18m podium tower setback; and then no height of buildings control for the remaining part of the site	
Hector Abraham Architects (HAA) Heritage Study of Interface Areas (July 2017)	(not part of study scope)	(not part of study scope)	Amendment to PLEP 2011 Clause 7.21 - Managing heritage impacts

Council endorsed position in relation to the HAA Study (July 2017)	As above	As above	Amendment to PLEP 2011 Clause 7.21 - Managing heritage impacts
Council endorsed position (September 2018*)	Base FSR – as per PLEP 2011 noted above Incentive FSR - 10:1	Base HOB – 12m street wall, 18m podium tower setback; and then variable height of buildings control being 12m, 28m, 36m, 80m and 120m Incentive HOB - 12m street wall, 12m podium tower setback; and then no height of buildings control for the remaining part of the site	

Appendix 3 – Test #2 Yield Analysis

Site a.					Site b.				
2038		FSR			3572		FSR		
45 Storey		12.0			151m		12.1		
Podium		Eff.	GFA	Height	Podium		Eff.	GFA	Height
1	2038	0.35	713	4.1	1	3572	0.35	1250	4.1
2	2038	0.85	1732	4.1	2	3572	0.85	3036	4.1
3	2038	0.85	1732	3.8	3	3572	0.85	3036	3.1
6114		4178			10716		7323		
Tower		Eff.	GFA	Height	Tower lower		Eff.	GFA	Height
1	646	0.75	485	3.1	1	1390	0.75	1043	3.1
2	646	0.75	485	3.1	2	1390	0.75	1043	3.1
3	646	0.75	485	3.1	3	1390	0.75	1043	3.1
4	646	0.75	485	3.1	4	1390	0.75	1043	3.1
5	646	0.75	485	3.1	5	1390	0.75	1043	3.1
6	646	0.75	485	3.1	Tower proper				
7	646	0.75	485	3.1	6	1018	0.75	764	3.1
8	646	0.75	485	3.1	7	1018	0.75	764	3.1
9	646	0.75	485	3.1	8	1018	0.75	764	3.1
10	646	0.75	485	3.1	9	1018	0.75	764	3.1
11	646	0.75	485	3.1	10	1018	0.75	764	3.1
12	646	0.75	485	3.1	11	1018	0.75	764	3.1
13	646	0.75	485	3.1	12	1018	0.75	764	3.1
14	646	0.75	485	3.1	13	1018	0.75	764	3.1
15	646	0.75	485	3.1	14	1018	0.75	764	3.1
16	646	0.75	485	3.1	15	1018	0.75	764	3.1
17	646	0.75	485	3.1	16	1018	0.75	764	3.1
18	646	0.75	485	3.1	17	1018	0.75	764	3.1
19	646	0.75	485	3.1	18	1018	0.75	764	3.1
20	646	0.75	485	3.1	19	1018	0.75	764	3.1
21	646	0.75	485	3.1	20	1018	0.75	764	3.1
22	646	0.75	485	3.1	21	1018	0.75	764	3.1
23	646	0.75	485	3.1	22	1018	0.75	764	3.1
24	646	0.75	485	3.1	23	1018	0.75	764	3.1
25	646	0.75	485	3.1	24	1018	0.75	764	3.1
26	646	0.75	485	3.1	25	1018	0.75	764	3.1
27	646	0.75	485	3.1	26	1018	0.75	764	3.1
28	646	0.75	485	3.1	27	1018	0.75	764	3.1
29	646	0.75	485	3.1	28	1018	0.75	764	3.1
30	646	0.75	485	3.1	29	1018	0.75	764	3.1
31	646	0.75	485	3.1	30	1018	0.75	764	3.1
32	646	0.75	485	3.1	31	1018	0.75	764	3.1
33	646	0.75	485	3.1	32	1018	0.75	764	3.1
34	646	0.75	485	3.1	33	1018	0.75	764	3.1
35	646	0.75	485	3.1	34	1018	0.75	764	3.1
36	646	0.75	485	3.1	35	1018	0.75	764	3.1
37	646	0.75	485	3.1	36	1018	0.75	764	3.1
38	646	0.75	485	3.1	37	1018	0.75	764	3.1
39	646	0.75	485	3.1	38	1018	0.75	764	3.1
40	646	0.75	485	3.1	39	1018	0.75	764	3.1
41	646	0.75	485	3.1	40	1018	0.75	764	3.1
42	646	0.75	485	3.1	41	1018	0.75	764	3.1
27132		20349			47670		35753		
45 St		33246			48 St		58386		
		24527					43075		
		142					151		
		130.2					139.5		

Site c.					Site d.				
3813					2464				
34 Storey 139m					45 Storey 142m				
Potential maximum tower floor plate used									
Podium					Podium				
	Eff.	GFA	Height		Eff.	GFA	Height		
1	3813	0.35	1335	4.1	1	2464	0.35	862	4.1
2	3813	0.85	3241	4.1	2	2464	0.85	2094	4.1
3	3813	0.85	3241	3.8	3	2464	0.85	2094	3.8
			7817	12		7392		5051	12
11439					Tower				
	Eff.	GFA	Height		Eff.	GFA	Height		
1	1448	0.85	1231	4.1	1	782	0.75	587	3.1
2	1448	0.85	1231	4.1	2	782	0.75	587	3.1
3	1448	0.85	1231	4.1	3	782	0.75	587	3.1
4	1448	0.85	1231	4.1	4	782	0.75	587	3.1
5	1448	0.85	1231	4.1	5	782	0.75	587	3.1
6	1448	0.85	1231	4.1	6	782	0.75	587	3.1
7	1448	0.85	1231	4.1	7	782	0.75	587	3.1
8	1448	0.85	1231	4.1	8	782	0.75	587	3.1
9	1448	0.85	1231	4.1	9	782	0.75	587	3.1
10	1448	0.85	1231	4.1	10	782	0.75	587	3.1
11	1448	0.85	1231	4.1	11	782	0.75	587	3.1
12	1448	0.85	1231	4.1	12	782	0.75	587	3.1
13	1448	0.85	1231	4.1	13	782	0.75	587	3.1
14	1448	0.85	1231	4.1	14	782	0.75	587	3.1
15	1448	0.85	1231	4.1	15	782	0.75	587	3.1
16	1448	0.85	1231	4.1	16	782	0.75	587	3.1
17	1448	0.85	1231	4.1	17	782	0.75	587	3.1
18	1448	0.85	1231	4.1	18	782	0.75	587	3.1
19	1448	0.85	1231	4.1	19	782	0.75	587	3.1
20	1448	0.85	1231	4.1	20	782	0.75	587	3.1
21	1448	0.85	1231	4.1	21	782	0.75	587	3.1
22	1448	0.85	1231	4.1	22	782	0.75	587	3.1
23		0.85	0		23	782	0.75	587	3.1
24		0.85	0		24	782	0.75	587	3.1
25		0.85	0		25	782	0.75	587	3.1
26		0.85	0		26	782	0.75	587	3.1
27		0.85	0		27	782	0.75	587	3.1
28		0.85	0		28	782	0.75	587	3.1
29		0.85	0		29	782	0.75	587	3.1
30		0.85	0		30	782	0.75	587	3.1
31		0.85	0		31	782	0.75	587	3.1
			27078	90.2	32	782	0.75	587	3.1
			34894	102	33	782	0.75	587	3.1
					34	782	0.75	587	3.1
					35	782	0.75	587	3.1
					36	782	0.75	587	3.1
					37	782	0.75	587	3.1
					38	782	0.75	587	3.1
					39	782	0.75	587	3.1
					40	782	0.75	587	3.1
					41	782	0.75	587	3.1
					42	782	0.75	587	3.1
								24633	130.2
34 St	31856		27078	90.2	45 St	32844		29684	142
	43295		34894	102		40236			

Site e. 2304 FSR 12.1					Site f. 2242 FSR 12.0				
47 Storey 148m					41 Storey 130m				
Podium		Eff.	GFA	Height	Podium		Eff.	GFA	Height
1	2304	0.35	806	4.1	1	2242	0.35	785	4.1
2	2304	0.85	1958	4.1	2	2242	0.85	1906	4.1
3	2304	0.85	1958	3.8	3	2242	0.85	1906	3.8
		6912		4723			6726		4596
Tower		Eff.	GFA	Height	Tower		Eff.	GFA	Height
1	704	0.75	528	3.1	1	782	0.75	587	3.1
2	704	0.75	528	3.1	2	782	0.75	587	3.1
3	704	0.75	528	3.1	3	782	0.75	587	3.1
4	704	0.75	528	3.1	4	782	0.75	587	3.1
5	704	0.75	528	3.1	5	782	0.75	587	3.1
6	704	0.75	528	3.1	6	782	0.75	587	3.1
7	704	0.75	528	3.1	7	782	0.75	587	3.1
8	704	0.75	528	3.1	8	782	0.75	587	3.1
9	704	0.75	528	3.1	9	782	0.75	587	3.1
10	704	0.75	528	3.1	10	782	0.75	587	3.1
11	704	0.75	528	3.1	11	782	0.75	587	3.1
12	704	0.75	528	3.1	12	782	0.75	587	3.1
13	704	0.75	528	3.1	13	782	0.75	587	3.1
14	704	0.75	528	3.1	14	782	0.75	587	3.1
15	704	0.75	528	3.1	15	782	0.75	587	3.1
16	704	0.75	528	3.1	16	782	0.75	587	3.1
17	704	0.75	528	3.1	17	782	0.75	587	3.1
18	704	0.75	528	3.1	18	782	0.75	587	3.1
19	704	0.75	528	3.1	19	782	0.75	587	3.1
20	704	0.75	528	3.1	20	782	0.75	587	3.1
21	704	0.75	528	3.1	21	782	0.75	587	3.1
22	704	0.75	528	3.1	22	782	0.75	587	3.1
23	704	0.75	528	3.1	23	782	0.75	587	3.1
24	704	0.75	528	3.1	24	782	0.75	587	3.1
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32	704	0.75	528	3.1	32	782	0.75	587	3.1
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34	704	0.75	528	3.1	34	782	0.75	587	3.1
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36	704	0.75	528	3.1	36	782	0.75	587	3.1
37	704	0.75	528	3.1	37	782	0.75	587	3.1
38	704	0.75	528	3.1	38	782	0.75	587	3.1
42	704	0.75	528	3.1	41 St		29716	22287	117.8
43	704	0.75	528	3.1			36442	26883	130
44	704	0.75	528	3.1					
47 St		30976	23232	136.4					
		37888	27955	148					

Appendix 4: Proposed heritage clause

PART 2 – PROPOSED HERITAGE CLAUSE

7.21 Managing heritage impacts

(1) Objective

To ensure that development in the Parramatta City Centre demonstrates an appropriate relationship to heritage items and heritage conservation areas that responds positively to heritage fabric, the street and the wider area.

(2) Land to which this clause applies

This clause applies to any development on land in the Parramatta City Centre which includes or is directly adjacent to a heritage item or heritage conservation area.

(3) Heads of consideration – impact on heritage

- (a) Development consent must not be granted to the erection of a building on land to which this clause applies unless the consent authority has considered the *impact* of the development on heritage items or heritage conservation areas.
- (b) In considering what constitutes an *impact* on a heritage item or heritage conservation area, the following heads of consideration must be considered in the assessment of any development application on land to which this clause applies:
 - (i) Immediate relationship – The impact upon the built fabric or within or adjacent to the lot of that heritage item, or impact upon a property located with a heritage conservation area, must be considered.
 - (ii) Street relationship – Where development is visible from the street elevation, the impact upon the street must be considered, and in the case of a corner site (or a site that is adjacent to a corner), then the impact upon both streets must be considered.
 - (iii) Area relationship – Where a development is of a certain height and is adjacent to a heritage conservation area or cluster of individually listed heritage items, then the impact of that development upon the significance of the heritage conservation area or heritage items must be considered.

(4) Heritage assessment

- (a) Development consent must not be granted to the erection of a building on land to which this clause applies unless the consent authority has considered:
 - (i) a heritage impact statement; and
 - (ii) in the case of any development involving a lot amalgamation including or adjacent to a heritage item, a conservation management plan.
- (b) The heritage impact statement should address the following:
 - (i) the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned;
 - (ii) an area of context of heritage items and heritage conservation areas that is large enough to capture all potential impacts; and
 - (iii) important heritage relationships, as identified in the heads of consideration in clause (3).
- (c) Where a conservation management plan is required in accordance with clause 4(a)(ii), it should include conservation policies and management mechanisms that address the following:
 - (i) whether further lot amalgamation is required before a development may become appropriate in heritage terms; and
 - (ii) whether heritage conservation considerations have been prioritised in assessing developments that amalgamate heritage sites.

Appendix 5: – Sources

Figures

Figure No	Figure Caption	Source
Figure 6	The urban structure of the Parramatta City Centre in 1812.	Heritage and Visitor Information Centre - Research Services, City of Parramatta Council Weblink: http://arc.parracity.nsw.gov.au/the-river-foreshore-parramatta/
Figure 10	View of Church Street looking south from Lennox St	Heritage and Visitor Information Centre - Research Services, City of Parramatta Council
Figure 11	Aerial view of St Johns Church	National Library of Australia, photo taken by E.W.Searle, 1935. Weblink: http://nla.gov.au/nla.obj-141919607/view
Figure 12	Former ANZ Bank and Meriton tower behind	

The background of the cover features a dark blue diagonal band containing the title. Behind this band, there is a grey and white graphic of 3D rectangular blocks of varying heights and orientations, some of which are semi-transparent. In the background, a blurred city skyline with tall buildings is visible.




Heritage Analysis

Church Street Precinct

Parramatta 2150 NSW
Submitted to City of Parramatta Council

June 2019

REPORT REVISION HISTORY

Revision	Date Issued	Revision Description						
01	07/06/19	Revision tracking notes						
		<table border="0"> <tr> <td>Prepared by</td> <td>Verified by</td> </tr> <tr> <td>Zach Nix <i>Heritage Consultant</i></td> <td></td> </tr> <tr> <td>Kerime Danis <i>Director - Heritage</i></td> <td>Kerime Danis <i>Director - Heritage</i></td> </tr> </table>	Prepared by	Verified by	Zach Nix <i>Heritage Consultant</i>		Kerime Danis <i>Director - Heritage</i>	Kerime Danis <i>Director - Heritage</i>
Prepared by	Verified by							
Zach Nix <i>Heritage Consultant</i>								
Kerime Danis <i>Director - Heritage</i>	Kerime Danis <i>Director - Heritage</i>							
02	12/06/19	Revision tracking notes						
		<table border="0"> <tr> <td>Prepared by</td> <td>Verified by</td> </tr> <tr> <td>Kerime Danis <i>Director - Heritage</i></td> <td>Kerime Danis <i>Director - Heritage</i></td> </tr> </table>	Prepared by	Verified by	Kerime Danis <i>Director - Heritage</i>	Kerime Danis <i>Director - Heritage</i>		
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03	13/06/19	Revision tracking notes						
		<table border="0"> <tr> <td>Prepared by</td> <td>Verified by</td> </tr> <tr> <td>Kerime Danis <i>Director - Heritage</i></td> <td>Kerime Danis <i>Director - Heritage</i></td> </tr> </table>	Prepared by	Verified by	Kerime Danis <i>Director - Heritage</i>	Kerime Danis <i>Director - Heritage</i>		
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Disclaimer

This report has been prepared by City Plan Heritage P/L with input from a number of other expert consultants (if relevant). To the best of our knowledge, the information contained herein is neither false nor misleading and the contents are based on information and facts that were correct at the time of writing. City Plan Heritage P/L accepts no responsibility or liability for any errors, omissions or resultant consequences including any loss or damage arising from reliance in information in this publication.

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1. BACKGROUND

1.1. Introduction

City Plan Heritage (CPH) has been engaged by The City of Parramatta Council (CPC) to provide analysis and heritage input into the combined heritage, urban design and commercial feasibility study for the Church Street Precinct, Parramatta.

This study is to address a condition of the Gateway determination for the draft Parramatta CBD Planning Proposal (CBD PP) issued by the Department of Planning and Environment (DPE) on the 13 December 2018. This report aims to review the urban design and commercial feasibility analysis prepared by Council officers, including supporting background material; and provide heritage advice in relation to the draft planning controls.

It is the understanding of CPH that the objectives of this project encompass two parts:

- 1. To deliver to Council a report that assesses the heritage impacts and makes a recommendation as to the suitability of planning controls for sites within the Study Area acknowledging the urban design and commercial feasibility analysis;*
- 2. For Council to use the heritage report to support a position in response to the Gateway condition for sites within the Church Street Precinct.¹*

1.2. Context of report

The following summary provides background on the commissioning of this report and has been extracted from the 'Urban Design and Feasibility Study for the Church Street Precinct – prepared by Council Officers'.²

The City of Parramatta Council is preparing a planning proposal to change the development controls and significantly increase the extent and density of the Parramatta CBD. The purpose is to facilitate Council's vision of building Australia's 'Next Great City' as well as the NSW Government's strategy for Parramatta CBD to be a Metropolitan Centre for the Central City as envisioned in the Metropolis of Three Cities approach for Greater Sydney.

On 25 March 2019, Council considered a report on the conditional Gateway determination issued by the Department of Planning and Environment on 13 December 2018 for the draft CBD Planning Proposal. The Gateway condition for the Church Street Precinct requires Council to apply the planning controls in the condition or submit a study demonstrating different planning controls will not adversely impact on the heritage values of Church Street.

Since Council began the work to amend the planning controls for the Parramatta CBD, a number of site-specific planning proposals have been lodged seeking to amend the planning controls generally in line with the densities envisioned in the CBD PP. The assessment of SSPPs for sites within the Church Street Precinct required Council staff to undertake detailed urban design and feasibility testing of built forms.

This testing focused on the upper level setback of towers to Church Street and whether a viable tower floor plate could be achieved. Council considered this testing and the recommended outcomes in

¹ Church Street Precinct Heritage, Urban Design and Feasibility Study - Heritage Input: Heritage Consultant Brief', City of Parramatta, 17 April 2019, p.1

² Church Street Precinct Heritage, Urban Design and Feasibility Study - Heritage Input: Heritage Consultant Brief', City of Parramatta, 17 April 2019, p.1

two reports and resolved in the latest report on 25 March 2019 to undertake a heritage, urban design and feasibility study to justify a 12m upper level (tower) setback for the section of Church Street between Macquarie Street and Parramatta River (the Study Area - Figure 1)

1.3. The Site

The Church Street Precinct follows the area of Church street running from Macquarie Street in the south to the bank of the Parramatta River and the Lennox Bridge in the North. This includes all relevant lots associated with this stretch of Church Street as indicated in (Figure 1).

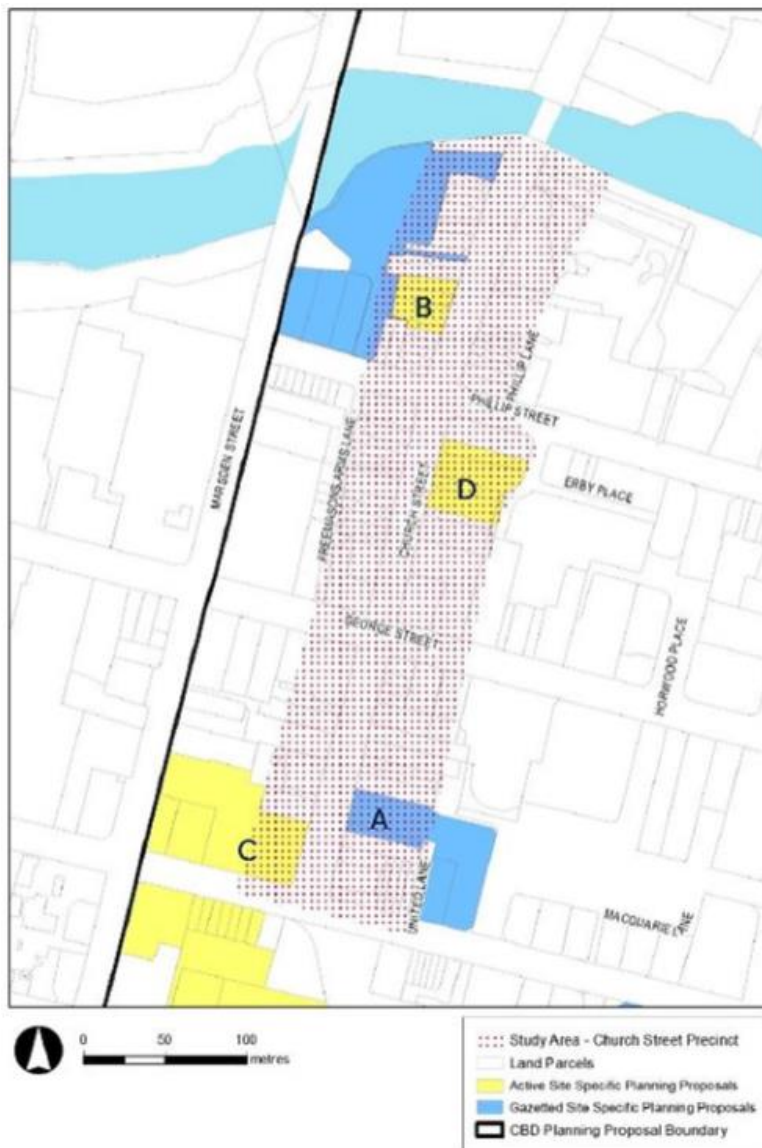


Figure 1: Church Street Precinct Boundary (Source: Church Street Precinct Heritage, Urban Design and Feasibility Study - Heritage Input: Heritage Consultant Brief, City of Parramatta, 17 April 2019)

1.4. Methodology

This report relates to the Heritage Analysis of the Church Street Precinct. It has been prepared in accordance with the NSW Heritage Division publications, *Statements of Heritage Impact, 2002* and *Assessing Heritage Significance, 2001*. It is also guided by the philosophy and processes included in The Burra Charter: *The Australia ICOMOS Charter for Places of Cultural Significance, 2013* (Burra Charter).

Research for this report has adopted a two-stepped approach. Step 1 comprised of desktop research including analysis of the provided documents listed below in *Section 1.5 - Documentation* and the State Heritage Inventory Database for listed items in the study area. Step 2 consisted of a site survey. This document provides the combined findings and recommendations resulting from this approach.

Step 1

Research into the evolution of the Parramatta CBD Planning Proposal and its related features was undertaken to gain a better understanding of the place. Further, the relevant statutory instruments, reports pertaining to the brief and the SHR were examined to determine the constraints, opportunities and known heritage values of the Church Street Precinct.

Step 2

A site survey of the study area was carried out by Zach Nix (Heritage Consultant) and Kerime Danis (Director - Heritage) on 28 May 2019 with the purpose of photographing and understanding the place. All results are presented in *Section 2.2 - Heritage Items*.

1.5. Documentation

During the preparation of this Heritage Analysis Report the following documentation has been consulted:

- *DPE Gateway Determination - Parramatta CBD PP;*
- *DPE Gateway Assessment Report - Parramatta CBD PP;*
- *Consultant GML 'Church Street, Parramatta Independent Review of Proposed Planning Controls' commissioned by the Department of Planning and Environment.;*
- *Council Report and Resolution to Council Meeting of 10 September 2018 - Resolution of Certain Policy Issues;*
- *Council Report and Resolution 25 March 2019 Parramatta CBD Planning Proposal - Parramatta CBD Gateway determination;*
- *Parramatta CBD Planning Proposal;*
- *Urbis Heritage Study, 2016;*
- *Heritage Study of Interface Areas, Hector Abrahams Architects, 2017;*
- *Council Response to Parramatta CBD Heritage Study of Interface Areas, 2017;*
- *City Centre Framework Plan, 2014 (Architectus Study);*
- *CBD Planning Strategy 2015; and*
- *Various Planning and Heritage Reports related to provided Site-Specific Planning Proposals.*

1.6. Constraints and limitations

- This assessment relates to the resources and documentation described in *Section 1.4 - Methodology* and *Section 1.5 - Documentation* . It does not relate to any additional or revised documentation by any party.
- This assessment does not include an archaeological assessment or opinions regarding such matters; neither does it form part of a Section 140 Application for an Excavation Permit or Section 144 Application for an Excavation Variation Permit
- This assessment does not include an assessment of Aboriginal values. An assessment of the Aboriginal cultural significance of an area can only be made by Aboriginal communities.
- Only a visual assessment of the subject site was carried out. Intrusive methods were not employed.

1.7. Author Identification

The following report has been prepared by Zach Nix (Heritage Consultant) and Kerime Danis (Director - Heritage) who has also reviewed and endorsed its content.

;

2. HERITAGE CONTEXT

2.1. Church Street Precinct

The Church Street Precinct is a key heritage area within Parramatta the second oldest city of Australia. The Precinct or study area as outlined in *Section 1.3* contains 29 heritage items listed in Part 1 of Schedule 5 of the Parramatta LEP 2011 and 4 archaeological sites listed in Part 3 of Schedule 5 of the Parramatta LEP 2011 (Figure 3), all these sites together act as crucial evidence to the historical development of Parramatta and are an immeasurable part of the city's identity. The age of items within the precinct range largely from the late nineteenth to early twentieth century and feature a number of unique architectural styles that remain as evidence of the historical development of Parramatta. The numerous architectural styles are appreciated through their façade detailing and parapet design which are largely visible in the above-awning streetscape.

Overall, the Precinct is characterised by fine grain, low-rise, low density structures that hold consistency across the streetscape. The fine grain streetscape and small lot sizes are the result of a unique subdivision pattern that developed in the precinct through their historic commercial and urban uses. The urban street configuration that exists in the Precinct is reflective of its original design as a colonial town layout. The Precinct is also intersected by streets important to the early movement of people through Parramatta including George and Macquarie Streets. The historic development of these streets resulted in the construction of a number of significant corner sites which act as prominent and iconic features in the streetscape. Fine examples of these prominent corner sites in the Precinct are, the Former ANZ bank building, Westpac Bank and the Horse Parapet Building.

The edges of the precinct are also bounded by laneways including Freemasons Arms Lane, Erby Place, Phillip Lane and United Lane which service rear access to a number of commercial operations on Church Street. The unique historic development of Church Street and its ongoing commercial activity led to the creation of arcade style openings in the Precinct which act as further access and commercial shopping ways in the area. A recognisable characteristic of the Precinct is the consistent awning level of shops within Church Street, these awnings are historically representative of the commercial nature of the area and are largely consistent throughout the Precinct. These awnings shape much of the street level experience of the Precinct as they create separation from above-awning façade character, obstructing views directly above them and somewhat beyond the street. The enclosed and busy nature of the street created by the awnings and fine grain pattern creates an environment conducive to significant social and commercial activity which is considered primary social significance to its many users. When the light rail is operational and pedestrian circulation become more freely across the road this limited experience in skyline will change but again people's focus would be at street level in general. The limited number and nature of the towers with 12m setback would not diminish or detrimentally affect the pedestrian perception of the Precinct's unique heritage streetscape and its commercial arcade style openings.

A number of the significant features of the precinct have undergone intrusive changes throughout recent history. Many of these changes including signage, repainting, façade covers, landscaping, lighting, services and unsympathetic additions have impacted the ability to read and appreciate the character of the precinct. However, the potential exists for much of the intrusive material to be removed or elements revived, as a part of wider works to the area.

As well as the numerous significant structures that characterise the Precinct, a number of sites of archaeological potential exist across the area. These sites have research potential and are likely to provide further evidence into the early historic development of Parramatta.



Figure 2: Looking North through Church Street, Parramatta (1907). (Source: National Museum of Australia, Object 32267)

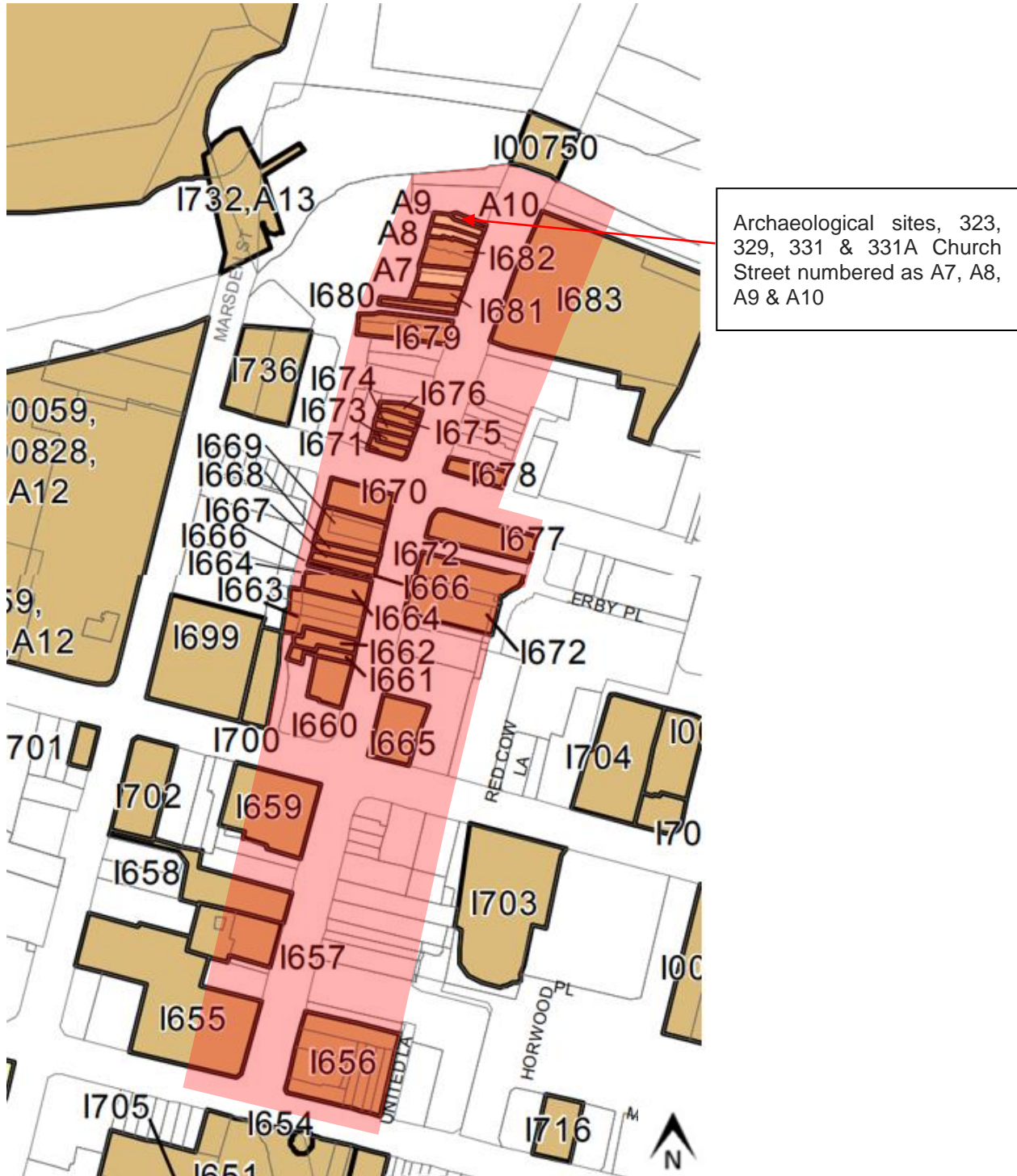



Figure 3: Approximate location of study area (indicated in red) relative to listed heritage items (Source Heritage Map - Sheet HER_010 and Sheet HER_009, Parramatta LEP 2011)

2.2. Heritage Items


The following section provides a breakdown of the heritage items present on Church Street, identifying their significance, development potential and high-level site specific policies which should guide any future development related to these items. The specific policies do not consider the specifics of the any current Site Specific Planning Proposal (SSPP) for an item. The current SSPPs have been discussed in Section 4.3. The statements of significance for these items have been extracted from the individual State Heritage Inventory form for the sites.³

	<p>Statement of Significance</p> <p><i>Building at 197 Church Street is of significance for Parramatta area for historical and aesthetic reasons and as a representative example of Inter-War period Stripped Classical architectural style building that demonstrates the commercial role of Parramatta in the twentieth century. The building is a related place to a number of buildings associated with the Murray Bros, being a former major department store of this group. Today, it is an important element of the streetscape in Church Street, contributing strongly to the townscape. The site has potential to contribute to an understanding of early urban development of the area.⁴</i></p>
<p>Shop (and potential archaeological site)</p>	<p>Specific Policies:</p> <ul style="list-style-type: none"> ▪ It is important to respect the simplicity of the façade and its horizontal presentation with series of narrow vertical façade fenestration; ▪ Ensure minimum 12m setback from Church Street façade allowing the corner skyline pediment reads as a prominent feature of the building addressing its corner position; ▪ Prepare a comprehensive heritage assessment or a Conservation Management Strategy to guide the works to the interiors of the building and the known archaeological resources of the site, in particular in the placement of the services and vertical circulation core associated with the tower; ▪ Allow for an elevated podium to separate the main building from the new contemporary tower

³ Office of Environment and Heritage, State Heritage Inventory Database. Accessed 31/5/19


⁴ Office of Environment and Heritage, State Heritage Inventory, Database no. 2240108, accessed 31/5/19

	if any vertical addition directly abuts the parapet of the building but a 12m setback from Church Street facade is preferable.
Item no. I655 197 Church Street	Development Potential (South West Section) Moderate potential due to large lot sizes. This site already has a Planning Proposal for a mixed-use with a tower 'The Boomerang' at approximately 250m maximum building height.

	<p>Statement of Significance</p> <p><i>The group collectively known as "Horse parapeted shops" is of significance for the Parramatta area for historical and aesthetic reasons and as representative example of Victorian Italianate shops in the area. Built c. 1881, it makes a major contribution to the streetscape and presents a landmark in the centre of Parramatta. This group of commercial buildings makes a major presence at a major intersection and demonstrates the commercial role of Parramatta in the nineteenth century. The site possesses potential to contribute to an understanding of early urban development in Parramatta.⁵</i></p>
Horse Parapet façade and (potential archaeological site)	<p>Specific Policies:</p> <ul style="list-style-type: none"> ▪ Due to narrow allotment it has no capacity to accommodate any tower development without detrimentally affecting its significant architectural appeal and prominent horse corner parapet. Therefore, any merged site amalgamations should not include this building. ▪ Any development on the adjoining site at 202 Church Street should allow for a podium height to match the height of the parapet of the heritage item, which is lower than the current building on the adjoining site, and compliment the horizontal decorative moulding/cornices of the item in order to create a harmonious streetscape.

⁵ Office of Environment and Heritage, State Heritage Inventory, Database no. 2240109, accessed 31/5/19


<p>Item no. I656 198-216 Church Street and 38-46 Macquarie Street</p>	<p>Development Potential (South East Section) Limited development potential as noted above.</p>
--	---

	<p>Statement of Significance</p> <p><i>Building at 213 Church Street is of significance for the Parramatta area for historical and aesthetic reasons and as representative example of a Victorian Mannerist building and a post office in the area. Built c. 1880, it makes a major contribution to the streetscape and it is an example of the work of notable architect James Barnett.⁶</i></p> <p>Please note: the SHI form refers to number 213, which is now 211 under the Land & Property Information records and listed as 211 Church Street on Schedule 5 of the Parramatta LEP 2011.</p>
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<p>Telstra House (former post office) (and potential archaeological site)</p>	<p>Specific Policies:</p> <ul style="list-style-type: none"> ▪ This item has a very strong civic characteristics and should be retained as a prominent and stand-alone element within the block by maintaining the existing laneways at either side; ▪ The building's height sets the podium level and proportions of the separation between the tower and the building should be consistent with the arched arcade height of the building; ▪ This building is anticipated to have relatively intact interiors in addition to its identified archaeological potential. Therefore, utmost care will need to be given to ensure the services and circulation core do not detrimentally affect these significant aspects of the item. ▪ Rhythm of the façade should guide the design of the tower in a simple and complementary and contemporary manner.
---	--

<p>Item no. I657 211 Church Street (93-93a Marsden Street)</p>	<p>Development Potential (South West Section) Moderate potential due to large lot sizes but requires amalgamation to accommodate a tower without adversely affecting the item.</p>
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⁶ Office of Environment and Heritage, State Heritage Inventory, Database no. 2240110, accessed 31/5/19

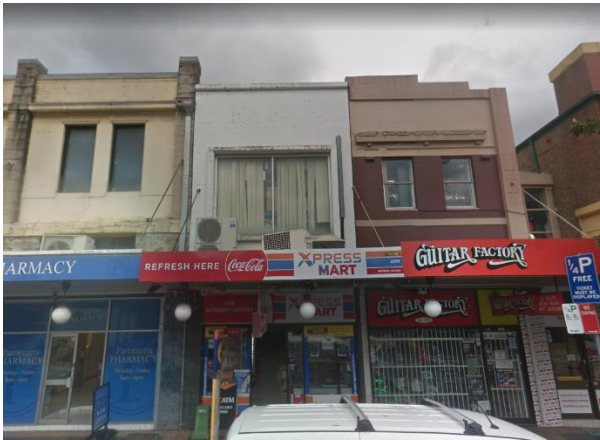
	<p>Statement of Significance</p> <p><i>Building at 215-217 Church Street, built c. 1927, is of significance for Parramatta area for historical and aesthetical reasons and as a representative example of Inter-War Stripped Classical architectural style building that demonstrates the commercial role of Parramatta in the twentieth century. The site possesses potential to contribute to an understanding of early urban development in Parramatta.⁷</i></p>
<p>HMV (former Commonwealth Bank) (and potential archaeological site)</p>	<p>Specific Policies:</p> <ul style="list-style-type: none"> ▪ This heritage item together with the former post office building at 211 Church Street provide evidence of civic architecture in a classical order reflecting the importance of government services at the time. Therefore, they will need to be considered as an integral pair of this city block and maintain their dominant presentation; ▪ This item has also been designed as a stand-alone building and should remain as is similar to the former office building noted above; ▪ utmost care will need to be given to ensure the services and circulation core do not detrimentally affect these significant aspects of the item.
<p>Item no. I658 215 Church Street</p>	<p>Development Potential (South West Section)</p> <p>Moderate Potential due to large lot sizes, but requires amalgamation to accommodate a tower without adversely affecting the item.</p>

⁷ Office of Environment and Heritage, State Heritage Inventory, Database no. 2240111, accessed 31/5/19

	<p>Statement of Significance</p> <p><i>Stone wall at rear of the buildings at 223-235 Church Street is of significance for the local area for historical and scientific reasons, as it can demonstrate the earlier development on the site and has the potential to contribute to a further understanding of the early urban development in Parramatta.⁸</i></p>
<p>Former courthouse wall and sandstone cellblock (and potential archaeological site)</p>	<p>Specific Policies:</p> <ul style="list-style-type: none"> ▪ The significance of this item lies on its remnant sandstone cellblock and former wall rather than the building standing on the site. Therefore, its development in whole is expected; ▪ Again any development should consider the adjoining and nearby heritage items' height and architectural fenestration to ensure the new development does not overwhelm their prominent position along the street; ▪ Any development will need to make sure to protect and celebrate the sandstone cellblock and the former courthouse wall as an integrated element of the development.
<p>Item no. I659 223 and 235 Church Street</p>	<p>Development Potential (South West Section)</p> <p>Moderate Potential due to large lot sizes.</p>

⁸ Office of Environment and Heritage, State Heritage Inventory, Database no. 2240112, accessed 31/5/19

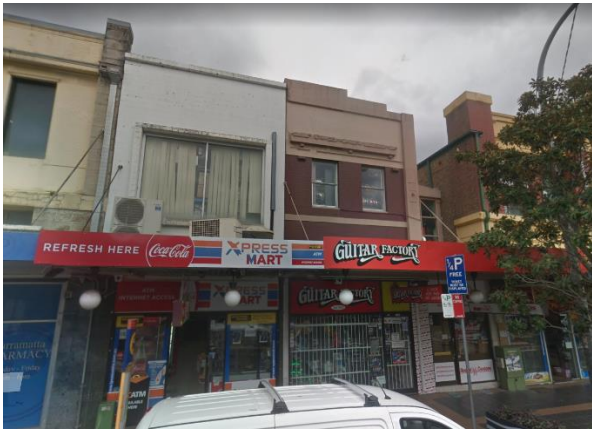
	<p>Statement of Significance</p> <p><i>Shops at 243, 245 and 247 Church Street, built c. 1924, are of significance for the Parramatta area for historical and aesthetic reasons, and as a representative example of Interwar shops in the area. The item contributes to the streetscape and has the potential to provide further evidence on the earliest phase of Parramatta's development, through the 19th and early 20th centuries.⁹</i></p>
<p>Parramatta House (and potential archaeological site)</p>	<p>Specific Policies:</p> <ul style="list-style-type: none"> ▪ A simple above awning façade with a central element that need to be considered when designing the new tower and podium; ▪ Ensure the parapet accents (projecting piers) are clearly discernible and any additions do not directly raise above them. ▪ A typical façade that reflects the fine grain and narrow allotments subdivision pattern.
<p>Item no. I660 243 Church Street</p>	<p>Development Potential (Central West Section)</p> <p>Limited potential due to short lot sizes and Freemasons Arms Lane.</p>

	<p>Statement of Significance</p> <p><i>Building at 253 Church Street, built c.1870, is of significance for the local area for historical reasons as the site that could contribute to the understanding of the development of Church Street during the 19th and 20th century.¹⁰</i></p>
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⁹ Office of Environment and Heritage, State Heritage Inventory, Database no. 2241005, accessed 31/5/19

¹⁰ Office of Environment and Heritage, State Heritage Inventory, Database no. 2241006, accessed 31/5/19


<p>Shop</p>	<p>Specific Policies:</p> <ul style="list-style-type: none"> As for 243 Church Street noted above this shop reflects the fine grain and narrow subdivision pattern along Church Street that will need to be protected. Relatively lesser decorative parapets noting the humble nature of the suburban shopping/commercial strip, but still require some level of delineation from the new work. These shops do not have capacity to vertically being extended without detrimentally affecting their historical roles, their humble nature, and contribution to the streetscape as a reminder of the 19th and 20th century development in Parramatta centre.
<p>Item no. I661 253 Church Street</p>	<p>Development Potential (Central West Section) Limited Potential due to short lot sizes and Freemasons Arms Lane.</p>

	<p>Statement of Significance</p> <p><i>Building at 255 Church Street, built c. 1860-1869, is of significance for Parramatta area for historical reasons as the site that could contribute to the understanding of the development of Church Street during the 19th and 20th century. The building is a representative example of a 19th century shop in the local area.¹¹</i></p>
<p>Shop</p>	<p>Specific Policies: As above.</p>
<p>Item no. I662 255 Church Street</p>	<p>Development Potential (Central West Section) Limited Potential due to short lot sizes and Freemasons Arms Lane.</p>


¹¹ Office of Environment and Heritage, State Heritage Inventory, Database no. 2241007, accessed 31/5/19

	<p>Statement of Significance</p> <p><i>Shops at 257, 259 and 261 Church Street, built c. 1930, are of significance for the Parramatta area for historical and aesthetic reasons, and as a representative example of Interwar shops in the area. The item contributes to the streetscape and has the potential to provide further evidence on the earliest phase of Parramatta's development, through the 19th and early 20th centuries.¹²</i></p>
<p>Shop (and potential archaeological site)</p>	<p>Specific Policies</p> <ul style="list-style-type: none"> ▪ Ensure the parapet accents (projecting piers) are clearly discernible and any additions do not directly raise above them. ▪ A typical façade that reflects the fine grain and narrow allotments subdivision pattern.
<p>Item no. I663 257, 259 and 261 Church Street</p>	<p>Development Potential (Central West Section)</p> <p>Limited Potential due to short lot sizes and Freemasons Arms Lane.</p>


¹² Office of Environment and Heritage, State Heritage Inventory, Database no. 2241008, accessed 31/5/19

	<p>Statement of Significance</p> <p><i>Building at 263-265 Church Street is of significance for Parramatta area for historical and aesthetic reasons and as a representative example of shops built in the Victorian Mannerist architectural style. Built c. 1860-1876, the building is readily identifiable as part of historic building stock of the area and continues to contribute strongly to the streetscape and townscape.¹³</i></p>
<p>Shops and offices</p>	<p>Specific Policies</p> <ul style="list-style-type: none"> ▪ Due to narrow allotment it has no capacity to accommodate any tower development without detrimentally affecting its significant architectural appeal. ▪ This area of the precinct does not have capacity to be vertically being extended without detrimentally affecting the historical roles, nature, and contribution to the streetscape of these buildings as a reminder of the 19th and 20th century development in Parramatta centre.
<p>Item no. I664 263-265 Church Street</p>	<p>Development Potential (Central West Section)</p> <p>Limited to no potential due to short lot sizes and Freemasons Arms Lane.</p>


¹³ Office of Environment and Heritage, State Heritage Inventory, Database no. 2240113, accessed 31/5/19

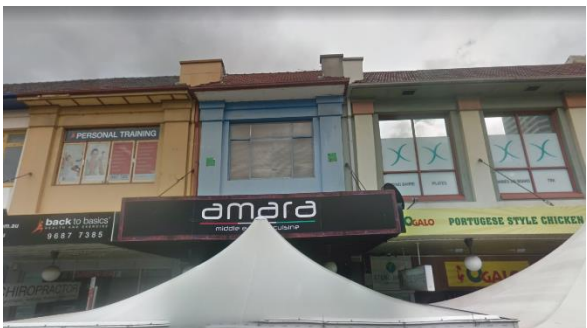
	<p>Statement of Significance</p> <p><i>Building at 264 Church Street is of significance for the Parramatta area for historical and aesthetic reasons and as a representative example of an Interwar Classical bank building in the area. Built c. 1938 on a prominent street corner, it is readily identifiable as part of historical building stock and strongly contributes to the streetscape.¹⁴</i></p>
<p>Westpac Bank</p>	<p>Specific Policies</p> <ul style="list-style-type: none"> ▪ This item has a very strong civic characteristics and should be retained as a prominent and stand-alone element within the block by maintaining the existing laneways to the east and refraining from any vertical additions; ▪ The building's height sets the podium level. Proportions of the separation between the tower and the building should be consistent with the arched arcade height of the building; ▪ Rhythm of the façade and fenestration proportions should guide the design of any associated tower in a simple, complementary and contemporary manner.
<p>Item no. I665 264 Church Street (corner of George Street)</p>	<p>Development Potential (Central East)</p> <p>Moderate potential for development due to the deep lot sizes of the section, this potential exists with the likely necessity to involve the listed sites into the design of developments.</p>

¹⁴ Office of Environment and Heritage, State Heritage Inventory, Database no. 2240114, accessed 31/5/19

	<p>Statement of Significance</p> <p><i>Building at 267 Church Street, built c. 1860, is of significance for the Parramatta area for historical reasons as part of a group at Nos. 267-277, owned and developed by methodist entrepreneur WR Murray and his brother in conjunction with their major store at Nos. 263-5. The building is a reated [sic.] place to a number of buildings associated with the Murray Bros in Church Street. This item has technical/research significance because it has archaeological potential and is believed to contain remnant fabric and from the earliest phase of Parramatta's development, through the 19th and early 20th centuries.¹⁵</i></p>
<p>Shop (and potential archaeological site)</p>	<p>Specific Policies</p> <ul style="list-style-type: none"> ▪ This shop reflects the fine grain and narrow subdivision pattern along Church Street that will need to be protected. ▪ Relatively lesser decorative parapets and slanted roof structure notes the humble nature of the suburban shopping/commercial strip, but still require some level of delineation from any new work. ▪ These shops do not have capacity to vertically being extended without detrimentally affecting their historical roles, their humble nature, and contribution to the streetscape as a reminder of the 19th and 20th century development in Parramatta centre.
<p>Item no. I666 267 Church Street</p>	<p>Development Potential (Central West Section)</p> <p>Limited Potential due to short lot sizes and Freemasons Arms Lane.</p>

¹⁵ Office of Environment and Heritage, State Heritage Inventory, Database no. 2241009, accessed 31/5/19


	<p>Statement of Significance</p> <p><i>Building at 269 Church Street, built c. 1860, is of significance for the Parramatta area for historical reasons as part of a group at Nos. 267-277, owned and developed by methodist entrepreneur WR Murray and his brother in conjunction with their major store at Nos. 263-5. The building is a related [sic.] place to a number of buildings associated with the Murray Bros in Church Street. This item has technical/research significance because it has archaeological potential and is believed to contain remnant fabric and from the earliest phase of Parramatta's development, through the 19th and early 20th centuries.¹⁶</i></p>
<p>Shop (and potential archaeological site)</p>	<p>Specific Policies</p> <p>As above.</p>
<p>Item no. I667 269 Church Street</p>	<p>Development Potential (Central West Section)</p> <p>Limited Potential due to short lot sizes and Freemasons Arms Lane.</p>

	<p>Statement of Significance</p> <p><i>Building at 273 Church Street, built c. 1860, is of significance for the Parramatta area for historical reasons as part of a group at Nos. 267-277, owned and developed by methodist entrepreneur WR Murray and his brother in conjunction with their major store at Nos. 263-5. The building is a related [sic.] place to a number of buildings associated with the Murray Bros in Church Street. This item has technical/research significance because it has archaeological potential and is believed to contain remnant fabric and from the earliest phase of Parramatta's development, through the 19th and early 20th centuries.¹⁷</i></p>
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¹⁶ Office of Environment and Heritage, State Heritage Inventory, Database no. 2241010, accessed 31/5/19

¹⁷ Office of Environment and Heritage, State Heritage Inventory, Database no. 2241011, accessed 31/5/19


Shop (and potential archaeological site)	Specific Policies As above.
Item no. I668 273 Church Street	Development Potential (Central West Section) Limited Potential due to short lot sizes and Freemasons Arms Lane.

	<p>Statement of Significance</p> <p><i>Shops at 275 and 277 Church Street, built c. 1860, are of significance for the Parramatta area for historical reasons, and as part of a group at Nos. 267-277, owned and developed by methodist entrepreneur WR Murray and his brother in conjunction with their major store at Nos. 263-265 Church Street. The pair of shops at Nos. 275 and 277 is a related [sic.] place (in heritage terms) to a number of buildings associated with Murray Bros in Church Street. This item has technical/research significance because it has archaeological potential and is believed to contain remnant fabric and from the earliest phase of Parramatta's development, through the 19th and early 20th centuries.¹⁸</i></p>
Shops (and potential archaeological site)	Specific Policies As above.
Item no. I669 275 and 277 Church Street	Development Potential (Central West Section) Limited Potential due to short lot sizes and Freemasons Arms Lane.


¹⁸ Office of Environment and Heritage, State Heritage Inventory, Database no. 2241012, accessed 31/5/19

	<p>Statement of Significance</p> <p><i>Building at 279 Church Street is of significance for Parramatta area for historical reasons as a substantial 1930s development reflecting the consolidation of Parramatta as a business centre and the introduction of newer and fashionable architectural styles. The site is also strongly associated with the Murray empire along Church Street and is likely to contain archaeology from that period. The building has aesthetic significance for its design as a prominent Inter War building occupying a corner position.¹⁹</i></p>
<p>Shop, office (and potential archaeological site)</p>	<p>Specific Policies</p> <ul style="list-style-type: none"> ▪ 279 Church Street is a marker of the historic development of Parramatta, reflecting a change in styles apparent on the street it is a rare example of Art Deco architecture in the precinct. It is of crucial importance that this façade is appreciable amongst the wider streetscape, this means that a setback of at least 12m from both Church and George Streets is necessary for effective conservation of its significance; ▪ In addition, the site occupies a prominent corner position, to ensure continuation of its prominence any surrounding development must be consistent with the buildings existing parapet height; ▪ This building is identified as likely to contain archaeological potential. Therefore, utmost care will need to be given to ensure the services and circulation core of any associated development do not detrimentally affect these significant aspects of the item.
<p>Item no. I670 279 Church Street</p>	<p>Development Potential (Central West Section)</p> <p>Limited Potential due to short lot sizes and Freemasons Arms Lane.</p>


¹⁹ Office of Environment and Heritage, State Heritage Inventory, Database no. 2241013, accessed 31/5/19


	<p>Statement of Significance</p> <p><i>Shop at 281 Church Street is of significance for the Parramatta area for historical and aesthetic reasons, as an early (Federation period) shop in Church Street. The building continues to contribute to the streetscape in spite of alterations, additionally enhanced by its corner position.²⁰</i></p>
<p>Shop</p>	<p>Specific Policies</p> <ul style="list-style-type: none"> ▪ 281 Church Street is another example of fine grain and narrow subdivision pattern along Church Street that will need to be protected; ▪ The building features an interesting Federation Arts and Crafts façade; any new work should require some level of restoration of its significant features; ▪ This site does not have capacity to be vertically being extended without detrimentally affecting its historical role. It is another example of a prominent corner site that must be protected from vertical development with the appropriate 12m setback.
<p>Item no. I671 281 Church Street</p>	<p>Development Potential (North West Section)</p> <p>Limited potential exists for further development of this section due to the numerous heritage listed and archaeological sites, short lot sizes and existing approved developments.</p>

²⁰ Office of Environment and Heritage, State Heritage Inventory, Database no. 2245263, accessed 31/5/19

	<p>Statement of Significance</p> <p><i>Stone walls at rear of 286, 288 and 290 Church Street are of significance for the local area for historical and scientific reasons, as they can demonstrate the earlier development on the site and have the potential to contribute to a further understanding of the early urban development in Parramatta.²¹</i></p>
<p>Sandstone and brick wall</p>	<p>Policies</p> <ul style="list-style-type: none"> ▪ The significance of this item lies on its remnant sandstone walls to the rear of the site rather than the existing building. Therefore, its development in whole is expected; ▪ Any development should consider the adjoining and nearby heritage items' height and architectural fenestration to ensure the new development does not overwhelm their prominent position along the street; ▪ Any development will need to make sure to protect and celebrate the sandstone walls as an integrated element of the development.
<p>Item no. I672 286 (rear), 288 and 290 Church Street</p>	<p>Development Potential (Central East)</p> <p>Moderate potential for development due to the deep lot sizes of the section, this potential exists with the likely necessity to involve the listed sites into the design of developments.</p>

²¹ Office of Environment and Heritage, State Heritage Inventory, Database no. 2240115, accessed 31/5/19


	<p>Statement of Significance</p> <p><i>Shop at 287 Church Street is of significance for the Parramatta area for historical and aesthetic [sic.] reasons, as an early (Federation period) shop in Church Street. The building contributes to the streetscape as part of the set at Nos. 287-293 due to the interesting facade design, albeit the façades were all intrusively repainted.²²</i></p>
<p>Shop</p>	<p>Specific Policies</p> <ul style="list-style-type: none"> ▪ This shop reflects the fine grain and narrow subdivision pattern along Church Street that will need to be protected. ▪ The façade detailing is related to the adjoining 287-293 Church Street but with a lesser decorative parapet structure; ▪ This shop does not have capacity to sustain any vertical development on the site, it must remain as an example of the character of the Precinct.
<p>Item no. I673 287 Church Street</p>	<p>Development Potential (North West Section)</p> <p>Limited potential exists for further development of this section due to the numerous heritage listed and archaeological sites, short lot sizes and existing approved developments.</p>

	<p>Statement of Significance</p> <p><i>Shop at 289 Church Street is of significance for the Parramatta area for historical and aesthetic [sic.] reasons, as an early (Federation period) shop in Church Street. The building contributes to the streetscape as part of the set at Nos. 287-293 due to the interesting facade design, albeit the façades were all intrusively repainted.²³</i></p>
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22 Office of Environment and Heritage, State Heritage Inventory, Database no. 2245264, accessed 31/5/19


23 Office of Environment and Heritage, State Heritage Inventory, Database no. 2246466, accessed 31/5/19

<p>Shop</p>	<p>Specific Policies</p> <ul style="list-style-type: none"> ▪ This group of shops reflects the fine grain and narrow subdivision pattern along Church Street that will need to be protected. ▪ The structure features an interesting Federation Arts and Crafts façade that continues across the site. ▪ This group of shops does not have capacity to sustain any vertical development on the site, it must remain as an example of the character of the Precinct.
<p>Item no. I674 289 Church Street</p>	<p>Development Potential (North West Section)</p> <p>Limited potential exists for further development of this section due to the numerous heritage listed and archaeological sites, short lot sizes and existing approved developments.</p>

	<p>Statement of Significance</p> <p><i>Shop at 291 Church Street is of significance for the Parramatta area for historical and aesthetic [sic.] reasons, as an early (Federation period) shop in Church Street. The building contributes to the streetscape as part of the set at Nos. 287-293 due to the interesting facade design, albeit the façades were all intrusively repainted.²⁴</i></p>
<p>Shop</p>	<p>Specific Policies</p> <p>As above.</p>
<p>Item no. I675 291 Church Street</p>	<p>Development Potential (North West Section)</p> <p>Limited potential exists for further development of this section due to the numerous heritage listed and archaeological sites, short lot sizes and existing approved developments.</p>

²⁴ Office of Environment and Heritage, State Heritage Inventory, Database no. 2245265, accessed 31/5/19

	<p>Statement of Significance</p> <p><i>Shop at 293 Church Street is of significance for the Parramatta area for historical and aesthetic [sic.] reasons, as an early (Federation period) shop in Church Street. The building contributes to the streetscape as part of the set at Nos. 287-293 due to the interesting facade design, albeit the façades were all intrusively repainted.²⁵</i></p>
<p>Shop</p>	<p>Specific Policies As above.</p>
<p>Item no. I676 293 Church Street</p>	<p>Development Potential (North West Section)</p> <p>Limited potential exists for further development of this section due to the numerous heritage listed and archaeological sites, short lot sizes and existing approved developments.</p>

	<p>Statement of Significance (Please note the inconsistency with the LEP Heritage Listing/Map and the description of the SHI. The item should have been no.298 Church Street when considering the description below)</p> <p><i>Building at 302 Church Street is of significance for the Parramatta area for historical reasons as an early three storey sandstone building along Church Street. Built c. 1850, this building is potentially a rare survivor of a mid 19th century sandstone facade covered by the present street facade. It is also associated with the southern neighbouring property as an integral part of an unusually high 19th century development on both properties. This site has archaeological potential from the earliest phase of Parramatta's development through the 19th century and early 20th century.²⁶</i></p>
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25 Office of Environment and Heritage, State Heritage Inventory, Database no. 2245266, accessed 31/5/19

26 Office of Environment and Heritage, State Heritage Inventory, Database no. 2241015, accessed 31/5/19


<p>Shop (and potential archaeological site)</p>	<p>Specific Policies</p> <ul style="list-style-type: none"> ▪ The significance of this item requires further investigation due to the present covering of the façade which obstructs the evidence of its potentially mid-19th century sandstone built structure and facade. Removal of intrusive materials and restoration of its significant character must be part of any future works associated with the site. ▪ Any development should consider the adjoining and nearby heritage items' height to ensure that new development does not overwhelm the sites potentially significant character on the street and its significant characteristic terrace form of its northern elevation; ▪ Any development will need to make sure to protect and celebrate the sandstone walls that are associated with the site and its neighbouring property to the south as an integrated element of the new development. ▪ This building is identified as having archaeological potential. Therefore, utmost care will need to be given to ensure the services and circulation core of any associated development do not detrimentally affect these significant aspects of the item.
<p>Item no. I677 302 Church Street</p>	<p>Development Potential (Central East)</p> <p>Moderate potential for development due to the deep lot sizes of the section, this potential exists with the likely necessity to involve the listed sites into the design of developments.</p>


	<p>Statement of Significance</p> <p><i>Building at 306 Church Street is of significance for Parramatta area for historical and aesthetic reasons and as representative example of a Victorian Free Classical style building in the area. This building makes a major contribution to the streetscape in Church Street and it is a notable example of the commercial significance of Parramatta in the late nineteenth century. The site possesses potential to contribute to an understanding of early urban development in Parramatta.²⁷</i></p>
<p>Former ANZ Bank (and potential archaeological site)</p>	<p>Specific Policies</p> <ul style="list-style-type: none"> ▪ This item has landmark characteristics and must be retained as a prominent element within the block by maintaining adequate setback between tower and any proposed development. The narrow façade and lot size along Church Street, in fact, prevent any vertical addition above this item. ▪ The building's parapet height sets the podium level and proportions of the separation between the tower and the building, which most likely if the adjoining sites amalgamated would happen over the adjoining sites. The podium height relationship should be consistent with the existing height of the neighbouring buildings north. ▪ This building is identified as containing archaeological potential. Therefore, utmost care will need to be given to ensure no impact occurs on these significant aspects of the item.
<p>I678 306 Church Street</p>	<p>Development Potential (North East Section)</p> <p>Limited to no potential exists due to the restriction of development between the recently constructed Meriton tower, the listed Former ANZ Bank and the small lot sizes further limited by Phillip Lane. As noted above, the building's narrow lot size of less than 12m ensures no vertical additions on this building to occur.</p>

²⁷ Office of Environment and Heritage, State Heritage Inventory, Database no. 2240117, accessed 31/5/19

	<p>Statement of Significance</p> <p><i>Building at 311 Church Street is of significance for the Parramatta area for historical and aesthetic reasons and as a representative example of an Interwar shops and residence building in the area. Built c. 1930s, it is readily identifiable as part of historical building stock and strongly contributes to the streetscape.²⁸</i></p>
<p>Shop</p>	<p>Specific Policies</p> <ul style="list-style-type: none"> ▪ A simple above awning façade with Art Deco detailing that needs to be considered when designing the new tower and podium; ▪ Ensure the parapet detailing is clearly discernible and any additions do not directly raise above them, this should be enforced through appropriate and consistent setback ▪ A unique façade that reflects the changing nature of architectural styles present in the precinct while maintaining the characteristic fine grain streetscape pattern, its presence on the street should be easily discernible. Adjoining parapet height of any new podium development should relate to and not exceed the height of the existing.
<p>Item no. I679 311-315 Church Street</p>	<p>Development Potential (North West Section)</p> <p>Limited potential exists for further development of this section due to the numerous heritage listed and archaeological sites, short lot sizes and existing approved developments.</p>

28 Office of Environment and Heritage, State Heritage Inventory, Database no. 2246468, accessed 31/5/19


	<p>Statement of Significance</p> <p><i>Shop at 317 Church Street is of significance for the Parramatta area for historical reasons as an early shop in Church Street. The building continues to contribute to the streetscape in spite of alterations, particularly through its above-awning facade.²⁹</i></p>
<p>Shop</p>	<p>Specific Policies</p> <ul style="list-style-type: none"> ▪ This shop reflects the fine grain and narrow subdivision pattern along Church Street that will need to be protected. ▪ This shop does not have capacity to sustain any vertical development on the site, it must remain as an example of the character of the Precinct.
<p>Item no. I680 317 Church Street</p>	<p>Development Potential (North West Section)</p> <p>Limited potential exists for further development of this section due to the numerous heritage listed and archaeological sites, short lot sizes and existing approved developments.</p>

	<p>Statement of Significance</p> <p><i>Shop at 321 Church Street is of significance for the Parramatta area for historical reasons as an early shop in Church Street. The building continues to contribute to the streetscape in spite of alterations, particularly through its above-awning facade.³⁰</i></p>
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29 Office of Environment and Heritage, State Heritage Inventory, Database no. 2246469, accessed 31/5/19


30 Office of Environment and Heritage, State Heritage Inventory, Database no. 2245267, accessed 31/5/19

<p>Shop</p>	<p>Specific Policies</p> <ul style="list-style-type: none"> ▪ An above-awning façade contributory to the streetscape that should be considered for restorative or conservation works to assist the appreciation of its character within the street; ▪ Ensure the projecting piers and the curved form of the parapet are clearly discernible and any new additions do not directly raise above them; ▪ A typical façade that reflects the fine grain commercial history of the Precinct and narrow allotments subdivision pattern.
<p>Item no. I681 321 Church Street</p>	<p>Development Potential (North West Section)</p> <p>Limited potential exists for further development of this section due to the numerous heritage listed and archaeological sites, short lot sizes and existing approved developments.</p>

	<p>Statement of Significance</p> <p><i>Building at 325-327 Church Street is of significance for the Parramatta area for historical reasons, and as a representative example of a turn-of-the-20 Century shop in the local area. The item is notable in the streetscape, having a high degree of integrity above the awning line.³¹</i></p>
<p>Shop</p>	<p>Specific Policies</p> <ul style="list-style-type: none"> ▪ An above-awning façade contributory to the streetscape that should be considered for restorative or conservation works to assist the appreciation of its character within the street; ▪ Any proposed works or additions to the adjoining lots should be respectful to and not exceed the existing parapet height of the item; ▪ A typical façade that reflects the fine grain commercial history of the Precinct and narrow allotments subdivision pattern.

³¹ Office of Environment and Heritage, State Heritage Inventory, Database no. 2245268, accessed 31/5/19

	<ul style="list-style-type: none"> Any works to the adjoining sites should relate in fenestration configuration to the existing structure.
Item no. I682 325 and 327 Church Street	<p>Development Potential (North West Section)</p> <p>Limited potential exists for further development of this section due to the numerous heritage listed and archaeological sites, short lot sizes and existing approved developments.</p>

	<p>Statement of Significance</p> <p><i>Building at 330 Church Street, built c. 1960, is of significance for the Parramatta area for historical reasons. This Inter war department store building is one of the first examples of joint private enterprise and local government activities in 1960s.³²</i></p>
Former David Jones department store	<p>Specific Policies</p> <p>The listing of this site should be revised due to the demolition of the item for the new Meriton Tower development.</p>
Item no. I683 330 Church Street	<p>Development Potential (North East Section)</p> <p>The site has already been redeveloped and contains towers and associated podium structures.</p>

³² Office of Environment and Heritage, State Heritage Inventory, Database no. 2240118, accessed 31/5/19

3. CONSTRAINTS AND OPPORTUNITIES

Due to the existent history and established heritage significance of The Church Street Precinct there are a number of associated constraints related to heritage that will impact development going forward.

3.1. Constraints

As detailed in Section 2.1, the precinct contains 29 heritage items and 4 archaeological sites listed in Part 1 and Part 3 of Schedule 5 of the Parramatta LEP 2011 respectively, and a number of listed items with connected archaeological potential. The significance of these sites warrants protection and conservation for future generations. Any proposed changes to these items will have to be undertaken in conjunction with the existing statutory protections that are associated with local planning controls and heritage policy. The assessed significance of the Precinct raises obligations in relation to the appropriate heritage listings of sites, their recommended management and relevant statutory controls within the Precinct.

Due to the nature of the Church Street Precinct as historically having a mixture of, commercial, civic and residential uses, the traditional lot sizes and their rear accessways reflect this. The short lot sizes throughout the precinct, but particularly within the Central West and North East Sections pose tangible constraints on the ability to further develop areas within the precinct. It is considered that these areas are significant representations of the character of the Precinct and that limited or no development will be able to take place in relation to these sections.

The Church Street Precinct is intersected by three major streets running East to West (Macquarie, George and Phillip) Major corner sites exist at these intersections that are prominent and crucial features to the heritage character of the precinct. This results in the need to maintain particular focus on the built prominence of these sites and will restrict surrounding development to areas of least detracting. The constraint resultant from this feature is the necessity to have the appropriate setback behind these sites from both streets associated with the corner site.

The historic low-rise nature of Church Street is characterised by the consistent 2-3-storey façade heights of the majority of its buildings. This is another crucial element of the precinct that must be conserved, any proposed podium development is constrained by the necessity to be both consistent with and respectful to the existing height and playfulness of parapets (some with distinctive decorative skyline accents and sculptural elements) of the heritage items along Church Street. It is considered necessary that podium development within the Precinct should not exceed the existing parapet height of the adjoining structures. This will help to ensure the consistency and appreciation of the significant facades in the Precinct are not compromised.

Further, the construction of large-scale towers within the precinct have potential to result in loss of views to the sky and swathes of overshadowing which may impact the fabric of both heritage items and the general character of the precinct. Development which will result in large scale changes to natural illumination of the precinct will require careful consideration to determine the impact on appreciation of the unique streetscapes of the area and potential physical impact on the fabric of the buildings, through shadow related moisture damage.

Due to the unique historical configuration of the lots within the Precinct and their influence on the significant character of the area, it is necessary to undertake the preparation of a Conservation Management Plan for relevant sites whenever the amalgamation of existing lots is proposed.

3.2. Opportunities

Changes to the precinct that engage heritage conservation as a guiding and integral principle of change could provide the opportunity to put conservation as a paramount consideration of new developments and create opportunities for designed heritage interpretation. Designed heritage interpretation relevant to Parramatta and Church Street's history could result in a positive impact on the visual amenity of the sites and the way people engage with the area, both locals and visitors. The opportunity to engage in heritage interpretation within the development process would help to strengthen the culture of the proposed Central River City and solidify its identity. This opportunity is critical in the future development in shaping both the continuation of the Precinct's cultural identity and improvement in wider economic value. This potential opportunity to apply meaningful interpretation could be a key element in the consolidation of Parramatta's historic identity amongst the transitional future the city will encounter in relation to the changes of the Greater Sydney Commission's (GSC's) Metropolis of Three Cities Plan. There should be provision for a comprehensive heritage interpretation strategy which follows a coordinated approach to interpretation within the Precinct.

Physical opportunities that arise from the Church Street Precinct include the opportunity to create a consistent plan with regards to tower setbacks. Currently proposed SSPPs and plans to and within the precinct do not feature a consistent setback distance. If development were to continue without a guiding setback policy, there is potential for the creation of a visually inconsistent streetscape which confounds the existing character of the precinct. Adhering to a consistent setback would assist in the creation of a more amenable approach to development which manages the visual impact of development on the significant heritage precinct.

Works related to the development of the Church Street Precinct opens up the significant opportunity to engage in heritage conservation works in the area. The abundance of significant heritage items and aesthetic features that characterise the area have been subject to a number of intrusive changes to their fabric and form throughout recent history. If these conservation issues were to be rectified through work related to development, this could potentially improve the appreciation of their significance, aesthetic of the streetscape and future economic value of the precinct. It should be a significant part of any ongoing Planning Proposal for the Parramatta CBD that the development to be undertaken on Church Street should be utilised to assist in the revitalisation of the precinct. This could be realised in the restoration of original paint schemes, removal of detracting signage or service installations or repair of original fixtures among others.

The opportunity for celebration of the rich Aboriginal cultural heritage of Parramatta should also be taken as part of the new developments. Heritage interpretation should not only be limited to the European and historic heritage but also integrate cultural heritage into the design and public art. The cultural values could also be extended to the rich multicultural demography in the local area.

There is also an opportunity to reduce clutter along the Church Street precinct and reinstate an appropriate heritage colour scheme to the heritage buildings and increase contributory values of other sites within the Precinct. This could be achieved by preparing a Signage Strategy and specific streetscape study to establish appropriate colour schemes and identify the building elements that could be reinstated to improve and enhance their contribution and remove uncharacteristic façade elements.

4. ANALYSIS OF VISION FOR CHURCH STREET PRECINCT

4.1. Parramatta CBD Planning Proposal 2016

The objectives or intended outcomes proposed in Part 1 of the Parramatta CBD Planning Proposal 2016 are listed below:³³

1. *To strengthen Parramatta's position as the dual CBD for metropolitan Sydney.*
2. *To increase the capacity for new jobs and dwellings so as to create a dynamic and diverse city.*
3. *To encourage a high quality and activated public domain with good solar access.*
4. *To facilitate the provision of community infrastructure to service the growing city.*
5. *To strengthen opportunities for the provision of high quality commercial floor space.*
6. *To future proof the city through efficient and sustainable use of energy and resources.*
7. *To manage risks to life and property from flooding.*

The proposed changes to the Parramatta CBD Planning proposal seek to fall in line with the Greater Sydney Commission's Metropolis of Three Cities Plan. This includes changes to the broader planning framework of the Parramatta CBD. Generally, the objectives of the proposal relate to the growth and solidification of Parramatta's CBD with the vision of it becoming a safe, active and economically strong city centre. The growth of the CBD outlined in objectives 2 and 5, relate directly to an increase in the density of residential and commercial enterprise within the area. This increase in density has a direct heritage impact as the need for services and infrastructure to support this growth will need to be managed so as to appropriately exist within the significant historic city that is Parramatta, the second oldest city in Australia. It is inconceivable to think that this level of change will not require serious vertical development, it is how this development engages with heritage and the people of Parramatta that will define if this change will be culturally successful. The key points to consider when analysing the objectives of the CBD Planning Proposal and their relationship with Church Street can be grouped into four categories:

- Highrise Impacts
- Streetscape Impacts
- Usability
- Cultural Engagement.

Highrise impacts relate to the vertical development based along the Church Street precinct, as outlined in the Section 4 - Constraints and Opportunities, the significance of Church Street in the wider context of Parramatta is vast. Additionally, it is considered that due to the historic development of Church Street the density of heritage listed items and the size of its associated lots, enforce restrictions on the level of development of the area. So, where development is possible within the precinct, how will vertical changes to the area impact heritage. Historically, Church Street has always been a low rise, low density collection of commercial, retail and residential establishments.

³³ Council, Parramatta City. Planning Proposal, NSW, Parramatta (2016) P.36

4.2. Council Resolutions

The Council has considered three options in relation to the 'setback of towers to Church Street to protect heritage streetscape'³⁴ at its meeting held on 10 September 2018, which proposed the following:

- *The first option B1 is the original officer recommendation from the Policy Issues Report. This option proposes a 12m setback with a 12m height limit along this section of Church Street, however given the short lot depths (due to rear lanes) for those two street blocks on the western side of Church Street between George Street and the river, it is proposed that the 12m height limit apply to the whole site in this area, as per Figure 2 in the Policy Issues Report. Further, this option also recommends reducing the Incentive FSR from 10:1 to 3:1 for the affected setback area.*
- *The second option B2 is as per the rescinded resolution. This option also proposes a 12m setback with a 12m height limit, but does not extend this to the entire site in the case of those two street blocks with short lot depths on the western side of Church Street between George Street and the river, nor does it reduce the FSRs in the setback area.*
- *The third option B3, arose out of the workshop discussions on 22 August 2018, and proposes a setback area consistent with Option B1, but no associated reduction in FSR.*

The Council resolved

That in relation to the Draft Parramatta CBD Planning Proposal, Council resolve to amend the Base and Incentive Height of Building maps for Church Street between Macquarie Street and the Parramatta River to show a 12m tower setback control, and a podium height of 12m

That no resolved Planning Proposal be amended retrospectively with the exception of Site Specific Planning Proposals for 286-300 Church Street, 197-207 Church Street and 89 Marsden Street, and 295 Church Street, Parramatta, Council consider Aligning these Planning Proposals with the above policy approach when these matters are reported back to Council following public exhibition.

Comments:

The above resolutions are supported from a heritage perspective in line with the findings of the testing of the Urban Design and Feasibility Study provided that the recommendations of this Heritage Report prepared by City Plan Heritage in relation to the management of the heritage aspects of the Church Street Precinct are implemented for any future tower developments (see Section 5 of this report). It is understood that changes to the above noted Site Specific Planning Proposals (SSPPs) that had been 'resolved' prior to 10 September 2018 Council Resolution could not be reversed as they were already had Gateway approvals. The resolution to extend the above policy setbacks and approach to the Planning Proposals that are yet to be resolved is strongly supported to ensure no further encroachment into the 12m setback area and to maintain a consistent setback alignment along most of the Church Street Precinct to protect its unique heritage streetscape.

Subsequent to the above resolution the Council has considered the Gateway Determination issued the Department of Planning and Environment for the Parramatta CBD Planning Proposal and discussed a report (item 11.1) at its meeting held on 25 March 2019. The Council made a resolution in relation to Condition 1 (kl iii) to, 'Undertake heritage, urban design and commercial feasibility study to justify a podium setback of 12m for this section of Church Street. Workshop with Councillors and then report to Council'.

³⁴ Item 13.2, Issue B of the Council meeting held on 10 September 2018

To address the above resolution, Council engaged City Plan Heritage to review the urban design and commercial feasibility analysis prepared by Council officers and the background material pertinent to the precinct and provide heritage advice in relation to the draft planning controls. The findings and recommendations of the current report will form the third component of the Council justification to DPE for amended planning controls for the Church Street Precinct to address the Gateway Condition. It is noted that Council recently rescinded this resolution, but this study is still being prepared to respond to the Gateway Condition

The endorsed draft planning controls for the Church Street Precinct are indicated in the Table 3 below and shown on maps in Appendix 1.

FSR	
Base	3:1 for the first 18m; and then variable FSRs being 3:1, 4:1, 6:1 and 10:1
Incentive	10:1
Design Excellence 15%	1.5:1
High Performing Building 5%	0.5:1
Opportunity Site	3:1
Total	15:1
Height	
Base	12m street wall, 12m podium tower setback; and then variable height of buildings controls being 12m, 28m, 36m, 80m and 120m
Incentive	12m street wall, 12m podium tower setback; and then no height of buildings control for the remaining part of the site, with the Radar Terrain Control Chart (RTCC) forming the maximum height.

Figure 4: Draft Planning Controls for the Church Street Precinct as shown in Table 3 of the Council's 25 March 2019 meeting report for item 11.1. Note: Draft Solar Access Plane (SAP) controls for Parramatta Square and Lancer Barracks are also being considered and would also apply to part of the Church Street Precinct.

Comments:

When considering the Council's resolution in relation to the draft Planning Controls resolved at its meeting held on 10 September 2018, the recommendations of the GML Heritage report dated September 2018 have also been consulted by City Plan Heritage.³⁵ The following comments of the GML Heritage in relation to the heritage aspects of the Church Street Precinct are concurred and summarised here in order to ensure these aspects are protected notwithstanding City Plan Heritage's support to the proposed 12m setback as noted above:

³⁵ GML Heritage, "Church Street Parramatta, Independent Review of the Proposed Planning Controls", September 2018.

- This section of Church Street is a key road and pedestrian gateway into Parramatta CBD retaining the character of a historic streetscape despite the recent development on a few sites. The Church Street Precinct reflects the history of Parramatta as Sydney's second earliest colonial city. GML Heritage recognition of the alignment of Church Street as highly significant aspect is also concurred as the north-south axis of the colonial government's planned township, the first planned streets in Australia.
- Church Street has a rare collection of historic low scaled buildings retained in a major CBD gateway. This heritage value of Parramatta differentiates it from all other parts of Sydney and provides potential to capitalise on this distinctiveness while also becoming a major commercial and residential city.

City Plan Heritage's recommendations throughout this report and summarised in Section 5, will provide the necessary management considerations to adequately protect and carefully manage the Precinct's identified heritage values as indicated in GML Heritage's comments on the Draft Planning Controls. The June 2019 'Urban Design and Feasibility Study for the Church Street Precinct – prepared by Council Officers' clearly confirmed that not all of the sites within this section of Church Street would be capable of achieving adequate floor plate and feasible development. This is because of the constraints associated with the narrow allotments, less than 12m lot depths adjoining Phillip and Freemason Army laneways, and the necessity for amalgamation of several allotments in other parts of the Precinct. As rightly noted in the Urban Design and Feasibility Study report, Church Street has "a very successful Eat Street in place and a future light rail line, which will put certain demands on the street level condition and the user experience". Therefore, a strategic approach needs to be taken on what Council desires to see here in addition to future development as well as consideration to protect the unique heritage of the Precinct as the 'second earliest colonial city'. The findings of the Urban Design and Feasibility Study are as follows:

- For the sites within south-west, south-east, central-east and north-east sections of the Church Street Precinct can achieve a 12:1 FSR with a 12m upper level (tower) setback control.
- For the sites within the central-west and north-west sections of the Church Street Precinct a 12:1 FSR cannot be achieved due to the 12m height control over the entire lot reflecting the site conditions, fine grain heritage and constraints. The exception to this is the property at 295 Church Street which is not heritage listed and could be amalgamated – it is noted that this would be subject to a separate site-specific PP process.
- A minimum consolidation of 2200sqm to 2300sqm would be required to achieve a viable tower floor plate with a 12m setback.
- The 12m upper level (tower) setback from Church Street should be retained as a minimum.
- Any additional bonuses of opportunity sites and unlimited commercial GFA is best located outside this precinct.
- Development sites should have vehicular access other than from Church Street.

The above findings of the urban design and feasibility study is supported as it will allow for controlled future development that together with the heritage recommendations of this report will adequately manage protection of the unique and distinctive heritage streetscape and values of Church Street Precinct.

4.3. Site Specific Planning Proposals

Brief analysis of Site-Specific Planning Proposals (SSPP) relevant to the Church Street Precinct has been undertaken and provided below. These SSPPs include:

- 48 Macquarie Street/220-230 Church Street,
- 295 Church Street,

- 197 Church Street and
- 286-300 Church Street.

The SSPPs observed include relating examples as developments that utilised lot consolidation to provide the necessary footprint and podium size to support towers that would capitalise much of the available FSR. While all these developments were diverse in design and approach to integrating within the precinct, many of the heritage issues associated were common across the examples.

The primary heritage issue that relates to these developments is the design of their respective podium level. It is integral that any new development within the Precinct respectfully engage with existing heritage and the overall character of the Precinct. This includes, parapet height, façade alignment, colour, materials and form. Consistency and relevant design to the existing streetscape of the precinct will ensure that the character of the Precinct, which is key to its significance, is retained at street level, minimising the greater impact of new development and associated towers. Direct issues can be seen in the podium level of 295 Church Street which sits at 3-storeys, inconsistent with the adjoining neighbouring facades which terminate at the 2nd-storey.

197 Church Street completely ignores the surrounding heritage context and significance of the precinct, in particular the significant aspects of the heritage item on the site. As detailed in Section 2.2 above, the specific policies for 197 Church Street recommended the recognition of the simplicity and horizontality of this heritage item's façade articulated by series of vertical fenestration. The design of the Planning proposal has no setback from the facade and no respect to the heritage item's architectural characteristics. It is apparent that the Planning proposal focuses on the planning outcomes rather than best heritage outcomes that balances the existing fine grain and new high-rise/skyscraper development for a more harmonious setting. The site is in a very critical and prominent corner of Parramatta CBD and should have even more considered design approach to ensure it does not overwhelm the open character of the Centenary Square and the heritage items surrounding it. One's experience in approaching Church Street Precinct from Centenary Square will be diminished and detrimentally affected by the overwhelming effect of the proposed tower. Utilisation of the façade of the original corner site, merely as ornamentation rather than an active building that continues the established traditional streetscape character of the Precinct adversely affects the Precinct's unique heritage significance. As recommended in section 2.2 a comprehensive heritage assessment or a Conservation management Plan/Strategy should be prepared to guide the design and works to the interior and below ground of this heritage item.

286-300 Church Street partially removes the small grain character of Church Street which defines the Precinct but has references to the proportions of the adjoining heritage item and its parapet. The partial removal of individual tenancies and discernible heritage facades is destructive to the overall character of Church Street and the ability to interpret its historic development for future generations. While 286-300 Church Street Planning Proposal is respectful in height and easily discernible as new, it lacks refinement and fine detailing that could respond better to the vertical proportions and rhythm of the heritage items and to the surrounding Precinct. The tower could also be refined to relate better to its podium façade articulation and vertical alignment.

The issues visible in the provided SSPPs provides an instrument with which to analyse and breakdown how to effectively respect the existing heritage of the Precinct. Synthesising these issues into four distinct impacts is pertinent.

- Podium Scale and Massing
- Façade Activation
- Fine Grain
- Façade articulation and design

The second point within the analysis of SSPPs relates to the operation and appropriateness of proposed towers. The provided SSPPs all adopt towers that aim to maximise GFA within the existing planning constraints with some variances in form, height and material. Due to the nature of high-rise tower development as uncompromisingly modern, their direct impact on heritage significance and streetscape character relates largely to the impact of their scale. It is the impacts of this scale that relates to the Church Street Precinct and the associated effects that need to be considered in their development. This impact has been exacerbated by the independence of their design from their respective podium design. In most cases the tower is placed with no consideration of the fine grain of the existing or infill podium hence they do not present a good relationship with the base where most viewers along the Church Street will have interactions with these new developments. A more considered design approach should be implemented and encouraged at the design excellence process to achieve a balanced and respectful heritage and urban context outcome that clearly respects and acknowledges the unique historic character of Church Street and wider context.

In addition, the analysis of these SSPPs brings to a point that there needs to be a more consistent approach to how new additions to the precinct will operate, because it is the consistency and shared character of the streetscape that is crucial to its unique identity. A consistent approach to setback, façade height, use, amalgamation and design should be implemented to combat and mitigate issues that arise through larger development.

4.4. Endorsed Draft Planning Controls

Setback

The analysis prepared by City of Parramatta Council Planning Officers outlined the urban design testing and findings of a study into a proposed 18m, 12m and 10m setback control of the sites within the Church Street Precinct. The conclusion of the urban design and feasibility testing indicated that a 12m upper level (tower) setback control to Church would support a viable floor plate within a residential podium and tower typology. These findings presented the background for analysis into the potential heritage impacts of the 12m setback control onto the Church Street Precinct.

As evident from the results of the testing a viable floor plate outcome for a tower development cannot be achieved in most of the sites along Church Street Precinct. The ones that achieved a viable floor plate are the sites that could be amalgamated without detrimentally affecting the heritage items and within the constraints of the laneways and unique heritage characteristics of a number of heritage items at the corner or narrow depth sites.

Opportunity Site FSR

The report also included testing of potential controls related to the extension of Bonus FSR to certain development sites. 'Opportunity Site FSR', is an additional 3:1 FSR achievable for certain sites in the B4 Mixed Use zone. The potential impact of this proposal is being investigated in a separate external report. However, the proposed control does carry relative impact to the Precinct and has been briefly analysed below.

In any case, increase of the FSR beyond the allowable 10:1 FSR has potential to impact on the internal intact fabric and finishes as well as reducing the ability to manage the identified archaeological resource of the sites. It is the recommendation of this Heritage analysis throughout is the preparation of a comprehensive Heritage Assessment or a Conservation Management Plan/Strategy to ensure adequate and informed design process to avoid detrimental impact on the established and assessed heritage values of respective sites that will be amalgamated. Without a comprehensive conservation management

document, the heritage values associated with a site whether tangible or intangible cannot be appropriately managed and responded to in the design of the new developments.

The most crucial impact of increased FSR is the need for increased services and vertical circulation requirements. These engineering requirements coupled with Apartment Design Guidelines (ADGs) will further impact and necessitate intervention and loss of existing heritage fabric. Unless, there is evidence that a site would achieve no additional impacts on the ground/first floor plates and fabric of the heritage items award of the opportunity sites FSR bonus should be avoided. In summary, opportunity sites should not be located within the Church Street Precinct.

5. CONCLUSION AND RECOMMENDATIONS

In conclusion, it is considered by City Plan Heritage that the proposed Draft Planning Controls will have some but acceptable impacts on the established and recognised unique heritage values of the Church Street Precinct provided that the recommendations of the Urban Design and Feasibility study noted above as well as the heritage recommendations of this report summarised below are strictly implemented and reinforced by the Council through LEP controls. The findings of the Urban Design and Feasibility study justify the reduction of the podium setbacks from 18m to 12m as this will provide a consistent approach along the precinct and the number of sites that would be able to achieve a feasible development is limited. Hence the adverse impact on the overall heritage characteristics of this low scale unique historic streetscape will be managed.

The following heritage recommendations have been made to ensure adequate protection and careful management of the Church Street Precinct's heritage values:

- Minimum 12m tower setback from Church Street should be retained and enforced for any future development in the precinct;
- While the minimum setback of 6m is proposed along Macquarie and Phillip Streets, the proposed 12m minimum setback along George Street is strongly supported as this is one of the key view corridors and vistas to the Old Government House and the Domain.
- While maximum 12m podium setback along Church Street should be retained for infill developments, podium heights should be based on the adjoining heritage item(s)' dominant parapet height to ensure the item(s)' dominance is maintained along the streetscape to maintain the current people's experience.
- While the changes to the already approved Site Specific Planning Proposals (SSPPs) could not be reversed, the resolution to extend the draft podium setbacks and approach to the Planning proposals that have yet to be resolved is strongly supported to ensure no further encroachment into the 12m setback area and maintain a consistent setback alignment along most of the Church Street Precinct to protect its unique heritage streetscape.
- Development sites should have vehicular access other than from Church Street.
- All tower developments should be guided by a comprehensive heritage assessment or a Conservation Management Strategy or Plan (CMS or CMP) in order to guide the management of established and assessed heritage significance of each item as well as the contributory buildings.
- Conservation should be the paramount consideration together with the heritage interpretation to become an integral part of the development ensuring the unique history, fine historic urban grain, narrow subdivision pattern, rhythm of traditional suburban shopping/commercial strip is maintained, respected and reflected in the future development.
- The aim of future developments should be to celebrate, enhance and integrate exposure of historic built heritage fabric, European historical and Aboriginal cultural heritage of Parramatta while at the same time focusing on the respective site(s) historical development.
- It is apparent from the urban design and feasibility testing that not all sites (even in their amalgamated form) have capacity for tower developments at 10:1 FSR let alone to achieve the 15:1 FSR with design excellence bonus or opportunity sites benefits. Therefore, opportunity sites should be located outside of the precinct to avoid any detrimental impact on the heritage values of the buildings and the precinct.
- Where additional FSR is gained for a particular site through amalgamations and design excellence or other planning benefits, the preparation of a conservation management document becomes crucial in order to ensure the heritage aspects of the respective heritage item(s) and surrounding historic

context is not detrimentally affected. Council should have strict rules on the preparation of such independent conservation studies, and should endorse them preferably at the preliminary stages of planning proposals, feasibility studies and development applications. The impact of overdevelopment on the ground floor and interiors of the heritage items reduces possibility of full development of the opportunity sites, too.

- Parramatta is an archaeologically highly sensitive area as a whole hence the deeper the excavations for basements has the higher potential to destroy, most likely State significant, archaeological resource both historical and Aboriginal. All these aspects are required to be carefully considered and imposed during the planning proposals and development applications to inform the design and FSR of a future development.
- Design of the new developments should strive for design excellence, innovation and creativity and somehow relate to each other.
- Podiums should be designed in consideration to the narrow subdivision pattern and rhythm of the traditional shopfronts.
- Church Street Precinct will significantly benefit from a signage strategy and possibly an overall heritage interpretation strategy framework that links all sites harmonically increasing the experience of casual users and visitors in a narrative and visual appeal, adding to the entertainment and public art of the street and its surrounding streets towards Parramatta River and the Wharf.

The following are provided as advisory recommendations for inclusion as conditions of consent in future SSPPs or development applications within Church Street precinct to ensure new development is adequately managed in relation to heritage conservation.

Temporary Protection plan

- Develop a temporary protection plan that identifies the potential risks and outlines measures to reduce the potential for damage to heritage fabric during the works;

Conservation Management Plan

- A Conservation Management Plan should be developed to ensure the future management and conservation of the item. It should be prepared for the site prior to the undertaking of any physical works/ as a condition of consent/ to accompany another application. The conservation management plan should be prepared in accordance with the publication by the Heritage Division of the NSW Office of Environment & Heritage, *Conservation Management Documents (2002)*.

Salvage

- Prior to commencement of the works, allow the built heritage specialist to identify significant internal elements for salvage and, if necessary store, for reinstatement as appropriate. Removal of any items to be carried out in accordance with specific salvage methodologies provided by the built heritage specialist.

Monitoring

- The built heritage specialist is to be on site during all critical processes that require specialist knowledge and methodology. Should any discoveries be made apparent during the absence of the built heritage specialist, they are to be notified immediately and work in that area is to cease.
- The built heritage specialist is to undertake regular inspections to suit the works. Timing and frequency to be agreed with the contractor.

- The built heritage specialist is to monitor the works and ensure that compliance conditions pertaining to heritage fabric are met.
- All new work associated with heritage fabric to be discreetly dated as such.
- All junctions between new and original fabric to be reversible and easily identifiable as such.

Schedule a Conservation Works

- A built heritage specialist is to develop a schedule of conservation works that identifies the works required to remedy issues identified, as well guide repairs, restoration or reconstruction. The schedule of conservation works should be prepared in accordance with the NSW Office of Environment & Heritage Maintenance Series

Photographic Archival Recording

- A built heritage specialist is to develop an archival record (before, during and after) of areas implicated by the works in accordance with the Heritage Division of the NSW Office of Environment & Heritage guidelines *Photographic recording of Heritage Items Using Film or Digital Capture (2006)*.

Heritage Interpretation

- A built heritage specialist is to develop a heritage interpretation plan for the proposed development in accordance with the Heritage Division of the NSW Office of Environment & Heritage publications, *Interpreting Heritage Places and Items (2005)* and *Heritage Interpretation Policy (2005)*.

APPENDIX 1

Draft Planning Controls for Church Street Precinct

By City of Parramatta

APPENDIX 1

Extract of Endorsed Maps for Parramatta CBD Planning Proposal of draft Planning Controls for Church Street Precinct

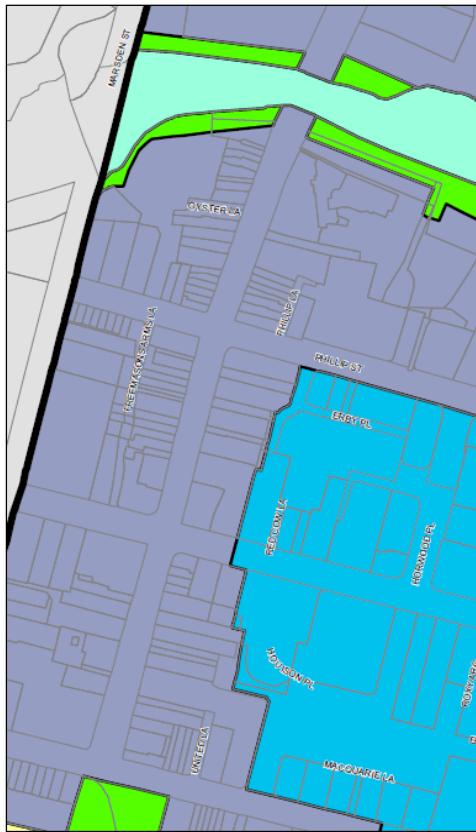


Figure 1 - Parramatta CBD PP - Endorsed Land Zoning Map

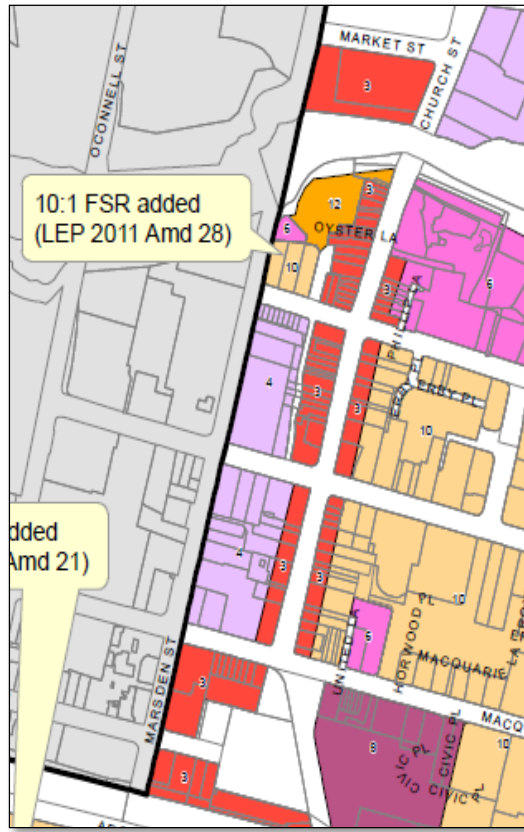


Figure 2 - Parramatta CBD PP - Endorsed Floor Space Ratio Map



Figure 3 - Parramatta CBD PP - Endorsed Incentive Floor Space Ratio Map

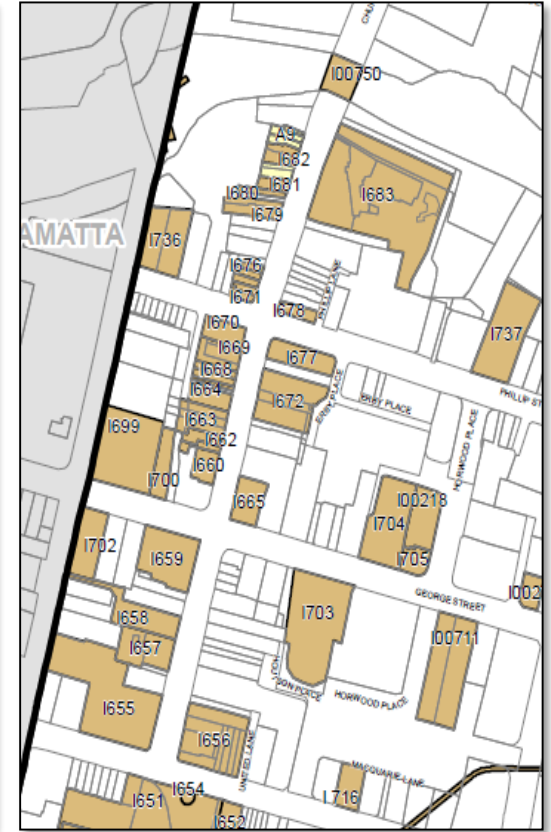


Figure 4 - Parramatta CBD PP - Endorsed Heritage Map

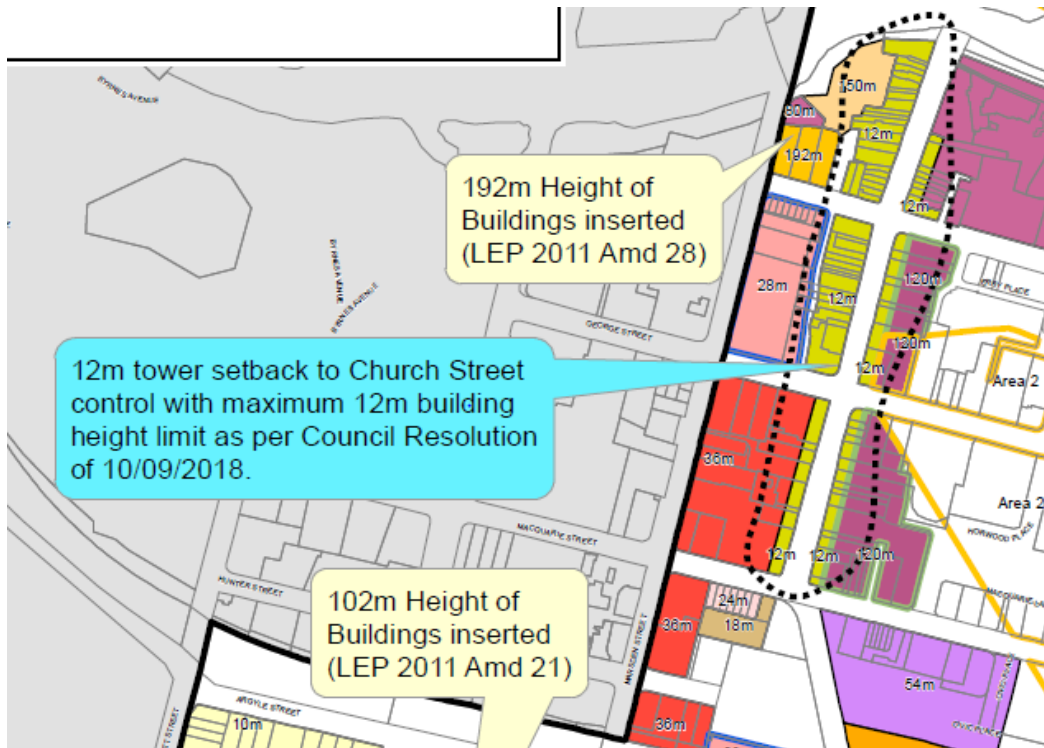


Figure 5 – Parramatta CBD PP – Endorsed Height of Buildings Map

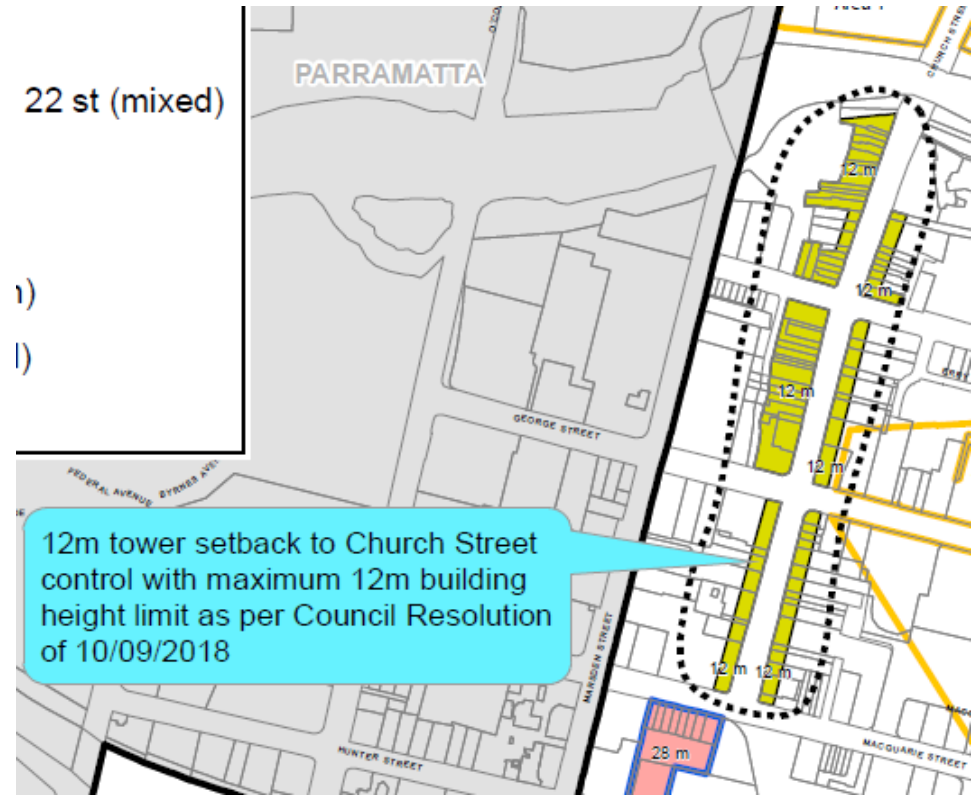


Figure 6 – Parramatta CBD PP – Endorsed Incentive Height of Buildings Map



Figure 7 - Parramatta CBD PP - Endorsed Opportunity Sites Map

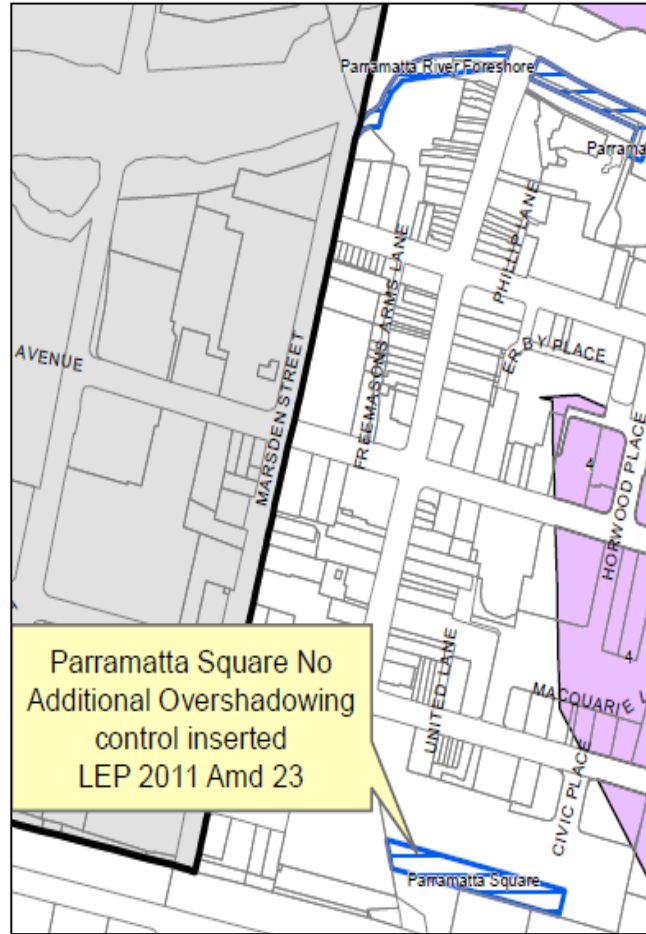


Figure 8 - Parramatta CBD PP - Endorsed Sun Access Protection Map

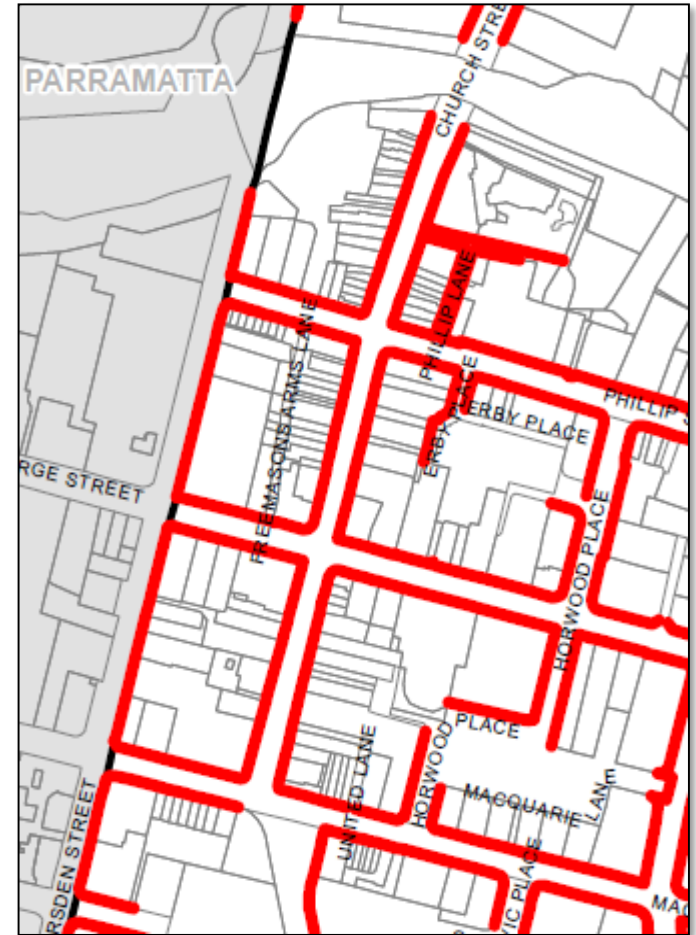


Figure 9 - Parramatta CBD PP - Endorsed Active Street Frontages Map