

Prepared for:  
Anglican Church Property Trust Diocese of Sydney

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Planning Proposal

# St John's Anglican Cathedral, Parramatta



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This report is considered a draft  
unless signed by a Director



Michael Harrison, Director Urban  
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## Attachments

- A Urban Design report**
- B Conservation Management Plan**
- C Heritage Impact Statement**
- D Concept Landscape Master Plan**
- E Archaeological Report**
- F Traffic Impact Assessment**





St John's Cathedral today



# Executive Summary

# Introduction

## 1.1 Executive Summary

### Overview

This Planning Proposal has been prepared by Architectus on behalf of the Anglican Church Property Trust Diocese of Sydney as Trustee for the Parish of Parramatta ('ACPT') and the St John's Parramatta Endowment Fund, for submission to the City of Parramatta Council. It seeks to facilitate the redevelopment of land at 195 Church Street, 38 and 45 Hunter Street, and 65-79 Macquarie Street, Parramatta ('the site'), for a high quality mixed-use development and the provision of substantial public benefits.

The Planning Proposal and accompanying indicative Master Plan (**Attachment A**) represent a 100-year long-term vision for the Parish, who will retain ownership of the land into the future, and ensures the longevity of use of the historically significant site as a place of public worship.

To achieve the objectives and intended outcomes, it is proposed to amend the Parramatta Local Environmental Plan (PLEP) 2011. This involves amendment of the Land Use Zoning map to rezone part of the site from SP1 (Place of Public Worship) and B4 Mixed Use to B3 Commercial Core zoning, and part of the site from SP1 (Place of Public Worship) to B4 Mixed Use zoning; and to amend the maximum height and floor space ratio (FSR) controls applying to the site.

The proposed planning controls will facilitate the development of the site in accordance with the Master Plan at **Attachment A**, comprising:

#### 1 A new publicly accessible square

A publicly accessible square and western forecourt to the St John's Cathedral, providing additional open space in the Parramatta City Centre interconnected with, and complementary to, the adjoining Centenary Square and nearby Parramatta Square;

#### 2 Improved setting

The creation of an improved setting for the St John's Cathedral fitting of its repositioning in the Parramatta City Centre adjacent Parramatta Square, which is axially aligned to the building;

#### 3 Active through-site laneway link

An activated pedestrian laneway linking the proposed square to Macquarie Street in the north;

#### 4 A-grade commercial space

An A-grade commercial office building (the 'North Tower') of 45 storeys with approximately 45,000sqm of leasable office space, parish facilities located within the podium of the building, and active ground floor uses; and

#### 5 Residential accommodation

A residential tower development at the south of the site (the 'South Tower') of 43 storeys with approximately 168 units for residential style accommodation and ground floor active uses.

### The site

The site is centrally located within the Parramatta City Centre, in a highly accessible location adjacent Parramatta Square and in close proximity to Parramatta train station and the future Parramatta light rail. The character of the Parramatta City Centre is in a phase of incredible change and the site's surrounds are increasingly seeing high-quality commercial buildings and higher density residential development. The growth of the Parramatta City Centre means it will continue to attract key industry sectors, workers and residents, and visitors.

A number of local heritage items are located both on the site and within its surrounds. Importantly, the site is the birthplace of the St John's Anglican Cathedral, a State heritage item, the highest level of designation in the vicinity. This is owing to the Cathedral's ongoing heritage significance, with the site having been used as a continuous place of Christian worship since 1803. As it stands, however, the site does not carry a public domain and setting fitting of its heritage significance to the City of Parramatta. The primary frontage of the Cathedral and the location of its most prominent facade is to the Hunter Street cul-de-sac, which has no character or presence, and is currently occupied by at-grade car parking. There is a need to set the State heritage building within more appropriate and fitting surrounds.

The Cathedral has, over time, seen significant change in its setting, from an isolated rural setting, toward the inner metropolitan status in which it now finds itself. The site's surrounds are currently being, and will continue to, transform toward the envisioned outcomes of the future Parramatta City Centre, Sydney's second CBD at the centre of the 'Central River City'.

Importantly, Parramatta Square, immediately to the east of the site, has been designed on the axis of the St John's Anglican Cathedral, with the Cathedral terminating the western view from the Square – a repositioning which raises the prominence of the Cathedral as a key landmark within the City Centre and heightens the importance of providing an appropriate setting for the Cathedral.

### Objectives and intended outcomes

This Planning Proposal and the Master Plan for the site are the culmination of detailed studies of the context of the place. Parramatta is changing and the site must respond to these changes while respecting the site's heritage significance, and particularly that of the Cathedral. The development



# Introduction

which is envisaged is consistent with the changing nature of the site, which has had various Parish buildings and facilities built, added to, and demolished as the needs of the Parish and the settlement in which it was located - now a City, have evolved over time. With the changing nature of development surrounding the site, there is an opportunity for redevelopment and reconfiguration of the site to provide additional open space in the form of a publicly-accessible western forecourt to the Cathedral. This will be interconnected with the adjacent Centenary Square and Parramatta Square to provide a variety of open spaces to serve the social, recreation, civic and spiritual needs of the Parramatta City Centre community.

This Planning Proposal and the Master Plan respond to the draft Conservation Management Plan (CMP) prepared for the Cathedral and other heritage items on the site (**Attachment B**), relevant State and local government planning controls and strategies, and other technical reports prepared for the site including the detailed Urban Design Strategy for the precinct (**Attachment A**), Heritage Impact Statement (**Attachment C**), Landscape Master Plan (**Attachment D**), and Traffic Impact Assessment (**Attachment F**). As an outcome of the detailed analysis of the site, Architectus has identified the need to provide a series of site-specific PLEP 2011 controls that will facilitate the redevelopment of the site for the purpose of commercial, retail, residential, and place of public worship purposes.

Based on the detailed analysis of the site's capacity to accommodate the proposed mixed-use development and detailed consideration given to any potential impacts on heritage significant buildings both within and surrounding the site, the future development of adjoining sites, and on the public domain, it is considered that the proposed increase in height and FSR can be accommodated on the site without resulting in any unacceptable environmental impacts.

Key objectives of the Planning Proposal include:

- 1 To achieve an outstanding built form and massing design outcome for the site which responds to the significance of the St John's Anglican Cathedral and its repositioning within the growing Parramatta City Centre at the centre of Sydney's Central River City;
- 2 To recognise the evolving historic nature of the site and its context, while maintaining the primacy of the St John's Cathedral;
- 3 To provide a new publicly accessible square which will significantly enhance the setting of the Cathedral and which will provide a high-level of connectivity and interconnectedness with the adjoining Centenary Square and Parramatta Square; and

- 4 To provide a 100-year long term Master Plan for the St John's Cathedral site and allow for expansion and renewal of the Parish's facilities, which are no longer fit for purpose.

## Proposed development

A concept development proposal has been prepared by Architectus to indicate the proposed public domain and built form outcomes of this Planning Proposal. The Architectural concept is detailed throughout the Urban Design Study at **Attachment A**. It should be noted that as this is a Planning Proposal, detailed design of the proposed development will be the subject of a future Development Application.

There is a need to improve the 'front door' of the Cathedral, the main entrance to the Cathedral at its western side. The western entrance to the Cathedral is currently characterised by at-grade car parking and the off-axial alignment of Hunter Street. This setting is not fitting of a building and place of public worship of such significance to the early European history of the City of Parramatta.

Given the complex nature of the site with its inherent heritage constraints, its location centrally within the Parramatta City Centre, and adjacency to significant publicly accessible open space, a considered process and appropriate response was needed that allowed for the intersection of heritage, place and context.

The approach taken was to start at the ground plane and examine the site as it relates to surrounding buildings, streets and public spaces with the Cathedral as its axis point. Investigation at the mid plane then established an appropriate intermediary built form that related well to the scale of the Cathedral. The establishment of tower heights and ultimate floor plates was informed by the spatial requirements of the Parish and evolving nature of the City Centre built form and skyline.

The presented Master Plan seeks to resolve the spatial structural issues around the existing public domain by introducing a new publicly-accessible square to the west of the Cathedral and providing an appropriate surrounding built form which frame and highlight the significance of the St John's Anglican Cathedral. Further, the Master Plan creates enhanced through-site links and view corridors to the Cathedral.

This Planning Proposal supports the Parish's 100-year Master Plan and long term vision by allowing for the modernisation of the Parish's facilities so that they may be fit-for-purpose to meet the requirements of its various congregations, be adaptable to changing needs into the future, and ensure the longevity of Parish-related uses and facilities in this location.

# Introduction

## Explanation of provisions

This section of the Planning Proposal presents options to implement the Planning Proposal and includes potential amendments to the relevant LEP maps and a site-specific LEP clause providing criteria which would allow the mapped maximum height and FSR to be exceeded. The effect of these proposed controls is:

- An amendment to the LEP zoning map to realign the B4 Mixed Use and SP1 Special Activities (Place of Public worship) zone boundary and introduce B3 Commercial Core zoning to the northern part of the site;
- The inclusion of a maximum height of building control for the SP1 zone which relates to the existing height of the St John's Cathedral;
- To provide a site-specific maximum FSR for the 'North Tower' of 13.5:1 with no maximum building height, except for the north-eastern part of the site which is within the Parramatta Square sun access plane;
- To provide a site-specific FSR for the 'South Tower' of 9.4:1 with no maximum building height; and
- Exclusion of 'office premises' from the calculation of maximum FSR.

A site-specific DCP amendment is also recommended to be advanced concurrent with this Planning Proposal which promotes views toward the Cathedral, which would not be achieved under the existing planning controls, and establishes a maximum street wall height in the vicinity which aligns with the underside of the Cathedral spires - consistent with one of the recommendations of the draft CMP.

## Strategic merit test

**This Planning Proposal has strategic merit and should be supported.** This Planning Proposal seeks to amend the height and FSR controls applicable to the site under the PLEP 2011 to allow for the delivery of a mixed-use commercial, residential, retail and place of public worship development which:

- Reflects the site's strategic significance in the centre of Parramatta, being the centre of Sydney's 'Central River City';
- Will enable the St John's Parish to modernise and adapt its facilities to the changing needs of the growing city, and
- Will enhance the public domain to reflect the heritage significance of the St John's Cathedral as a central landmark in the Parramatta City Centre.

This Planning Proposal is consistent with the relevant district plan, being the *Central City District Plan*. The District Plan provides as Planning Priorities "*Growing a stronger and more competitive Greater Parramatta*" and provides that:

**"To strengthen Parramatta's position as the metropolitan centre of the Central River City, planning needs to increase capacity for new knowledge-intensive jobs, including A-grade office floor space, which is currently at capacity"**

This Planning Proposal is consistent with the District Plan as it will facilitate the development of a high-quality A-grade commercial office building immediately adjacent Parramatta Square, maximising productivity benefits through the agglomeration of higher-order jobs in the centre of the Parramatta City Centre.

The development of the site as envisaged by the Architectus Master Plan will deliver up to 4,450 additional jobs for the Parramatta City Centre, contributing towards the baseline target for Greater Parramatta of 55,100 additional jobs by 2036.

Additionally, this Planning Proposal indicatively provides 168 additional residential dwellings in the Parramatta City Centre and provides for social infrastructure and open space to enhance the liveability of the City.

The proposed amendments to the height and FSR controls are consistent with the *Parramatta CBD Planning Strategy* and the associated Planning Proposal being advanced by the City of Parramatta in that they seek to grow the capacity of the City Centre and create long-term employment opportunities supported by high density residential and mixed-use development. It is additionally noted that the Parramatta City Centre Planning Proposal seeks to remove the maximum height limit for much of the Parramatta City Centre and impose FSRs of up to 15:1, with no limit on FSR for office premises on land proposed to be zoned B3 Commercial Core.

In addition to providing much-needed A-grade commercial office space and additional dwellings for the Parramatta City Centre in a planned manner, this Planning Proposal advances and supports the following strategic objectives for the centre:

- Provision of publicly-accessible open space in the form of a new square which is interconnected with the adjoining Centenary Square and Parramatta Square;
- Supports Transport-Oriented-Development (TOD) and walkable, healthy environments;
- Accelerates critical major investment to support forecast growth;
- Promotes and encourages the tourism economy to Parramatta by creating an attractive setting for the Cathedral; and
- Supports the long-term economic competitiveness of the City Centre.

These outcomes are consistent with the Greater Sydney



# Introduction

Regional Plan, Central City District Plan, Greater Parramatta to Olympic Peninsula (GPOP), and Greater Parramatta Interim Land Use and Infrastructure Implementation Plan.

This Planning Proposal also responds to a change in circumstances not recognised by existing planning controls affecting the site, being the construction of Parramatta Square to the east which changes the spatial arrangement of the City and the setting of the Cathedral within the City. St John's Cathedral will in the future sit axially to the west of a major civic space that has an east-west alignment. The Cathedral will terminate the view. This will place considerable focus on the Cathedral as the centre of the Parramatta City Centre.

Within this future context, it is imperative that the Cathedral be situated within an appropriate, urban, civic and historically based space. The Master Plan will deliver an improved public domain which creates an appropriate frontage to the Cathedral, as well as a setting for the Cathedral to be seen properly "in the round".

## Site specific merit test

**Having regard to the existing uses, approved uses, and likely future uses of land in the vicinity of this Planning Proposal, it is considered that this Planning Proposal holds site specific merit and should be supported.**

The site is in a highly strategic position within the Parramatta City Centre. Within short walking distance to the site is the Parramatta Railway Station, future Parramatta Light Rail, and Parramatta Square. The accompanying Master Plan is based on an approach that responds to best practice urban design and is the result of various models of testing for the site. The plan considers the site's constraints and opportunities, its relationship with adjoining properties, and provides a sensitive response to its heritage context to achieve outstanding long-term outcomes for the site.

Under the current PLEP 2011 controls, a development of the site would be out of context with the emerging character of the Parramatta City Centre as envisaged by the Parramatta CBD Planning Strategy and CBD Planning Proposal and would add little to the growth of the centre as Sydney's second CBD. Of particular note is that a commercial office development of sufficient size to be feasible would not be possible under the existing PLEP 2011 controls. Accordingly, a development of the subject site would not be able to provide much needed A-grade commercial office space to contribute to the economic growth of the Parramatta City Centre.

A redevelopment of the site under the existing planning controls applicable to the site would not enable the delivery of the significant benefits of the proposal, including significantly enhanced public domain outcomes and the creation of well-proportioned forecourt to the west of the Cathedral. This would provide an appropriate entrance to the Cathedral in

the centre of the Parramatta City Centre as well as a high level of pedestrian and visual connectivity with the adjoining Centenary Square and Parramatta Square. **The Heritage Impact Statement at Attachment C draws reference to St Andrew's Cathedral and St Mary's Cathedral in Central Sydney, both of which have had expansive public forecourts added over time to enable these buildings to better connect with the city around them.** By comparison, the entrance to St John's is currently not celebrated and is poorly defined, characterised predominately by at-grade car parking and the termination of the off-axis Hunter Street. The need to set the Cathedral in appropriate surrounds is heightened by the construction of Parramatta Square, which is aligned to the axis of the Cathedral, with the Cathedral building terminating the view west from the Parramatta Square civic open space.

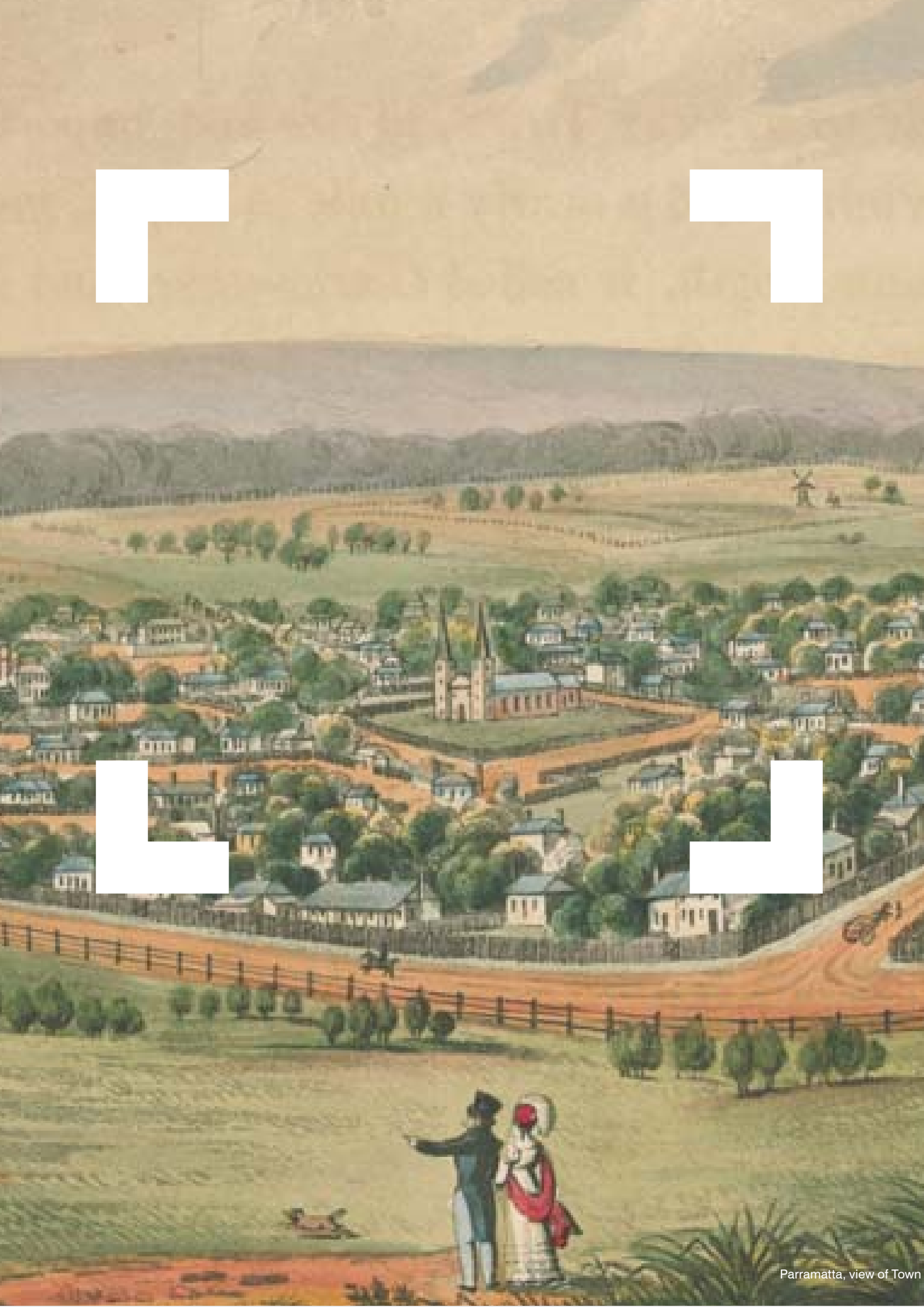
The Master Plan recognises the primacy of the Cathedral as Australia's oldest continually operating European place of public worship. It places it within appropriately proportioned open space and provides a surrounding built form which is respectful of the heritage significance of the building.

There is no likely future development of land in the vicinity of the site that would affect the uplift in density sought by this Planning Proposal, nor would the proposal affect nor preclude the development capability of surrounding sites.

The site is located within the Parramatta City Centre, a highly urban location and one where there are no known significant environmental values, resources, or hazards which would affect the development.

## Conclusion

This Planning Proposal is the best way to achieve the outcome envisaged by the Master Plan, which has informed the proposal through various models of testing, best practice urban design principles, and sensitive approaches to issues such as the site's heritage context, and planning constraints. A draft CMP has been prepared for the site which considers the site's heritage significance and proposes policies for its ongoing conservation, with which this Planning Proposal is highly consistent. Further, the heritage impact of the Planning Proposal has been considered in the Heritage Impact Statement which concludes that the adverse impacts of removal of the Parish Hall are outweighed by the benefits afforded by the Planning Proposal in creating an enhanced setting for the Cathedral. **This Planning Proposal and associated Master Plan achieve a far superior outcome for the site and Parramatta City Centre than would be possible under the existing planning controls relating to the site and should therefore be supported.**



Parramatta, view of Town



# Chapter 1

## Introduction

## THE MASTER PLAN AND PLANNING PROPOSAL PROVIDE:



A NEW **SETTING** FOR  
**ST JOHN'S CATHEDRAL**,  
APPROPRIATE FOR THE  
NEW PARRAMATTA.



NEW **PUBLIC OPEN**  
**SPACE** ON SITE THROUGH  
PROVISION ADDITIONAL  
OPEN SPACE AND A NEW  
LANE.



AN ORGANISED APPROACH  
TO **VIEWS AND INTERFACE**,  
FOCUSSING ON THE  
CATHEDRAL.



NEW **PUBLIC**  
**CONNECTIONS** FOR  
PARRAMATTA.



STRATEGICALLY  
**APPROPRIATE HEIGHTS**  
AND **DENSITIES**.



DELIVERY OF **COUNCIL'S**  
**ASPIRATION OF**  
**EMPLOYMENT** USES  
WITHIN THE CITY CENTRE.

# 100

THE CHURCH'S  
ASPIRATIONS FOR A **100**  
**YEAR MASTER PLAN** FOR  
ONGOING USE RELATED TO  
ST JOHN'S CATHEDRAL.



**SUN ACCESS** BEYOND THAT  
REQUIRED BY CONTROLS.



# Introduction

## 1.2 Preliminary

This Planning Proposal has been prepared by Architectus on behalf of the Anglican Church Property Trust Diocese of Sydney as Trustee for the Parish of Parramatta ('ACPT') and the St John's Parramatta Endowment Fund, for submission to the City of Parramatta Council. It seeks to facilitate the redevelopment of land at 195 Church Street, 38 & 45 Hunter Street, and 65-79 Macquarie Street, Parramatta ('the site'), for a high quality mixed-use development and the provision of substantial public benefits.

To achieve the objectives and intended outcomes, it is proposed to amend the Parramatta Local Environmental Plan (PLEP) 2011. This involves amendment of the Land Use Zoning map to rezone part of the site from SP1 (Place of Public Worship) and B4 Mixed Use to B3 Commercial Core, and to rezone part of the site from SP1 (Place of Public Worship) to B4 Mixed Use; and to amend the maximum height and floor space ratio (FSR) controls applying to the site.

The proposed planning controls will facilitate the development of the site in accordance with the Master Plan at **Attachment A**, comprising:

- A publicly accessible square and western forecourt to the St John's Cathedral, providing additional open space in the Parramatta City Centre interconnected with, and complementary to, the adjoining Centenary Square and nearby Parramatta Square;
- The creation of an improved setting for the St John's Cathedral fitting of its repositioning in the Parramatta City Centre adjacent Parramatta Square, which is axially aligned to the building;
- An activated pedestrian laneway linking the proposed square to Macquarie Street in the north;
- An A-grade commercial office building (the 'North Tower') of 45 storeys with approximately 45,000sqm of leasable office space, parish facilities located within the podium of the building, and active ground floor uses; and
- A residential tower development at the south of the site (the 'South Tower') of 43 storeys with approximately 168 units for residential style accommodation and ground floor active uses.

The Planning Proposal and accompanying indicative Master Plan represent a 100-year long-term vision for the Parish, who will retain ownership of the land into the future, and ensures the longevity of use of the historically significant site as a place of public worship.

The subject site of this Planning Proposal comprises land centrally located within the Parramatta City Centre adjacent to Parramatta Square. The site is situated on a block bound by Macquarie Street to the north, Church Street to the east, the rail corridor to the south, and Marsden Street to the west. To the east across Church Street (a north-south pedestrian link through the block) lies Parramatta Square, a 3,500 ha mixed-use development which includes new civic premises for the City of Parramatta.

The surrounds of the site are characterised by a diversity of land uses within the Parramatta City Centre, including low-rise heritage buildings and medium to high-rise mixed use and commercial buildings. The City Centre is increasingly seeing high-quality commercial buildings and higher density residential development. Refer to the subject site area at **Figure 1**.

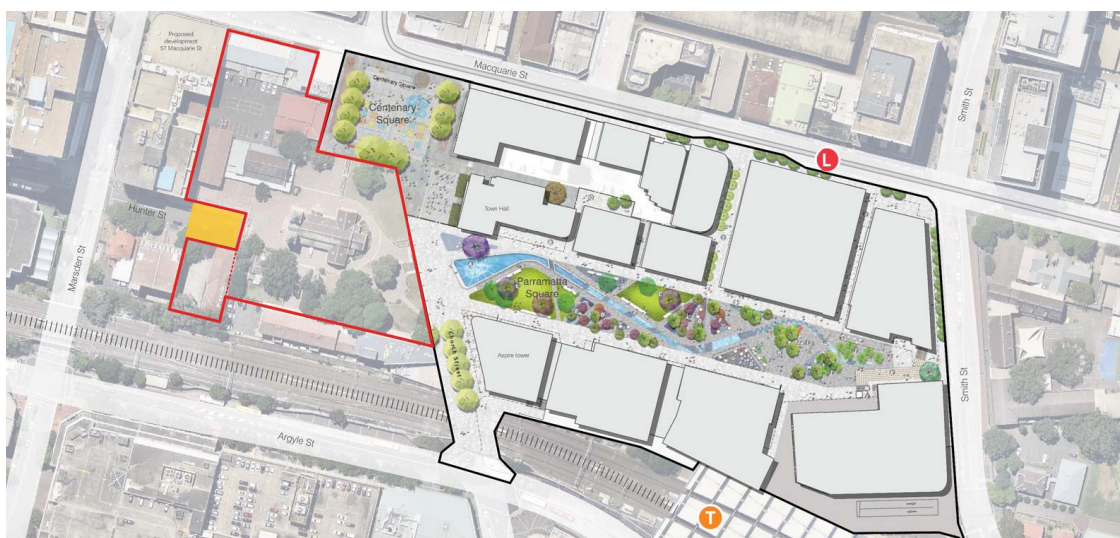


Figure 1. Subject site  
Site outlined in red. Parramatta Square is situated adjacent to the right  
Source: Urban Design Report, Architectus (as amended)

# Introduction

This Planning Proposal sits in context with the proposals and strategies prepared by City of Parramatta Council, notably:

- The *Parramatta CBD Planning Strategy*, which identifies the need to attract crucial A-Grade office space, expansion of the commercial core, and delivery of high local amenity within the City Centre and
- The *Parramatta CBD Planning Proposal*, which is largely informed by, and seeks to implement, the CBD Planning Strategy by increasing the capacity for growth for the Centre and is a response to the NSW Government's direction to grow Parramatta as Sydney's second CBD. It seeks extensive changes to the planning controls under the current LEP to implement Council's Strategy.

## 1.3 Structure of this report

This report is prepared in accordance with the NSW Government's 'A Guide to Preparing Planning Proposals', and is set out as follows:

- **Section 2: The site and context** provides an overview of the site to which the Planning Proposal is intended to apply.
- **Section 3: The proposal, objectives and intended outcomes** outlines the design principles and built form philosophy that have been identified to inform the master plan for the subject site.
- **Section 4 Explanation of provisions** outlines the proposed amendments to the planning provisions within the Parramatta Local Environmental Plan 2011 to achieve the proposal.
- **Section 5: Justification** provides the urban planning justification to support the proposal.
- **Section 6: Mapping** identification of the land subject to the planning proposal, existing land zoning and development standards and proposed land zoning and development standards.
- **Section 7: Consultation** outlines the community consultation program that has been and will be undertaken in respect of the proposal.

- **Section 8: Project Timeline** outlines expectations for timeframe of the progression of the proposal.
- **Section 9: Conclusion** concludes the report with a summary of findings and recommendations.

This report should be read in conjunction with the Urban Design Study (submitted as an A3 package under separate cover) prepared by Architectus, dated May 2018.

The following supporting documentation is attached to this report:

- **Attachment A:** Urban Design Report – Prepared by Architectus, dated May 2018
- **Attachment B:** Draft Conservation Management Plan – prepared by Design5, dated May 2018
- **Attachment C:** Heritage Impact Statement – Prepared by Paul Davies Pty Ltd, dated May 2018
- **Attachment D:** Concept Landscape Master Plan – Prepared by Aspect Studios, dated May 2018
- **Attachment E:** Archaeological Report – Prepared by Curio Projects, dated May 2018
- **Attachment F:** Traffic Impact Assessment – Prepared by Trafix, dated May 2018



# Introduction

## 1.4 Preparation of the proposal

This Planning Proposal has been prepared by Taylar Vernon, Senior Urban Planner, and Teasheen Chuah, Urban Planner. Jane Fielding, Senior Associate, Planning, and Michael Harrison, Director Urban Design and Planning, have reviewed the Planning Proposal and provided quality assurance.

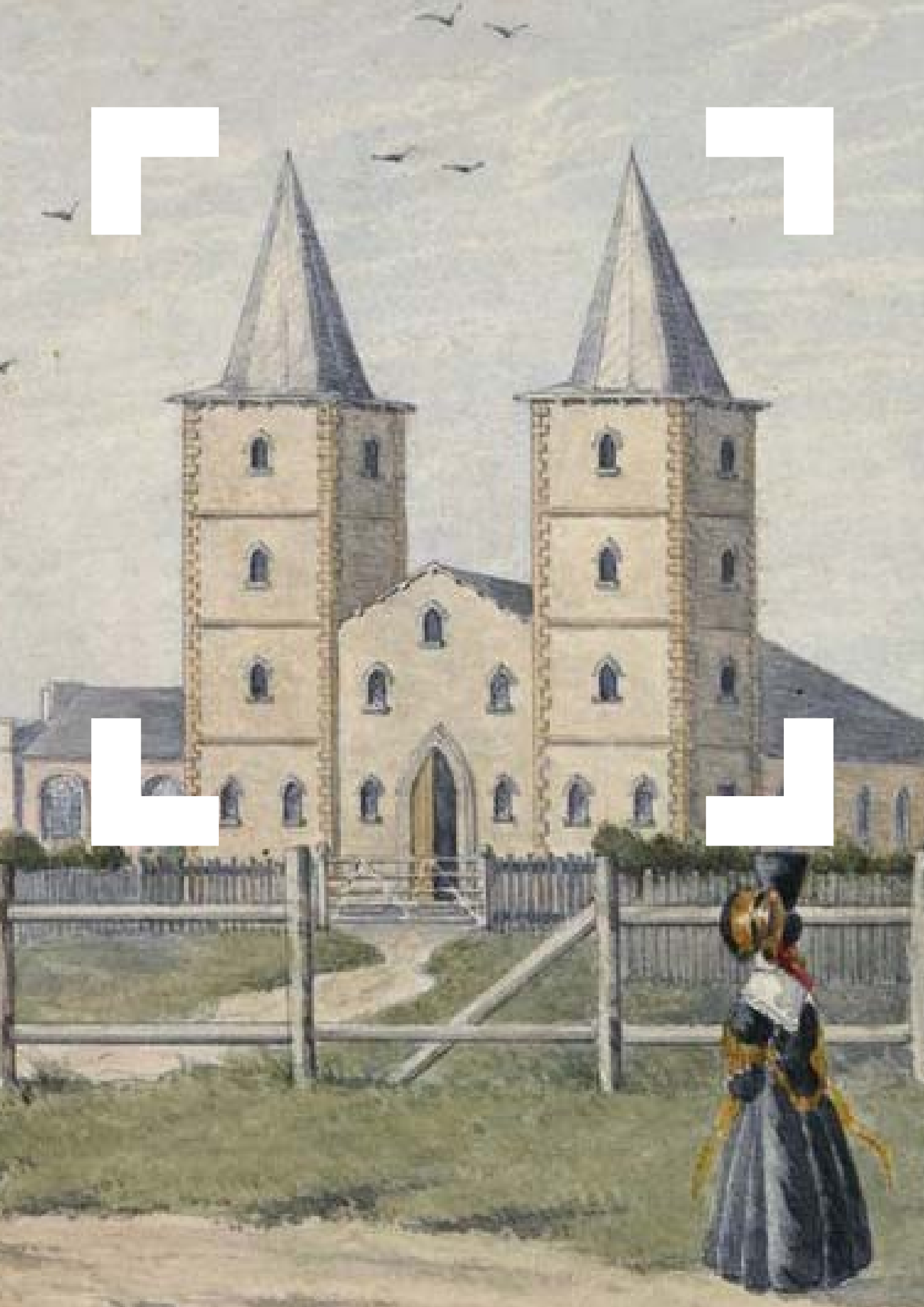
### Project team

The project team is set out below.

Applicant	Anglican Church Property Trust Diocese of Sydney as Trustee for the Parish of Parramatta (ACPT) and the St John's Parramatta Endowment Fund
Development Manager	Jattca Property Solutions
Conservation Management Plan	Design 5 Architects
Urban Design, Planning & Architecture	Architectus
Landscape	Aspect Studios
Heritage	Paul Davies Pty Ltd Architects & Heritage Consultants
Archaeology	Curio Projects
Traffic and transport	Traffix







# Chapter 2

## Site and context analysis



Greater Parramatta's economy is centred on world-class health, education and research institutions as well as finance, business services and administration.

## 2.1 Metropolitan context

The site lies within the City of Parramatta Local Government Area (LGA) in the Parramatta City Centre, the metropolitan centre and core of Sydney's 'Central River City'. The City Centre is located within the 'Greater Parramatta Growth Area', a 3,500-hectare priority area identified by the Department of Planning and Environment, and also by the Greater Sydney Commission in their publication *Greater Parramatta and the Olympic Peninsula (GPOP)*. Parramatta's city-shaping status means that the area will see significant growth and change over the next 20 years.

These strategic directions for Parramatta have resulted in the site's immediate surrounds undergoing intensive development in recent years, most notably through Parramatta Square redevelopment (adjacent east), which accommodates Western Sydney University's new flagship campus ('1PSQ' development).

The site occupies a strategic position within the city centre, being located within 5 minutes' walking distance of Parramatta Railway Station connecting the T1 and T4 lines and allowing journeys throughout metropolitan Sydney. The future Parramatta light rail is also being planned in close proximity to the site, which will provide additional connections to the Parramatta City Centre and Westmead, and through Greater Parramatta beyond.



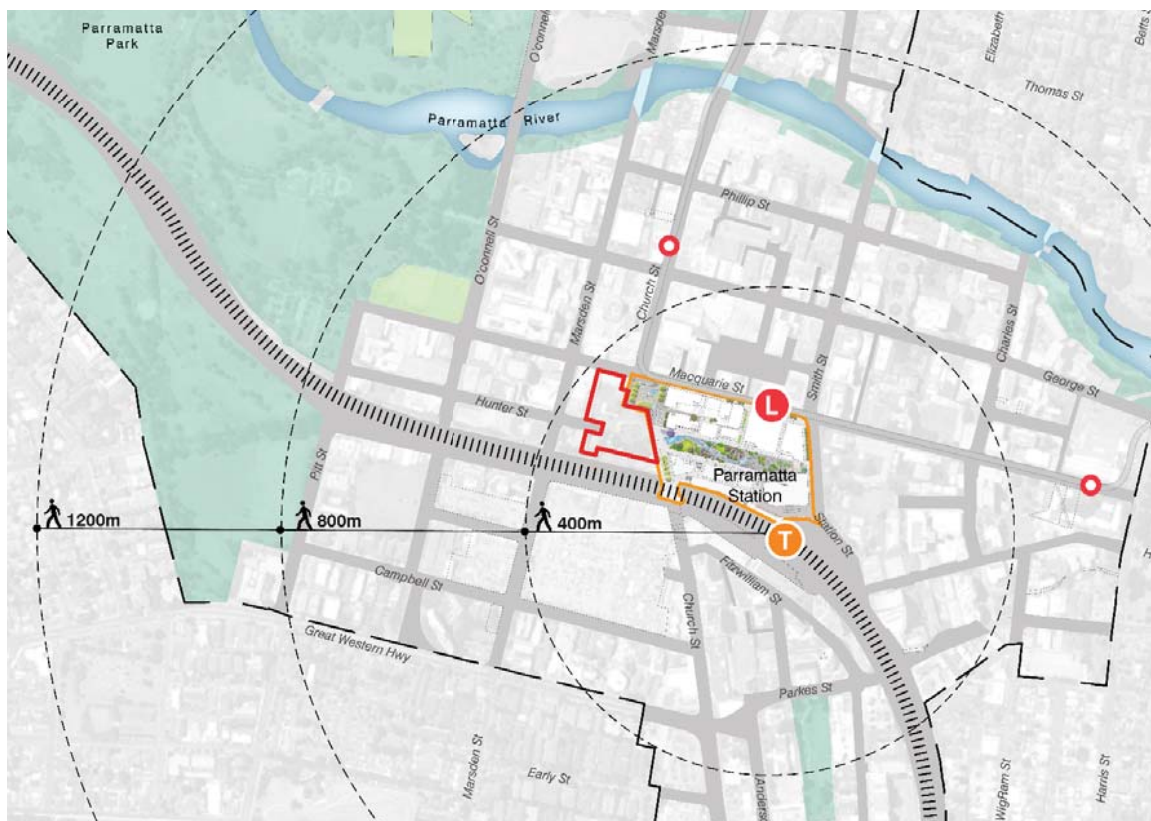


Figure 2. Parramatta City Centre  
The site is situated within the Parramatta City Centre, currently undergoing intensive development, and is strategically positioned in close proximity to Parramatta Railway Station (and future Parramatta Light Rail) and Parramatta Square (outlined orange)  
Source: Greater Sydney Region Plan



# Site and context analysis

## 2.2 Site details

The subject site is located at 195 Church Street, 38 & 45 Hunter Street, and 65-79 Macquarie Street, Parramatta. It is irregularly shaped with a site area of 10,857sqm. It is situated in the centre of the Parramatta City Centre, bound by Macquarie Street to the north, Hunter Street to the west, the railway corridor and Darcy Street to the South, and Church Street to the east.

The site has direct frontages to Church Street pedestrian mall to the east of approximately 86 metres, Macquarie Street to the north of approximately 44 metres, the Hunter Street cul-de-sac to the west and a small frontage to the railway corridor to the south of approximately 24 metres.

To the east of the site across Church Street is the future Parramatta Square (under construction). To the south of the site is the railway line and Westfield Parramatta.

### Legal description

The subject site comprises six (6) allotments, legally described as:

- 65-75 Macquarie Street (Lots E – I DP 151108);
- 77 Macquarie Street (Lot J DP 15108);
- 79 Macquarie Street (Lot K DP 15108);
- 38 Hunter Street (Lot M DP 15108);
- 45 Hunter Street (Lots 1 & 2 DP 575473); and
- 195 Church Street (Lots 1 & 2 DP 1110057);

Refer to the lot boundary plan at **Figure 4** overleaf.

### Existing uses and land ownership

The site contains various existing buildings on-site, including the St John's Anglican Cathedral, ancillary parish, and commercial buildings. These are identified in **Table 1** overleaf.

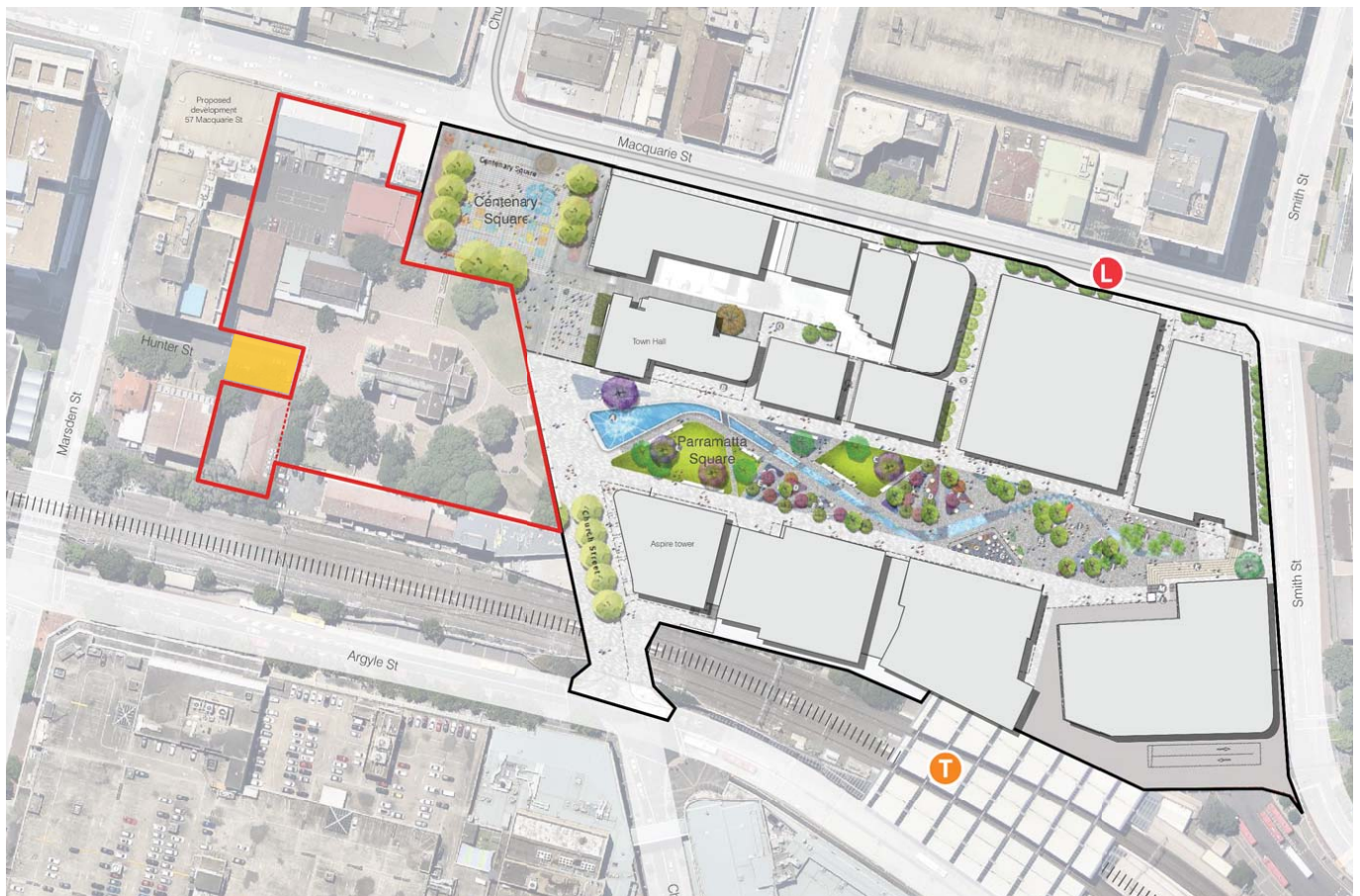


Figure 3. Local context plan  
Site outlined in red. Land at the Hunter Street road reserve which is proposed to be closed to form part of a new publicly accessible open space, is highlighted in yellow.  
Source: Urban Design Report, Architectus

# Site and context analysis

Table 1. Site description and land ownership

Lot & DP	Address	Existing	Owners
Lots E - I, DP 15108	65-75 Macquarie Street	Astra Chambers (two-storey Art Deco commercial building)	St John's Parramatta Endowment Fund
Lot J, DP 15108	77 Macquarie Street	Interwar period two-storey commercial building	St John's Parramatta Endowment Fund
Lot K, DP 15108	79 Macquarie Street		
Lot M, DP 15108	38 Hunter Street	St John's Building (two-storey commercial building)	St John's Parramatta Endowment Fund
Lots 1 & 2, DP 575473	45 Hunter Street	Interwar Anglican Home Mission Society (two-storey commercial building) and associated car parking	St John's Parramatta Endowment Fund
Lots 1 & 2, DP 1110057	195 Church Street	St John's Anglican Cathedral St John's Parish Hall and attached Youth Centre Warden's Cottage (also known as Verger's Cottage)	ACPT

## Future land ownership

While not included in the site, the Master Plan and Planning Proposal envisage and seek to deliver a publicly accessible square which incorporates land that is currently within the Hunter Street road reserve (highlighted in yellow in **Figure 3** overleaf and by dashed yellow in **Figure 4** below). It is put forward that this portion of Hunter Street be closed, with the land for the future square being managed by the Diocese on behalf of Council, or alternatively that the land be acquired. The delivery of the square will be subject to further discussions with Council and a future development application (DA).



Figure 4. Land ownership plan  
Site outlined in red  
Source: Architectus





Figure 5. Site and occupying buildings  
Site outlined in yellow  
Source: Nearmap

\*Land within the Hunter Street road reserve does not comprise part of the site, however has been included to illustrate the envisioned outcomes of the redevelopment of the site.

## 2.3 Site and occupying buildings

### 1 St John's Anglican Cathedral

St John's Anglican Cathedral occupies a prominent site in the heart of the City of Parramatta and is listed as a State heritage item (No. I1805) under the PLEP 2011 and the NSW State Heritage Register (SHR). Its significance to the State is sustained from being the oldest church site and continuous place of Christian worship in Australia dating from 1803.

The Cathedral is located centrally within the site and is publicly visible from Macquarie Street to the north, Hunter Street to the west and Church Street to the east. Hunter Street, which terminates as a cul-de-sac, forms its primary frontage and is currently used as car parking for surrounding uses. The Cathedral occupies a building footprint of approximately 860 sqm. The grounds are approximately 6,400 sqm. There is currently an agreement (established 1992) between Council and the Parish for Council to maintain the Cathedral's curtilage in exchange for public access through the grounds and integration with the broader Church Street/Centenary Square precinct.

### 2 St John's Parish Hall

St John's Parish Hall is located north west of St John's Anglican Cathedral and is listed as a local heritage item (No. I713) under the PLEP 2011.

The Parish Hall has served as a parish and community hall since 1911, replacing the former timber hall as the needs of the church grew. At the time of its construction it provided rooms for Sunday school and community gatherings associated with the Parish. Since its construction, the building has undergone alterations including the addition of Marsden Hall at the rear, a kitchen and parish office, a new separate entrance, and changes to the façade.

### 3 Warden's Cottage (Verger's cottage)

Warden's cottage, referred to as "Warden's cottage (Verger's cottage)" in the PLEP 2011, is located south west of the St John's Anglican Cathedral and is listed as a local heritage item (No. I653). The building is a Victorian Picturesque Gothic single-storey brick cottage built in the 1890's. The boundaries of the cottage are defined by a stone and wrought iron fence.

### 4 45 Hunter Street

The building at 45 Hunter Street is a two-storey building in the south-western portion of the site. Having undergone a number of internal and external alterations, it is currently used as an office for the administrative facility for the Parish, and provides overflow space for Parish activities including Sunday school and youth group meetings.

### 5 Astra Chambers building (65 & 75 Macquarie Street)

Occupying the northernmost portion of the site, addressing Macquarie Street, is the Astra Chambers building, a two-storey rendered Art Deco style commercial and retail building constructed in 1935. The building largely retains its two-storey façade, with some external changes, as well as internal alterations over time to the various tenancies.

### 6 77 & 79 Macquarie Street

Immediately to the east of the Astra Chambers building, occupying 77 & 79 Macquarie Street, is a two-storey interwar commercial building built in 1927. The building, like the Astra Chambers building, retains some original features, however has undergone some external changes as well as substantial internal changes over time.

### 7 Centenary Square and adjoining buildings

Centenary Square (known as Bicentennial Square and adjoining buildings under the PLEP 2011) is located outside the bounds of the subject site to the north. Being of a generally rectangular shape, it joins Church Street, Macquarie Street and the site. Part of Centenary Square is listed as a local heritage item under the PLEP 2011 (No. I651).

The St John's Building, which forms part of the Centenary Square precinct is located to the north of the St John's Parish Hall and addresses the Square. While not heritage listed, the St John's Building has its façade included in the local heritage listing for Centenary Square.

## Site and context analysis



1

St John's Cathedral, viewed from Church Street walkway (left) and viewed from the north (right)



2

St John's Parish Hall



3

Warden's Cottage



4

45 Hunter Street



5

Astra Chambers building at 65-75 Macquarie Street



6

77 & 79 Macquarie Street



7

Centenary Square & St John's Building facade



# Site and context analysis

## 2.5 Heritage context and site surrounds

A number of the existing buildings on the site are locally heritage listed. Additionally, the St John's Anglican Cathedral building occupies the centre of the site and is deemed State heritage, the highest level of designation within the vicinity. This significance extends toward the Cathedral's curtilage, as illustrated by the hatched region in **Figure 6** below, which is listed as a State heritage designated site.

Including the Cathedral, a total of four heritage items occupy the site:

### State heritage

- St John's Anglican Cathedral

### Local heritage

- St John's Parish Hall
- Warden's cottage
- Centenary Square (outside the site), but which includes the facade of the St John's Building at 38 Hunter St (also known as 191 Church St)

A draft CMP has been prepared by Design 5 Architects and is provided at **Attachment B**. The Plan assesses and establishes the significance of heritage items within the vicinity of the site and proposes a plan to conduct future operations on the site. Through a process separate to this Planning Proposal, it is the applicant's intent to have the draft CMP endorsed by the City of Parramatta Council and the NSW Office of Environment and Heritage.

A Heritage Impact Statement has been prepared by Paul Davies Pty Ltd and is provided at **Attachment C**. The Heritage Impact Statement considers the heritage impacts of this Planning Proposal as it relates to the draft CMP.

Further buildings and structures with heritage significance lie within proximity to the site, such as Parramatta Town Hall and the Centennial Memorial Clock.

**Figure 6** below provides an overview of the locations of items both within and outside of the site.

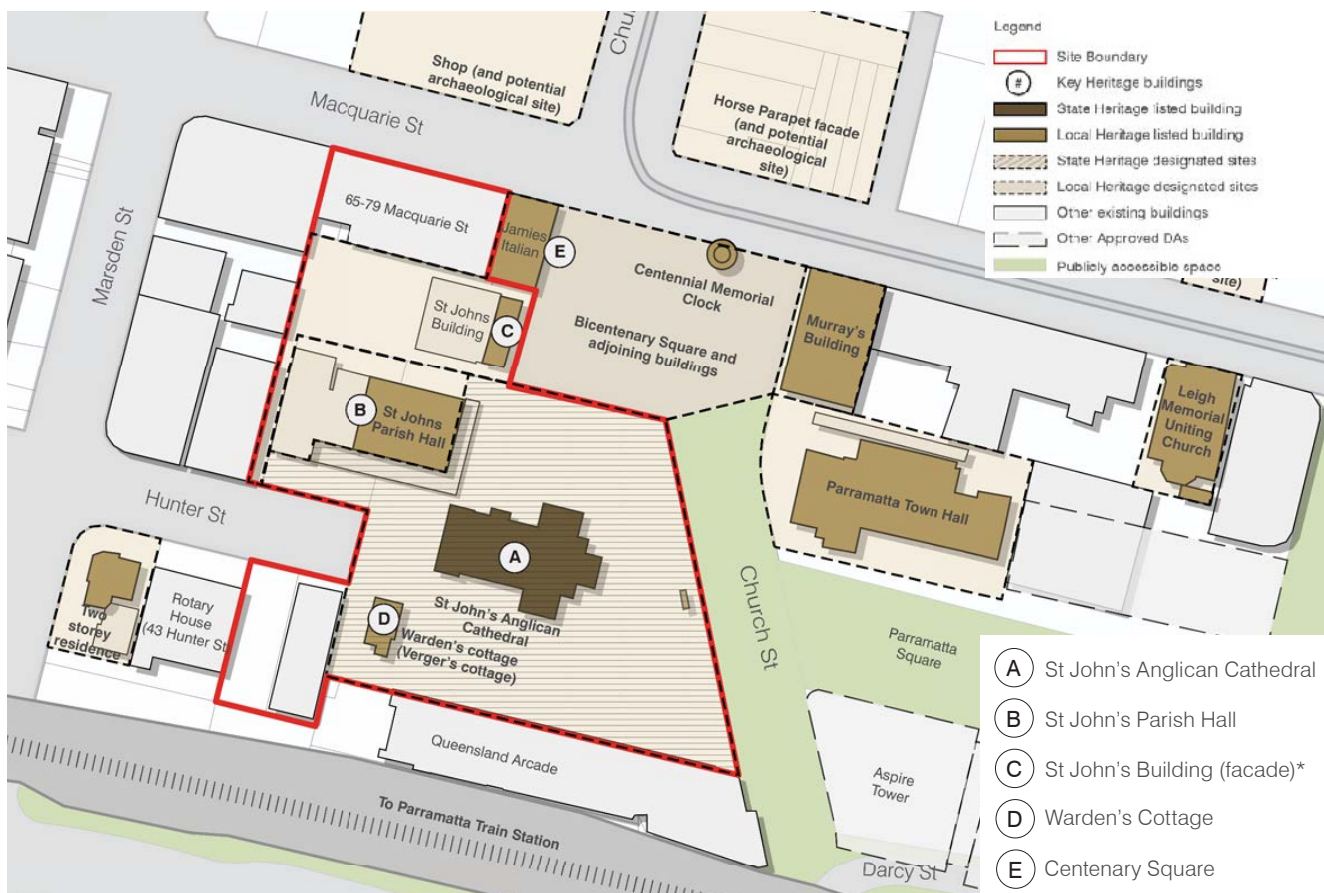


Figure 6. Key heritage buildings in the site surrounds  
Site outlined in red. It is noted that the Parramatta LEP 2011 defines the environmental heritage of Centenary Square as 'Bicentennial Square and adjoining buildings'. The St John's Building is therefore only identified as heritage to the extent that it frames and defines Centenary Square.  
Source: Urban Design Report, Architectus

# Site and context analysis

## 2.4 Planning context

The following legislation, planning instruments, planning controls, and other plans and policies (including drafted plans and policies) are applicable to the proposal:

<b>Legislation</b>	– <i>Environmental Planning and Assessment Act 1979 (EP&amp;A Act)</i>
<b>Strategic plans</b>	<ul style="list-style-type: none"> <li>– <i>A Metropolis of Three Cities – the Greater Sydney Region Plan, 2018</i></li> <li>– <i>Central City District Plan, 2018</i></li> <li>– <i>Greater Parramatta Interim Land Use and Infrastructure Implementation Plan, 2017</i></li> <li>– <i>Greater Parramatta and the Olympic Peninsula, 2016</i></li> </ul>
<b>Current planning controls</b>	<p><b>Environmental Planning Instruments:</b></p> <ul style="list-style-type: none"> <li>– <i>Parramatta Local Environmental Plan 2011</i></li> </ul> <p><b>Development Control Plans:</b></p> <ul style="list-style-type: none"> <li>– <i>Parramatta Development Control Plan 2011</i></li> </ul>
<b>Other plans and policies</b>	<ul style="list-style-type: none"> <li>– <i>Draft Community Strategic Plan 2018 - 2038, 2018</i></li> <li>– <i>Economic Development Plan 2017 - 2021</i></li> <li>– <i>Parramatta City Centre Strategic Transport Study, 2016</i></li> <li>– <i>Parramatta City Centre Planning Strategy, 2015</i></li> <li>– <i>Parramatta 2038 Community Strategic Plan, 2013</i></li> </ul>
<b>Proposed planning controls</b>	<ul style="list-style-type: none"> <li>– <i>Parramatta City Centre Planning Proposal</i></li> <li>– <i>Planning Proposal - 48 Macquarie Street &amp; 220-230 Church Street and surrounding lands</i></li> </ul>

The above legislation, planning instruments and planning controls are addressed in the paragraphs overleaf.



## Site and context analysis

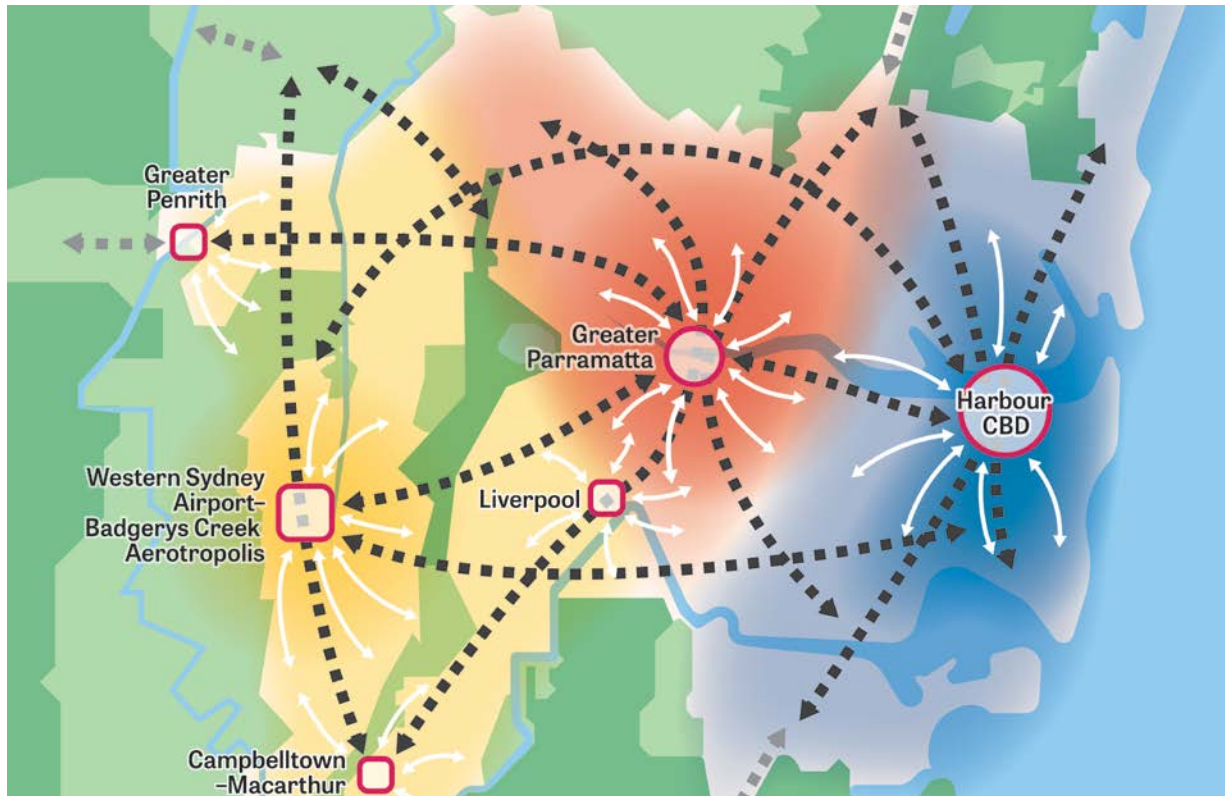


Figure 7. Greater Sydney Region Plan  
The vision of A Metropolis of Three Cities sees Greater Sydney transformed into the Western Parkland City, the Central River City, and the Eastern Harbour City  
Source: Greater Sydney Commission 2018

## 2.6 Strategic plans

### Greater Sydney Region Plan (2018)

The Greater Sydney Commission (GSC) released the *Greater Sydney Region Plan: Our Greater Sydney 2056* in March 2018. The Plan is the metropolitan strategy for Sydney and replaces *A Plan for Growing Sydney*. It provides a vision of Sydney in 2056 as a city where people live within 30 minutes of jobs, services, education and health facilities, and live in great places. The vision seeks to meet the needs of a growing and changing population by transforming Greater Sydney into a metropolis of three cities - the 'Western Parkland City', the 'Central River City' and the 'Eastern Harbour City'.

Parramatta City Centre is located within Greater Parramatta, at the heart of the Central River City. Key priorities for Greater Parramatta under the Plan:

- seek to strengthen its economic competitiveness,
- grow its vibrancy and develop its Health and Education Precincts,
- create balance between residential and commercial development, and
- provide supporting cultural facilities and active transport.

### Central City District Plan (2018)

The site is located within the Central City District and is subject to the *Central City District Plan* released in March 2018. It outlines how the Government will make decisions on planning policy, public spaces, community facilities, housing, jobs, transport, schools and hospitals to meet the needs of communities across Greater Sydney.

The Central City District will be the fastest growing District over the next 20 years, seeing an overall population growth of around 550,500 people and require an additional 207,500 dwellings by 2036. Similarly to the Metropolitan Plan, Greater Parramatta is set to grow as Sydney's Central CBD and an economic powerhouse.



## Site and context analysis

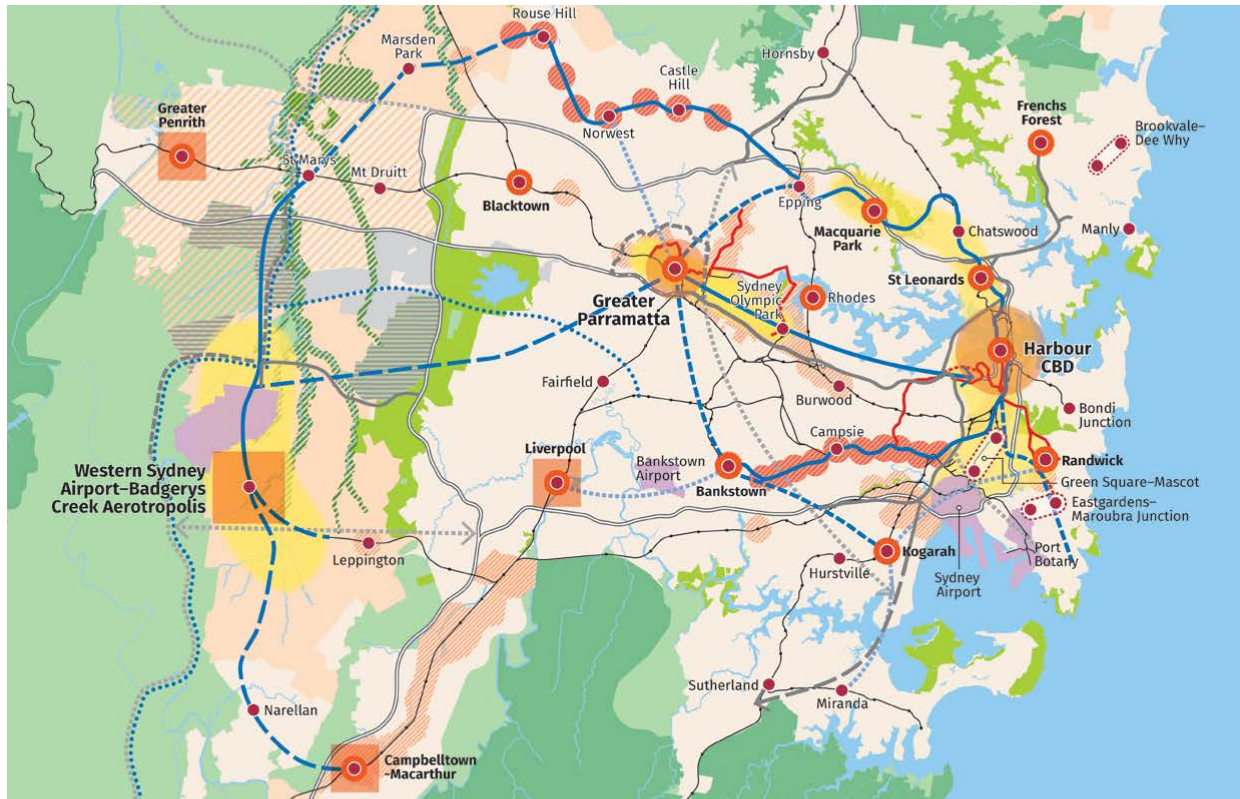


Figure 8. Greater Sydney Region Plan  
Greater Parramatta is championed as the economic powerhouse at the heart of Sydney  
Source: Greater Sydney Commission 2018

### Greater Parramatta Interim Land Use and Infrastructure Implementation Plan (2017)

The NSW Department of Planning and Environment (DPE) released the *Greater Parramatta Interim Land Use and Infrastructure Implementation Plan* in July 2017.

The Interim Plan was prepared in response to the need for effective land use and infrastructure strategies for the Greater Parramatta Growth Area (formerly named 'Priority Growth Area'), highlighted in the Greater Sydney Commission's *Greater Parramatta to Olympic Peninsula* (GPOP) and the Metropolitan Plan.

The Plan highlights the GPOP area as being "anticipated to experience the most significant urban transformation over the next 20 years", and identifies how more jobs, homes and services are to be accommodated within the area. The Plan noted that the NSW Government estimated the Growth Area could accommodate more than 100,000 additional dwellings and 300,000 additional jobs.

### Greater Parramatta and the Olympic Peninsula, 2016

The Greater Parramatta and the Olympic Peninsula (GPOP) is an area identified by the GSC that can evolve into a successful inner-urban hub. To carry out the area's transformation, the GSC in October 2016 released the GPOP vision document and supporting documents, which guide its growth over the next 20 years. 'Parramatta City Centre and Westmead Health and Education Super Precinct' is identified as one of four 'quarters' of the GPOP.

The vision document notes that Parramatta City Centre, which "parallels Sydney CBD as a commercial and civic core", is crucially undergoing major revitalisation, notably through the Parramatta Square development which will deliver public space to the commercial core. It additionally notes the significance of Parramatta's history, owing to early settlement around Parramatta River, including the St John's Cathedral building.

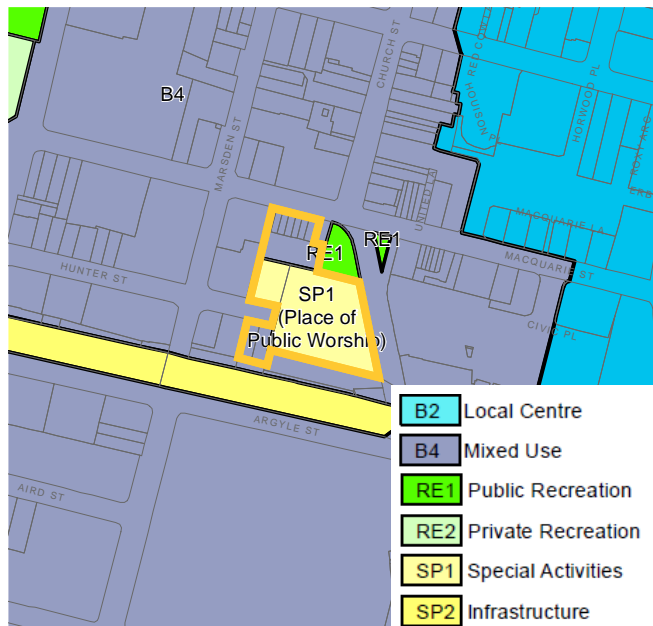


# Site and context analysis

This section provides an overview of the current key planning controls applicable to the site under the Parramatta LEP 2011.

## 2.7 Current LEP Controls

### Land use zoning



The subject site is currently zoned SP1 (Place of Public Worship) and B4 Mixed Use. This zone permits the following uses with development consent:

#### SP1 (Place of Public Worship)

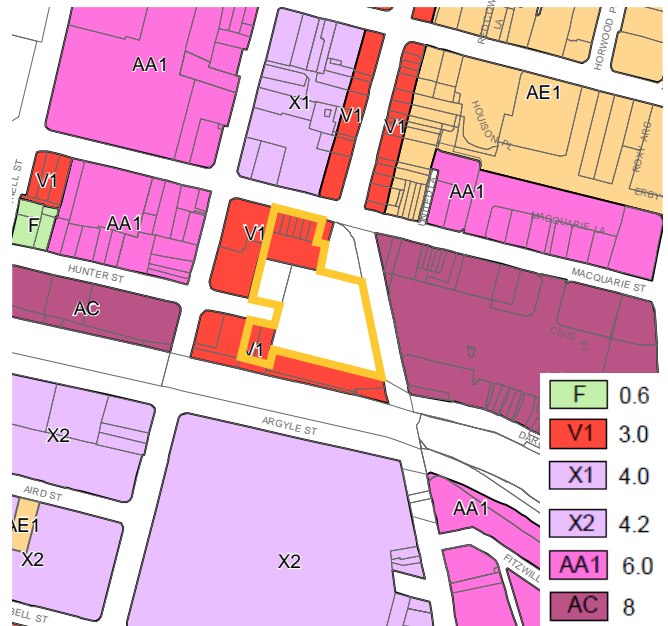
*"Place of public worship, including any development that is ordinarily incidental or ancillary to development for that purpose."*

#### B4 Mixed Use

*"Boarding houses; Building identification signs; Business identification signs; Centre-based child care facilities; Commercial premises; Community facilities; Educational establishments; Entertainment facilities; Function centres; Hotel or motel accommodation; Information and education facilities; Light industries; Medical centres; Passenger transport facilities; Recreation facilities (indoor); Registered clubs; Restricted premises; Roads; Seniors housing; Shop top housing; Water recycling facilities; and any other development not expressly permitted with or without consent."*

The uses of the site proposed by this Planning Proposal, being commercial premises, place of public worship, and residential premises, are permitted with consent in the B4 zone. Within the SP1 zone, only places of public worship, including any development that is ordinarily incidental or ancillary to development for that purpose, are permissible.

### Floor Space Ratio



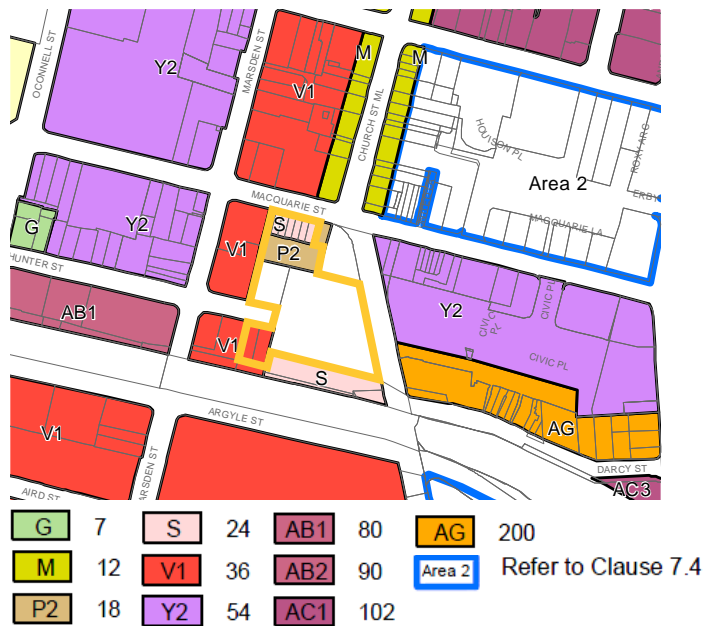
Parts of the site zoned B4 Mixed Use have a maximum FSR of 3:1. The land zoned SP1 have no maximum FSR.

The objectives of the maximum FSR controls under clause 4.4 are as follows:

- to regulate density of development and generation of vehicular and pedestrian traffic,
- to provide a transition in built form and land use intensity within the area covered by this Plan,
- to require the bulk and scale of future buildings to have regard to heritage sites and their settings,
- to reinforce and respect the existing character and scale of low density residential areas

# Site and context analysis

## Height

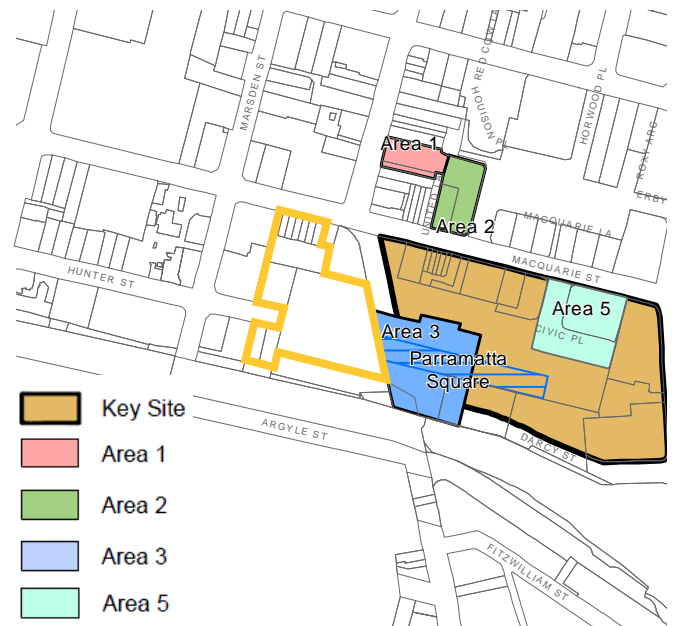


Parts of the site are subject to maximum building heights of 36 metres, 24 metres and 18 metres. There is no current maximum height prescribed for land zoned SP1 (Place of public worship).

The objectives of the maximum height of building controls under clause 4.3 are as follows:

- to nominate heights that will provide a transition in built form and land use intensity within the area covered by this Plan,
- to minimise visual impact, disruption of views, loss of privacy and loss of solar access to existing development,
- to require the height of future buildings to have regard to heritage sites and their settings,
- to ensure the preservation of historic views,
- to reinforce and respect the existing character and scale of low density residential areas,
- to maintain satisfactory sky exposure and daylight to existing buildings within commercial centres, to the sides and rear of tower forms and to key areas of the public domain, including parks, streets and lanes.

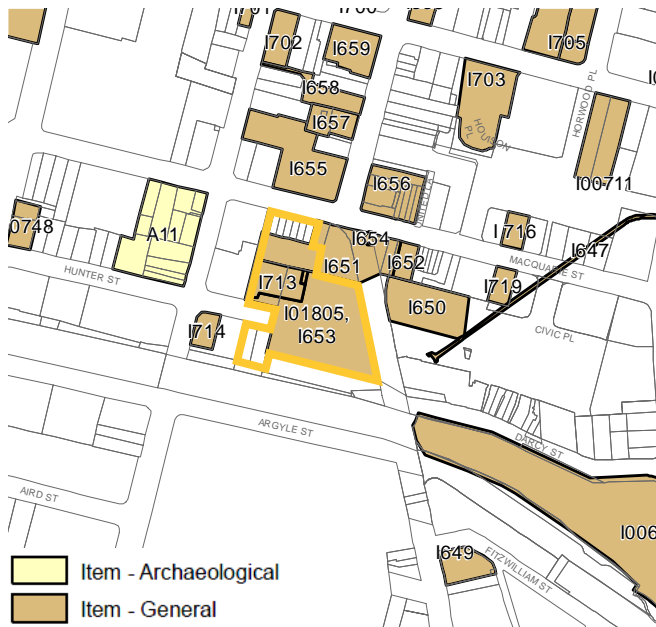
## Key Sites, Special Provisions, Sun Access Protection Map



While no part of the site is subject to any special provisions under this map, the adjacent Parramatta Square area of protected sun access is illustrated above. This is relevant to this Planning Proposal as the Master Plan has been designed to not overshadow this area.

# Site and context analysis

## Heritage



In addition to the State heritage listed St John's Anglican Cathedral, a number of buildings on-site and within its surrounds are identified as being of local heritage significance.

The objectives of clause 5.10 are as follows:

- a) to conserve the environmental heritage of Parramatta,
- b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,
- c) to conserve archaeological sites,
- d) to conserve Aboriginal objects and Aboriginal places of heritage significance.

Under this clause, consent is required for any of the following:

- a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):
  - (i) a heritage item,
  - (ii) an Aboriginal object,
  - (iii) a building, work, relic or tree within a heritage conservation area,
- b) altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,

c) disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed,

d) disturbing or excavating an Aboriginal place of heritage significance,

e) erecting a building on land:

- (i) on which a heritage item is located or that is within a heritage conservation area, or
- (ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,

f) subdividing land:

- (i) on which a heritage item is located or that is within a heritage conservation area, or
- (ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.

A draft CMP has been prepared by Design Five and is provided at **Attachment B**. A Heritage Impact Statement has been prepared by Paul Davies Pty Ltd and is provided at **Attachment C**.

These are discussed in detail at **Section 6** of this Planning Proposal.

## Other key controls

### Clause 7.3 – Car parking

The maximum permissible number of car parking spaces for the proposed development under this clause are as follows:

- Commercial premises: Maximum of 1 parking space per 100 sqm of GFA.
- Multi dwelling housing: Maximum of 1 parking space per dwelling plus 1 visitors space per 5 dwellings.

Despite the above, it is noted that in accordance with City of Parramatta Council's resolution of 10 April 2017, a reduced maximum car parking rate will be applied to this Planning Proposal.

### Clause 7.4 – Sun access

Clause 7.4 relates to sun access to Parramatta Square, the Lancer Barracks site, and Jubilee Park. Its objective is to protect public open space from overshadowing.

The clause applies to any development application which the consent authority considers is likely to cause excessive overshadowing of these areas of public open space and requires that the sun access planes provided by the DCP 2011 be considered.

Parramatta Square is located immediately to the east of the

# Site and context analysis

subject site and maintenance of sun access to Parramatta Square has been a key consideration in the preparation of this Planning Proposal. The Master Plan has been designed to not cause any additional overshadowing of Parramatta Square between 12pm-2pm on 21 June.

The Lancer Barracks site and Jubilee Park are sufficiently distant from the subject site that any future development will not impact upon these places.

## Clause 7.10 – Design Excellence

Clause 7.10 contains provisions for design excellence, of which its objectives are to deliver the highest standard of architectural, urban and landscape design.

Under this clause, development consent is not to be granted to any of the following development unless a competitive design process has been held in relation to the proposed development:

- a) development in respect of a building that has, or will have, a height above ground level (existing) greater than 55 metres,
- b) development on a site greater than 1,000 square metres and up to 1,800 square metres seeking to achieve the

maximum floor space ratio identified on the Floor Space Ratio Map, where amalgamation with adjoining sites is not physically possible,

c) development having a capital value of more than \$10,000,000 on a “Key site” identified on the Key Sites Map,

d) development having a capital value of more than \$100,000,000 on any other site,

e) development for which the applicant has chosen such a process.

**The development which is to be facilitated by this Planning Proposal will be subject of a competitive design process, given it will exceed 55m in height and will also have a capital investment value greater than \$100,000,000.**

Upon completion of a competitive design process, the development will be eligible for additional height and floor space under clause 7.10(8), which provides the following:

8) If the design of a new building, or an external alteration to an existing building, is the winner of a competitive design process and the consent authority is satisfied that the building or alteration exhibits design excellence, it may grant development

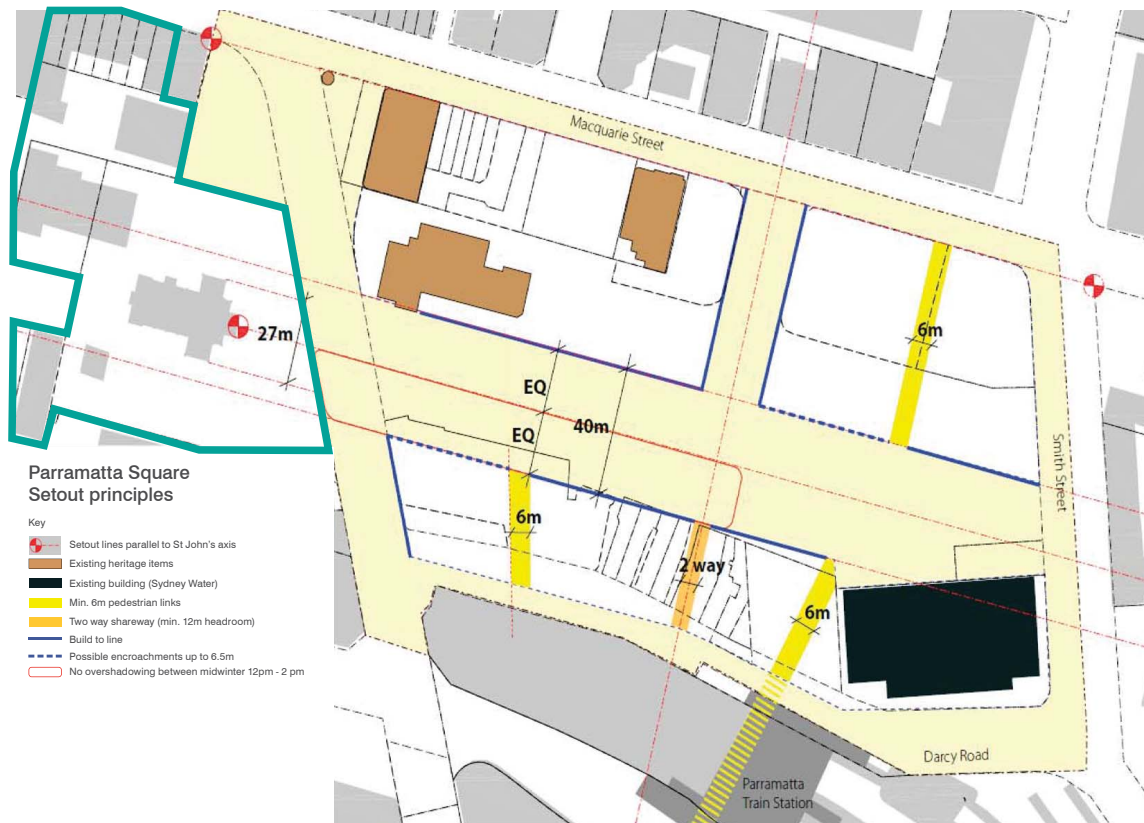


Figure 9. Parramatta Square sun access plane  
The set-out principles diagram outlines in red the area where overshadowing is to be minimised for a maximum period of 45 minutes between 12pm - 2pm mid-winter. The site is highlighted teal.  
Source: Parramatta DCP 2011 (as amended)



# Site and context analysis

consent to the erection of the new building, or the alteration to the existing building, with:

- a) in any case—a building height that exceeds the maximum height shown for the land on the Height of Buildings Map or an amount of floor space that exceeds the maximum floor space ratio shown for the land on the Floor Space Ratio Map (or both) by up to 15%, or
- b) if the proposal is for a building containing entirely non-residential floor space in Zone B4 Mixed Use—a building height that exceeds the maximum height shown for the land on the Height of Buildings Map or an amount of floor space that exceeds the maximum floor space ratio shown for the land on the Floor Space Ratio Map (or both) by up to 25%.

## Applicable Development Control Plan

The Parramatta Development Control Plan (DCP) 2011 applies to all land to which the PLEP 2011 applies and therefore is relevant to the subject site. The DCP was initially adopted by Parramatta City Council on 22 November 2010 and came into effect on 12 October 2011.

The development controls applicable to the Parramatta City Centre (including the site) are principally contained within Section 4.3 – Strategic Precincts of the DCP.

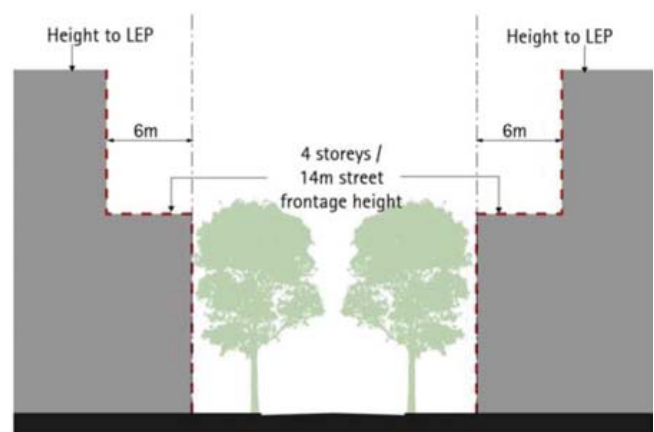
Generally, the built form controls under the DCP 2011, which permit a 4-storey podium height with no street setbacks for the frontages to Hunter Street and Macquarie Street, do not result in an appropriate built form response for this site. The draft CMP for the site identifies a key view looking east along Hunter Street toward the Cathedral and a requirement for the podium height of the surrounding buildings to be set to the height of the underside of the Cathedral spires (approximately 3-storeys). Given the existing DCP is inconsistent with the draft CMP, an amendment to the DCP is recommended which will provide a more appropriate site-specific solution, facilitate the development of the site in accordance with the Master Plan, and give due consideration to factors such as:

- Built form relationship with existing and proposed nearby development;
- The provision of high-quality public domain;
- Heritage impacts; and
- Overshadowing of the public domain, including Parramatta Square.

It is additionally noted that the Master Plan envisages vehicular access from Macquarie Street in a location where the existing DCP identifies a restriction on the creation of vehicular entries. There are no viable alternatives to this proposed access arrangement. Providing vehicular access from Hunter Street would have significant implications on the quantum of publicly-accessible open space that could be

provided and have detrimental impacts on the quality of the western forecourt to the Cathedral. Accordingly, it is asserted that access from Macquarie Street is acceptable under the circumstances. Vehicular access/egress to Macquarie Street is proposed to be located taking into consideration the proposed Parramatta Light Rail route, which turns from Macquarie Street into Church Street. This issue is further discussed in **Section 5** of this Planning Proposal and in the Traffic Report at **Attachment D**.

The key built form and vehicular access provisions applicable to the site under the existing DCP are illustrated in the extracted images below and overleaf.



Upper levels setback - City Centre South  
(Source: Parramatta DCP 2011 as amended)

## Site and context analysis



Street frontage heights (Source: Parramatta DCP 2011 as amended)

### Key

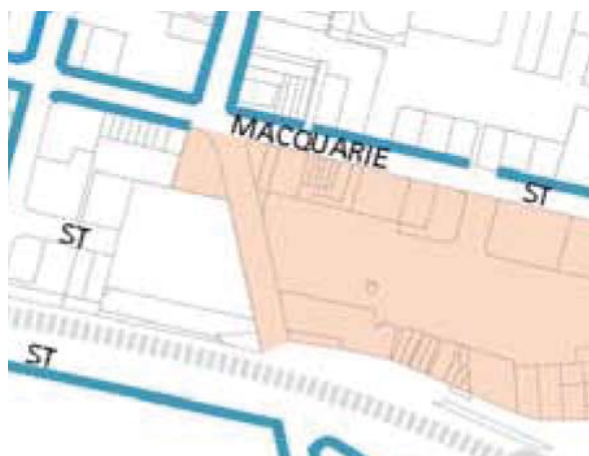
- 3 storeys/12m Church Street frontage
- 4 storeys/14m South City Centre frontage
- ..... Building frontage to context and Council's urban design advice



Building alignment and front setbacks (Source: Parramatta DCP 2011)

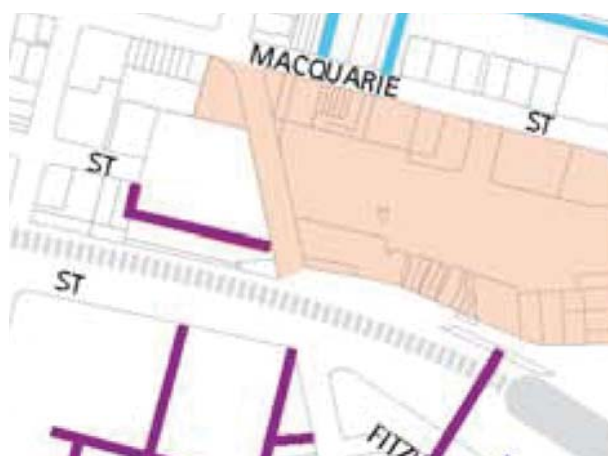
### Key

- 0m setback
- 3m setback
- 6m setback
- Built edge to setback distance specified
- Maintain existing setback
- George Street setback condition applies
- Refer to Parramatta Square (4.3.3.7b)
- Proposed public domain



Restrictions on vehicle entries (Source: Parramatta DCP 2011 as amended)

- Additional vehicle entries not permitted



Existing and desired links (Source: Parramatta DCP 2011)

### Key

- Existing pedestrian lane
- ..... New pedestrian lane
- Existing shared/service lane
- ..... New shared service lane
- Existing arcade/through site link
- ..... New arcade/through site link
- Refer to Parramatta Square (4.3.3.7b)

# Site and context analysis

## Relevant Council proposed planning controls

### Parramatta City Centre Planning Proposal

The City of Parramatta Council has prepared a Planning Proposal for the Parramatta City Centre which seeks to increase the capacity for growth of the Centre. The Planning Proposal has been prepared in response to the NSW Government's direction to grow Parramatta as Sydney's second CBD. It seeks extensive changes to the planning controls under the PLEP 2011 to implement Council's Parramatta City Centre Planning Strategy.

The Proposal was lodged with the NSW DPE on 11 April 2016 seeking a Gateway determination. At the time of writing, a Gateway determination has not yet been issued. Although the CBD Planning Proposal is not a statutory consideration until it has been publicly exhibited, it does demonstrate the City of Parramatta's intention to grow capacity in the Parramatta City Centre and is therefore relevant to this Planning Proposal.

The CBD Planning Proposal seeks to implement incentive provisions to enable FSRs generally of up to 10:1 across a large portion of the CBD with no height limit, with additional floor space incentives available for:

- Undertaking a competitive design process (up to 15% bonus);
- Satisfaction of sustainability benchmarks (up to 0.5:1 bonus);
- For development of 'opportunity sites' (up to 3:1 bonus).

The maximum FSR under the proposed planning controls for the CBD will be 15:1. Additionally, it is proposed that there be no maximum FSR for commercial development within the B3 Commercial Core zone and that floor space above the minimum non-residential floor space in the B4 Mixed Use zone be excluded from the calculation of FSR.

The subject site is not proposed to receive an uplift in height or density under the draft CBD Planning Proposal, presumably due to the complex site-specific constraints affecting the site, including heritage considerations. **The Master Plan which has been prepared for the site and provided at Attachment A has been produced based on a detailed analysis of the opportunities and constraints of the site, and is considered to be appropriate and balanced. It is considered that this Planning Proposal and the associated proposed DCP amendment will result in an improved outcome for this site and achieve a high-quality development which will contribute to the growth of Parramatta as Sydney's second CBD.**

### Planning Proposal - 48 Macquarie Street & 220-230 Church Street and surrounding lands

At its meeting of 9 April 2018, the City of Parramatta Council resolved to endorse a site-specific Planning Proposal for 48 Macquarie Street & 220-230 Church Street, Parramatta, which included proposed changes to the PLEP 2011 which, in relation to overshadowing of Parramatta Square, will have broader implications for surrounding land.

The Planning Proposal seeks to elevate restrictions on overshadowing of Parramatta Square from the DCP to the PLEP 2011. Architectus on behalf of ACPT and the St John's Parramatta Endowment Fund made a submission to this Planning Proposal on 4 April 2018 which highlighted a number of concerns, including:

- There was a lack of clarity in the Planning Proposal as to whether the proposal was seeking to restrict overshadowing between 12pm-2pm to Parramatta Square at all times of year, or specifically at midwinter – the latter of which being the long-established approach in the Parramatta LGA for the protection of public open space and a guiding principle in the preparation of the Master Plan at **Attachment A**);
- Protection of public open space at mid-winter is the long-established practice in the Parramatta LGA; is the approach for all other areas of protected public open space in the Parramatta City Centre; and is the basis for the extent of 'Area 3' as publicly exhibited (refer **Figure 10**); and
- Whether it should be considered necessary, or even desirable, to protect direct solar access to Parramatta Square outside of mid-winter, given the implications this would have on development potential and given that the local climatic conditions are such that for much of the year people are more likely to be seeking shade than sun.

Overshadowing is further discussed in **Section 5** of this Planning Proposal.



## Site and context analysis

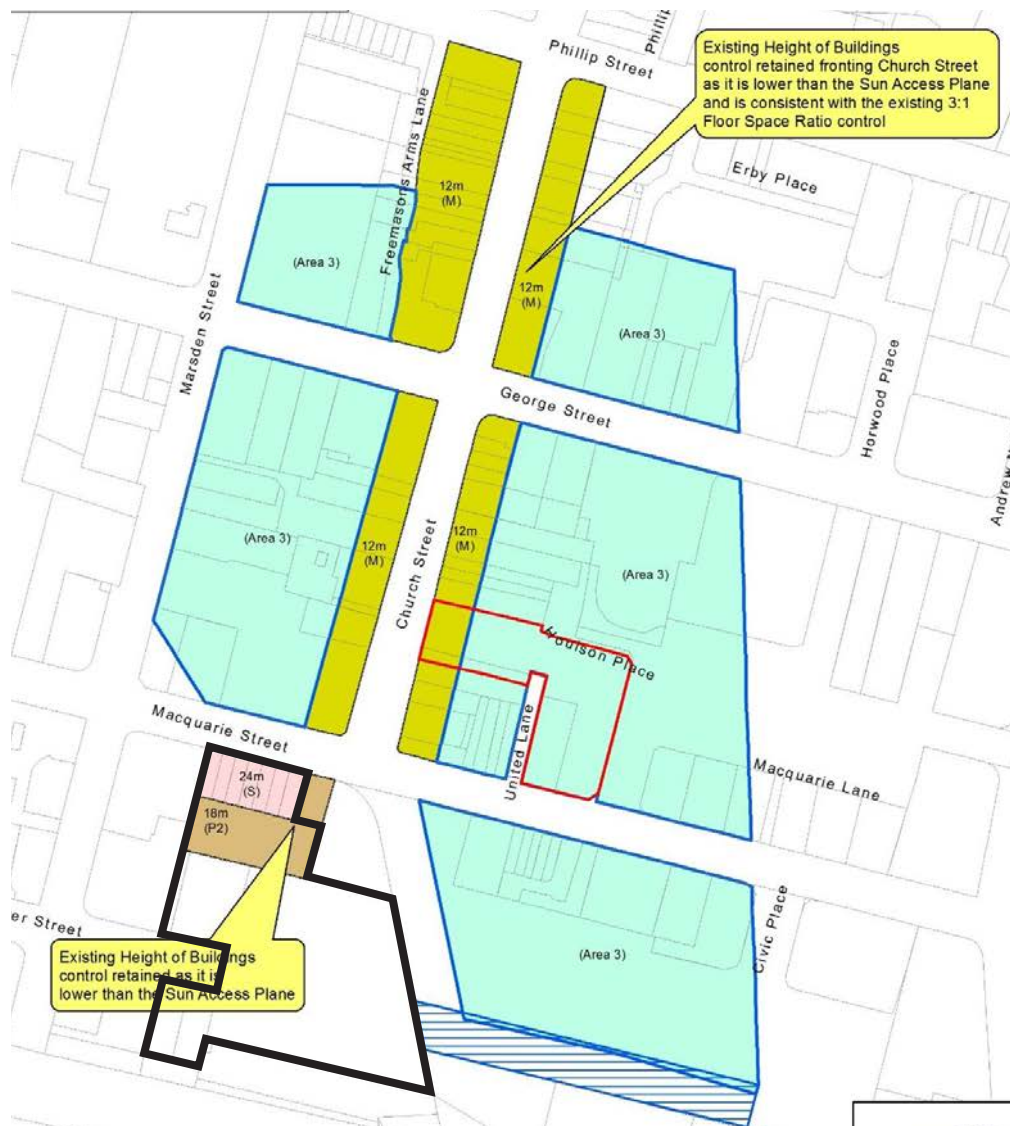


Figure 10. Proposed amendment to the PLEP 2011 Height of Buildings Map under the Planning Proposal for 48 Macquarie Street & 220-230 Church Street and surrounding lands  
Subject site outlined in black.  
Source: City of Parramatta

# Site and context analysis

## Other relevant plans and policies

### Parramatta City Centre Planning Strategy (2015)

The Parramatta City Centre Planning Strategy (The Strategy) was adopted by Council in April 2015, and sought to establish a vision for growth, principles and actions to guide a new planning framework and an implementation plan for delivery.

The Strategy informed the Parramatta City Centre Planning Proposal discussed in **Section 3.4** of this Planning Proposal. The Strategy was supported by an economic review *Achieving A-Grade Office Space in the Parramatta City Centre*, prepared by Urbis in October 2015, which sought to assess the requirements for attracting additional A-Grade commercial floorspace within the City Centre and to recommend planning responses to achieve this.

The study made the following key recommendations for attracting A-Grade office space:

- Provision of larger and flexible floorplates (1,300 sqm, with most major tenants likely to seek floorplates of over 1,500 sqm). It is also noted that tenants may seek floorplates of over 2,000 sqm as is the case in Macquarie Park and new commercial development in Barangaroo. It is noted that the development of Parramatta Square includes floor plates of over 2,000 sqm.
- Removal of FSR controls for office development in the Commercial Core;
- High ceilings of 2.7 metres and above, which can be achieved by flexible height controls for commercial office buildings or the removal of height controls for office development in the Commercial Core completely;
- Expansion of the Commercial Core to integrate key commercial nodes, including connections to Westfield Parramatta; and
- High local amenity, including 'retail, dining options, public space, recreation facilities and other personal services'.

This Planning Proposal will facilitate the development of an A-grade commercial office building with floorplates marginally smaller than those recommended by the Strategy, being approximately 1,268sqm. The Master Plan provides floor to ceiling heights in excess of the minimums recommended by the Strategy and reflect market demands.

### Parramatta City Centre Strategic Transport Study (2016)

The Strategy was prepared by Aecom and considered by Council at its meeting of 10 April 2017. Refer Traffic Report at **Attachment F**.

On 10 April 2017, in relation to the CBD Strategic Transport Study, the City of Parramatta Council resolved the following:

*(a) That Council endorses the attached Parramatta City Centre Strategic Transport Study and accompanying Technical Papers for the purposes of forwarding to the Department of Planning and Environment as part of the Parramatta City Centre Planning Proposal.*

***(b) That Council endorses the action recommended by the Parramatta City Centre Strategic Transport Study to reduce maximum car parking rates to levels currently used by City of Sydney CBD and that the Parramatta City Centre Planning Proposal be amended to reflect this prior to public exhibition.***

*(c) That Council applies the recommended parking rates proposed in this report to existing site-specific Planning Proposals and Design Competitions within the Parramatta City Centre as a provision applicable to each proposal or competition to ensure future development will be consistent with the strategic direction to reduce maximum car parking rates. (N.B. Only those site-specific planning proposals which are imminent to finalisation (gazetted), that is they have been endorsed by the Council to proceed to finalisation following public exhibition, will be exempt from this provision).*

*(d) That, for existing site-specific planning proposals which have received Gateway Determination with a condition requiring review or amendment of the planning proposal based on the mesoscopic model for the Parramatta City Centre Planning Proposal, Council writes to the Department of Planning and Environment seeking support to amend the Conditions of Gateway Determination to remove the requirement to consider the findings of the mesoscopic model on the basis of a significant reduction of on-site car parking.*

*(e) That Council notes the reduction in parking rates recommended in (b) above will be further tested and may be recalibrated by the results of the mesoscopic model and the Integrated Transport Plan prior to gazettal of the Parramatta City Centre Planning Proposal.*

*(f) That Council notes the Study will be publicly exhibited at the same time as the Parramatta City Centre Planning Proposal and associated supporting technical documentation so as to facilitate stakeholder input at that time.*

*(g) Further, that Council write to all proponents of planning proposals in the Central Business District that are potentially impacted by this decision seeking comment during the exhibition period.*

# Site and context analysis

As per this Council resolution, the car parking rates applicable to the Sydney CBD under the Sydney LEP 2012 are assumed to apply to this Planning Proposal. The Master Plan has been designed to comply with these maximum car parking rates. The City of Sydney car parking rates are provided for reference below:

## Residential accommodation

0.1 space per studio dwelling  
0.3 space per 1-bedroom dwelling  
0.7 spaces per 2-bedroom dwelling  
1 space per 3-bedroom dwelling

## Commercial premises (where FSR greater than 3.5:1)

$$M = (G * A) / (50 * T)$$

where:

M = maximum car parking spaces;

G = GFA of all office buildings/business premises in the building (sqm)

A = Site area (sqm)

T = Total GFA of all buildings on the site

## Place of public worship

The provision of car parking associated with the Cathedral and parish-related uses will be determined at a later stage. It is noted that in the City of Sydney LGA, a development application seeking consent for a land use for which there is no maximum car parking rate prescribed by the LEP is to be accompanied by a 'Parking and Access Report'. The report includes an assessment of the appropriate provision of on-site car parking. This approach is considered to be suitable under the circumstances of this Planning Proposal. Car parking associated with the 'place of public worship' and ancillary uses will therefore be considered as part of a future DA.

## Parramatta 2038 Community Strategic Plan (2013)

The Parramatta 2038 Community Strategic Plan was adopted by Council in June 2013 and sets Council's desired vision for Greater Parramatta as it grows 'beyond the current boundaries of Parramatta City Centre'.

It sets six strategic objectives for Parramatta, being *Economy, Environment, Connectivity, People and Neighbours, Culture and Sport, and Leadership and Governance*. The proposal is consistent with the vision for this Strategic Plan, which seeks to strengthen the competitive identity of Parramatta and distinguish it from other cities, by facilitating the development of a strategically sited land adjacent Parramatta Square to bring renewed vitality to the area. The proposal crucially includes a mix of uses including delivery of commercial floor space.

## Draft Community Strategic Plan 2018 - 2038 (2018)

The draft *Community Strategic Plan 2018 - 2038*, recently publicly exhibited, sets the priorities and aspirations for Greater Parramatta over the next 20 years.

The draft Plan responds to and recognises Parramatta City Centre as Sydney's 'Central River City', which is to be "a strategic centre of services and infrastructure which will drive employment and growth for the whole Western Sydney region". It sets a community vision of 'Sydney's central city, sustainable, liveable and productive - inspired by our communities', supported by six long-term community goals of *Fair, Accessible, Green, Welcoming, Thriving and Innovative*.

The proposal is consistent with the vision of the draft Plan, with a crucial component of the proposal being the delivery of public benefits which under current controls, is unable to be achieved. The proposal also facilitates opportunities for high quality commercial development within Parramatta City Centre, by which the draft Plan notes that there is 'zero vacancy rate in Parramatta's A-grade premium commercial office buildings'.

## Economic Development Plan 2017 - 2021 (2017)

The *Economic Development Plan 2017 - 2021* was adopted by Council on 10th July 2017 and seeks to provide a clear economic direction for the growth of the City of Parramatta LGA.

Of relevance to the proposal, the Plan noted some weaknesses of the LGA, including lack of investment and hesitancy to deliver major projects and A-grade commercial office space in the City Centre, and poor perceptions of Parramatta City Centre being inaccessible and lacking adequate public space, particularly for the visitor economy. The proposal ultimately seeks to increase the economic competitiveness and identity of the Parramatta City Centre, and is highly suitable for the site's strategic location. It is considered that facilitation of the proposal will contribute to the addressing of these needs identified in the Plan.





# Chapter 3

## Proposal, objectives and intended outcomes



The project represents a 100-year master plan for St John's Cathedral and associated land. Its operation and its setting both need to be updated to meet the aspirations of the new Parramatta

*This section outlines the objectives of the Planning Proposal, its proposed planning controls, and intended outcomes to achieve the envisioned redevelopment of the site*

### 3.1 Intended outcomes

The intended outcome of this Planning Proposal is to amend the PLEP 2011 to facilitate the redevelopment of the subject site in accordance with the Master Plan at **Attachment A**, to provide enhanced urban outcomes through provision of a publicly accessible square, through-site link, new commercial premises and residential accommodation.

Drawing on Council's controls and strategies, technical consultant reports prepared for the proposed development and the site-specific design study, Architectus has identified the need to provide a series of site-specific PLEP 2011 controls that will facilitate the redevelopment of the site for the purpose of commercial, retail, residential, and place of public worship purposes.

Based on the detailed analysis of the site's capacity to accommodate the proposed mixed-use development and detailed consideration given to any potential impacts on heritage significant buildings both within and surrounding the site, the future development of adjoining sites, and on the public domain, it is considered that the proposed increase in height and FSR can be accommodated on the site without resulting in any unacceptable environmental impacts. The impacts are discussed further within this report at **Section 5.4**.

The site is situated in the centre of the Parramatta City Centre, immediately adjacent Parramatta Square which is currently being developed to provide high quality A-Grade commercial office space, public open space, civic spaces and community





facilities. This Planning Proposal will deliver a range of uses and publicly-accessible spaces which complement and enhance this significant urban renewal project.

### 3.2 Approach to the project

Given the complex nature of the site with its inherent heritage issues, its location centrally within the Parramatta City Centre, and adjacency to significant public accessible open space, a considered process and appropriate response was needed that allowed for the intersection of heritage, place and context.

A thorough investigation was undertaken to determine the history, historical patterns and current day use of the site. The precinct and surrounding context were explored to respond to the changing strategic context of the site set out in planning policy, while respecting the Cathedral and its curtilage. Its interactions and connections with its context were investigated, and future needs translated spatially on to the site within this framework.

The process followed for this project was to explore the heritage significance of the place, not only of the Cathedral but of other heritage items within the site and context. This was documented in a comprehensive draft CMP which provides policies for the precinct's development, management and maintenance.

**The changing nature of the site's context has seen the Cathedral change from being a church sited within a rural setting, to early township, to the high-density city environment it is today. The Cathedral was only made a Cathedral from a church in the 1970's, and this new-found significance is not reflected in its built form and public domain setting.**

The approach to the project was to start at the ground plane. This involved examining the structure of the site as it relates to surrounding buildings, streets and public spaces with the Cathedral as its axis point, and developing spatial opportunities from this. The new Parramatta Square aligns with the Cathedral, and so an opportunity was presented to create a future publicly accessible open space of a different character to complement Parramatta Square and Centenary Square.

A plan of interconnecting squares was formulated to provide an appropriate setting for the Cathedral to be truly seen "in the round" while providing a new urban space that complements Centenary and Parramatta Squares. It also involved establishing appropriate setbacks to give the Cathedral 'breathing space' and allow for important view corridors to be maintained and improved.

Following investigation of the ground plane, consideration of the mid plane was undertaken – establishing appropriate intermediary built form that relates well to the scale of the Cathedral. This has been reflected in proposed DCP controls, for example, podium heights of towers do not extend above the height of the base of Cathedral spires.

# The proposal

The establishment of tower heights and ultimate floorplates was informed by the spatial requirements of the Parish and evolving nature due to the need for a 100-year master plan. It also responded to the evolving nature of the City Centre built form and its skyline - with the Aspire tower as its pinnacle, and demand for land uses as provided for under the strategic planning framework, and Council's own studies.

The Master Plan was the result of an iterative process, informed by the development of the draft CMP and by opportunities presented through the preparation of the Heritage Impact Statement, Concept Landscape Master Plan, and Traffic Impact Assessment.

This process occurred over a period of 15 months and included close consultation with Council and liaison with the Office of Environment and Heritage (OEH) throughout.

This process led to the development of three options that centre around the primacy of the Cathedral, the relationship to uses ancillary to the Cathedral, and as such, the role of the St John's Hall in a new Masterplan. This is further discussed at **Section 3.6** of this Planning Proposal.

## 3.3 Objectives of the Planning Proposal

This Planning Proposal seeks to amend the PLEP 2011 to allow for the future redevelopment of the site as outlined in the key objectives as follows:

- 1 To achieve an outstanding built form and design outcome for the site which responds to the significance of the St John's Anglican Cathedral and its repositioning within the growing Parramatta City Centre;
- 2 To recognise the historic evolving nature of the site and its context, while maintaining the primacy of the St John's Cathedral;
- 3 To achieve a mix of uses on the site which will serve the local workforce, visitors and the wider community;
- 4 To provide a new publicly accessible square which will significantly enhance the setting of the Cathedral and which will provide a high-level of connectivity an interconnectedness with the adjoining Centenary Square and Parramatta Square;





# The proposal

- 5 To provide an activated laneway through the site, connecting the proposed square with Macquarie Street to the north;
- 6 To achieve a development outcome capable of accommodating 3,500 – 5,000 sqm of parish related facilities which will ensure longevity of existing uses in this historic location;
- 7 To facilitate the development of a high quality A-grade commercial office building which will add strategically important knowledge-intensive jobs to the growing Parramatta City Centre;
- 8 Facilitate the development of a high-quality residential building providing approximately 168 additional dwellings to the Parramatta City Centre;
- 9 To provide for an intensity of development commensurate with the strategic direction for the Parramatta City Centre, which aligns with the *Parramatta CBD Planning Strategy* and its associated CBD Planning Proposal; and
- 10 To provide for an intensity of development commensurate with the site's strategic location relative to existing and proposed public transport, being located between the existing Parramatta Railway Station and the preferred alignment of the Parramatta Light Rail along Macquarie Street (approximately 250 metres east).





# The proposal

## 3.4 Concept Master Plan

A concept development proposal has been prepared by Architectus to indicate the proposed built form, building massing and relationship with adjacent heritage listed buildings and site surrounds. The Architectural concept is detailed throughout the Urban Design Study at **Attachment A**.

It is envisaged that this Planning Proposal will facilitate the development of the site to deliver substantial public benefits, including a new publicly accessible square and laneway, framed by a high-quality, A-grade commercial office building, residential accommodation, parish related facilities, and active ground floor retail uses.

The 'North Tower' is envisaged in the Master Plan as a high-quality 46-storey commercial office building with a height of approximately 191.4m, indicatively comprising:

- 52,575 sqm GFA of commercial floor space;
- 4,899 sqm GFA of parish facilities; and
- 408 sqm of ground floor retail/food and beverage.

The 'South Tower' is shown indicatively as a 43-storey residential building with a maximum height of 151.2m, comprising 356sqm of retail floor space at the ground level and 42-storeys of residential units above. It is proposed to provide 220 car parking spaces within a combined basement car park to service the proposed development.

The existing Cathedral building (469 sqm GFA) and Vergers Cottage (74 sqm GFA) will be retained on the site.

The proposed uses are consistent with the B3 Commercial Core and B4 Mixed Use zone and their objectives.

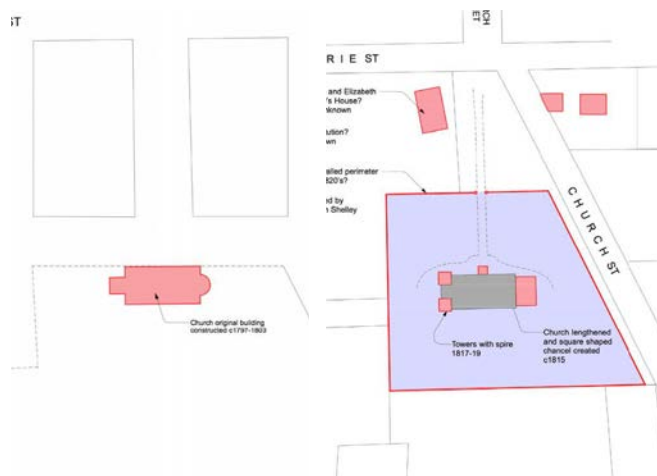


Figure 11. Site evolution, 1804-23  
The original Cathedral building is the first to be built within the vicinity, and stands in isolation. It is completed in 1803. By 1823, the towers are completed, and the square is shaped. During this time, various buildings are constructed of unknown dates.  
Source: Draft Conservation Management Plan, prepared by Design 5 Architects

## 3.5 Historical evolution of the site and need for redevelopment

A draft CMP and Heritage Impact Statement have been prepared to understand the historical evolution of the site and significance of its heritage buildings, and are provided at **Attachment B** and **C** respectively. The below has been informed by these reports and details the historic evolution of the site.

The St John's Parish was proclaimed in 1802 and the site has been used as a continuous place of Christian worship since 1803. Over time a number of services and facilities have emerged in response to the growing functions of the parish and parish buildings have been built, removed, and relocated.

Historically, the church was a building in isolation serving a pivotal social, spiritual and governance role in the community. Not only were churches in the colony places of spiritual importance, they were structures the government funded to reinforce the sense of civilisation and authority that was necessary to manage the early settlements. St John's is consequently important as a church but also as the earliest recognition within the Parramatta area of permanence, stability and order. The isolation and separation of the church reinforced its role within the community.

A church hall was added to the site much later as the needs of church attendance shifted and churches undertook a more social role within the community outside formal services and also catering for the religious training of children. Modest (and sometimes less modest) church halls proliferated across Sydney and beyond in the late 19th and early 20th centuries. Mostly these buildings were locally designed (often by builders or church members) in contrast to most Cathedral and church buildings that were architect designed.

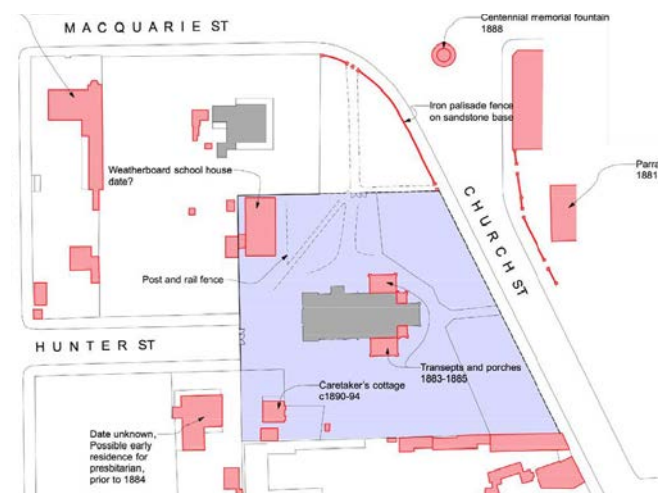


Figure 12. Site evolution, 1895  
Warden's Cottage is constructed 1890-94, and a 'Weatherboard school house' is constructed during an unknown date.  
Source: Draft Conservation Management Plan, prepared by Design 5 Architects

# The proposal

The hall was replaced with a new larger building (1911 - the current hall) and the older building was moved further back on the site. This was also a common practice across churches where space was constantly under pressure and funds lacking. The later hall was designed by a local builder who was also a member of the church and a local mayor. The designer was without the design skill to achieve a hall building that was in any way commensurate with St John's Cathedral in terms of its design or architectural quality. It is one of a series of ancillary buildings that are often found around more major church buildings. This does not result in the building having no significance, its significance is established as one of the layers of development (albeit a modest one) that is seen in the growth of the church at Parramatta.

The arguably more significant earlier hall was later demolished to provide for the current nondescript addition to the west of the site (Marsden's Hall). The first hall represented a change in use of the site that required ancillary structures and marked a shift from the church operating in isolation.

With the re-defining of the site that is currently taking place, the current hall building has ceased to fulfil the needs of the church in terms of the facilities it can provide and requires replacement with a new facility or a major rework. This is consistent with the history of development of the site and is consistent with managing heritage values on the site.

At present, St John's facilities are used by over 70 groups on a weekly basis. These uses comprise, but are not limited to:

- Sunday services and Sunday school;
- Youth and young workers ministries;
- Bible study groups and talks;
- Meetings held for Staff and the Parish Council; and

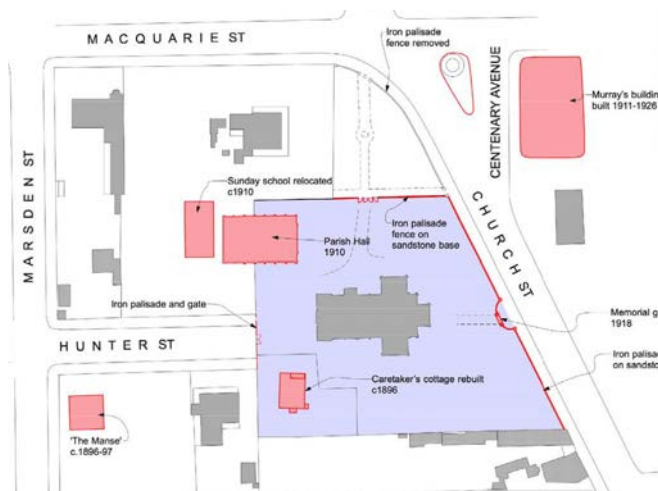


Figure 13. Site evolution, 1911-20  
The Parish Hall is constructed in 1910, as well as a building to relocate Sunday school services. By 1943, additions are added to this rear building, and other surrounding buildings including the Astra Chambers Building are constructed.  
Source: Draft Conservation Management Plan, prepared by Design 5 Architects

- Support services for speakers of languages other than English and other services.

The existing parish facilities are inadequate to meet the needs of the growing population of workers, residents and students in the Parramatta community. Further, the facilities are in urgent need of investment in order to be made fit for purpose. The proposed development will not only facilitate the renewal of these facilities, which will be designed to suit the needs of the Parish, but their location within the podium of a commercial building will also enable flexibility of use and for the facilities to adapt as the needs of the Parish change.

The redevelopment of the site is of strategic importance to the growth of the Parramatta City Centre because of its highly accessible location adjacent Parramatta Square and nearby Parramatta train station, and the future Parramatta light rail. This central location within Parramatta City Centre attracts key industry sectors, workers and residents, and an array of visitors.

Under the current zoning and maximum height and FSR controls it would not be feasible to deliver a commercial building on the site, being a use which is of the highest strategic importance to the Parramatta City Centre, nor would it be possible to deliver the proposed public benefits associated with the Master Plan.



Figure 14. Site evolution, 1953  
Further additions to the Parish Hall (Youth Centre and connecting structure) are made. These additions and covered walkway remain today.  
Source: Draft Conservation Management Plan, prepared by Design 5 Architects

# The proposal

## 3.6 Evolution of the design

As aforementioned, this Planning Proposal has been informed through extensive testing which has been undertaken for the site, shown in the Urban Design Study at **Attachment A**. This is because of a number of unique factors, such as the presence of local heritage items both on and surrounding the site, the site as the birthplace of the State heritage deemed St John's Anglican Cathedral, the Parramatta Square sun access plane controls, and its interface with three major frontages (Macquarie Street, Hunter Street and 'entry' to the Cathedral, and the Church Street - Parramatta Square pedestrian walkway).

From an urban design standpoint, it was highly apparent that the site does not currently accommodate a built form and public domain fitting of the site's heritage significance to the City of Parramatta. The primary frontage of the Cathedral and the location of its most prominent facade is to the Hunter Street cul-de-sac, currently occupied by at-grade car parking, and awkwardly aligned with the Cathedral frontage as well as the general grounds. Accordingly, there is a need and opportunity to provide a better setting for the Cathedral.

The site faced challenges with its existing layout of buildings and ability to accommodate additional development that also produced good urban design outcomes. The siting of the Parish Hall north-west of the Cathedral, which was constructed and expanded to provide surplus space for the Cathedral's functions (as detailed in the preceding section), was a particular matter that demanded a sensitive heritage and urban design response in order to proceed.

As a result, three Master Plan options were considered. As detailed in the Urban Design Study, these options differ in their level of impact on the Parish Hall located centrally within the site, and offer varying levels of public benefit. The Heritage Impact Statement at **Attachment C** provides that the three options vary in how they define the setting of the Cathedral. They move from working with the existing hall building, to removing the building and providing a new built form to the edge of the proposed western forecourt to the Cathedral.

The three options have been explored and considered to determine if the setting, both heritage and civic, of the Cathedral can be improved by either adjusting or removing the hall building, and conversely if retaining the hall building compromises the major civic space that is now proposed as the centre of Parramatta.

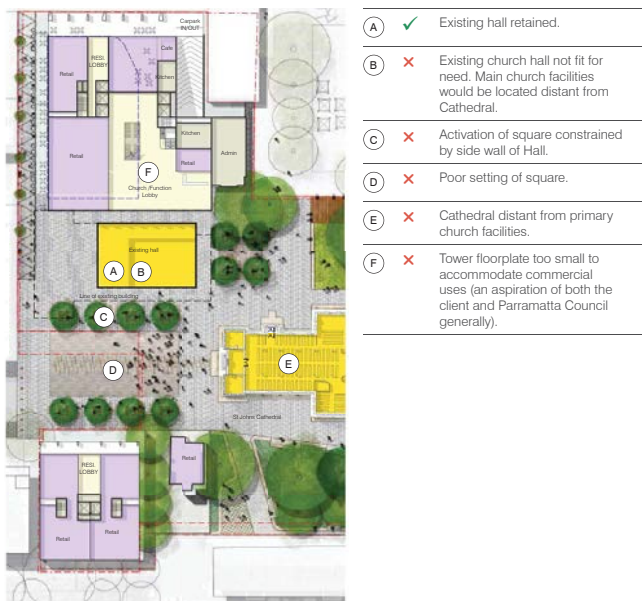
The options considered are summarised as follows:

- Option 1: Hall retained;
- Option 2: Hall modified and partially retained; and
- Option 3: Hall replaced

The opportunities and constraints of each of these options are demonstrated in the below figure extracts from the Urban Design Study.

As an outcome of consideration of the urban design opportunities for the site and the heritage implications of the proposed development, it has been concluded that replacement of the Parish Hall, a locally heritage-listed item, is the preferred option. The removal of the hall enables a variety

Option 1: Hall retained



Option 2: Hall modified and partially retained





## The proposal

of benefits to be achieved which would otherwise not be possible in a development of the site, including:

- The ability to provide a larger and better quality publicly-accessible square which is framed by uses which activate the space;
- Create a much-improved setting for the Cathedral; and
- Allowing for replacement and modernisation of the Parish facilities that are more spatially and logically connected with the Cathedral, and to ensure that they are fit for purpose and to ensure longevity of parish uses in this location, to which there is a strong historical connection.

Conversely, retention of the hall constrains the size, use and activation of the square. The Parish Hall and Cathedral are currently 8.1 metres apart. Removal of the hall allows for improved connectivity through the site and visual relief of the Cathedral by increasing separation at the ground level to 22.1m. The podium levels are proposed to project slightly into this space, with a colonnade provided at ground level that will still allow for views through to Centenary Square. This is illustrated in **Figure 16** below.

The relationship between the hall and Cathedral may in part be addressed by retention and modification of the hall, however, this option still presents challenges with providing active uses at the edges of the square. To address this issue would require substantial modification to the hall to a point where heritage value of the building would be severely impacted in any case.

The Heritage Impact Statement comprehensively considers the heritage impacts and opportunities for each of these options. In relation to Option 3 it provides that although this requires the removal of a listed building, this is consistent with the patterns of development on the site, with hall buildings being seen as important at their time, but dispensable when no longer meeting the needs of the Parish. Further, it provides that none of the three previous hall structures on the site have been major buildings in their own right, being utilitarian in nature.

The Heritage Impact Statement goes on to state that while all three Master Plan options could be implemented for the site, the creation of a western forecourt as proposed in Option 3 and the creation of a new activated edge that facilitates the use of the Cathedral achieves a heritage outcome that outweighs the moderate heritage values of the Parish Hall.

## Option 3: Hall replaced

Preferred



Figure 15. Master Plan Options  
Source: Architectus

- |     |   |  |
|-----|---|--|
| (A) | ✓ | Hall and church function closely related to Cathedral, including auditoria above facing Cathedral. |
| (B) | ✓ | Best civic frontage to new square. Best setting for square and surrounds.                          |
| (C) | ✓ | Maximises size of square.  |
| (D) | ✓ | Cathedral closer to other church facilities.   |
| (E) | ✗ | Existing structure of hall removed.  |

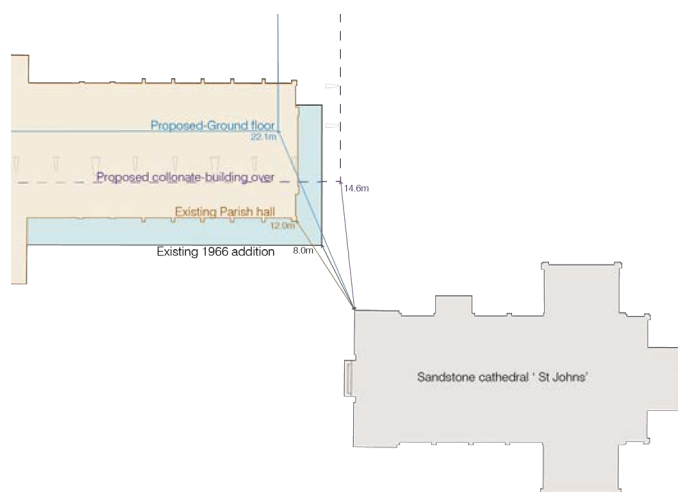


Figure 16. Cathedral separation  
Source: *Architectus*

# The proposal

## 3.7 Heritage listing of St John's Hall

This Planning Proposal does not seek any change to the heritage status of the Parish Hall. It is, however, noted that delivery of the preferred Master Plan option would necessitate the demolition of the Parish Hall. It is therefore envisaged that a future development application will be lodged with Council seeking consent for the demolition of the Parish Hall.

From a heritage perspective, demolition of the heritage item is appropriate where the benefits of the development outweigh the impact of demolition of a heritage item. Nevertheless, the heritage item should remain listed until details of its replacement are approved. Accordingly, it is considered that to seek delisting at this stage would be premature and would imply the building does not have any heritage significance, which is not the case. It is asserted that it is more appropriate to consider the merits of demolition of the heritage building and delisting by Council, once a development application is progressed which clearly demonstrates the benefits of its removal outweigh the heritage impact of its removal.

The Heritage Impact Statement at Attachment C concludes that the preferred Master Plan is an acceptable and supportable proposal (subject to a successful design competition) as it:

- Addresses the Cathedral building as a priority
- Provides for a very fine setting for the building that is integrated into the future development of Parramatta
- Retains the Warden's Cottage
- Retains the significant elements of the St John's Building
- Provides a future income for the maintenance and work of the Cathedral in the City
- Integrates new development into the broader concepts for the development of Parramatta Square; and
- Overall achieves a high level of heritage conservation.

## 3.8 Design philosophy for the Cathedral

As evident in **Figure 17** and **Figure 18**, at present the 'front door' of the Cathedral, the main entrance to the Cathedral at its western side, is not fitting of a building and place of public worship of such significance to the early European history of the City of Parramatta nor to the civic spaces of Parramatta City Centre.

The Heritage Impact Statement at **Attachment C** details that from a heritage standpoint, the current surrounds of the St John's Cathedral are not fit for its key role as a civic space within the city centre. It states:

**"The change in setting and function from a Parish church to a Cathedral is profound. What was for much of its life an enclosed and separate space used almost exclusively for church activities became a major public space integrated into the central civic space of the then emerging city. This redefined the setting of the Cathedral and changed its function from simply a Parish church within a churchyard to a major civic element within the city."**



Figure 17. Main entrance to St John's Cathedral  
The off-axis relationship with Hunter Street, positioning of car parking, road, lighting, and general clutter do not reflect the significance of the Cathedral curtilage  
Source: Architectus



Figure 18. Close-up of St John's Cathedral main entrance  
Viewed straight-on, it is highly obvious that the cul-de-sac and Cathedral do not align, and presents a poor public space and first impression for a location in the middle of the City Centre.  
Source: Architectus

# The proposal

The report draws reference to St Andrew's Cathedral and St Mary's Cathedral in Central Sydney, both of which have had expansive public forecourts added over time to enable these buildings to better connect with the city around them.

For the St Andrew's Cathedral, the report accounts that the Cathedral had, until the 1970's, remained within a fenced and enclosed site that accommodated primarily car parking. The desire for a civic space between the city and diocese led to the creation of Sydney Square, the first major new public space in Sydney. This also involved the provision of commercial development (St Andrew's House and Town Hall House) which supported both the church and city by providing facilities necessary for their functions. The construction of the square however required the demolition of the original Edmund Blacket Deanery (the associated parish building) and removal of the established boundary fence and landscape setting of the Cathedral. The report highlights that while this outcome was unfortunate, the square is today a highly valued area from both urban design and heritage aspects, and significantly at the time "was a marker of the way in which the city was engaging with major civic buildings and areas".

The St Mary's Cathedral and its associated southern forecourt were, in a similar way, designed with the intent of creating a city civic space. The report highlights that the creation of this space involved "closing city streets, resuming land and creating a major new civic space of grand scale that interconnected the Cathedral's front with the museum to the south".

The Master Plan seeks to respond to, and must be considered in, the context of a changing Parramatta City Centre. It is essential that this Planning Proposal be seen as an opportunity to facilitate an enhanced outcome for the Cathedral, allowing the Cathedral to take a landmark position within the City Centre. The Planning Proposal seeks to place the Cathedral within a landscaped setting, within which it can be "seen in the round" and which respects its significance to the City. Within this context, it is no longer possible or reasonable to consider the Cathedral complex (as a whole or in parts) as a Parish church that happens to have been caught up in major civic and commercial developments to which it should not respond.



# The proposal



Figure 19. Public domain landscape design principles  
The four principles include 'connectivity to the city', 'stitching into the urban fabric', 'reinterpreting the historical garden', and 'places for people'  
Source: Architectus

- 1 St John's Square is new space created through a reclaimed portion of Hunter Street from Council.
- 2 St John's Lawn is like for like in square meter rate for lawn as this is a great assets to the community. Additional timber deck and edge treatment are included.
- 3 Existing trees are retained and garden rooms are order around new pathways.
- 4 St John's Lane way is a new addition to the pedestrian network

The Master Plan seeks to resolve the spatial structural issues around the existing public domain and to introduce a new square and built form which frame and highlight the significance of the St John's Anglican Cathedral. Further, the Master Plan will provide for a significantly enhanced landscape setting for the Cathedral, including the retention of all but two trees on site, and the addition of 12 new trees, and create enhanced

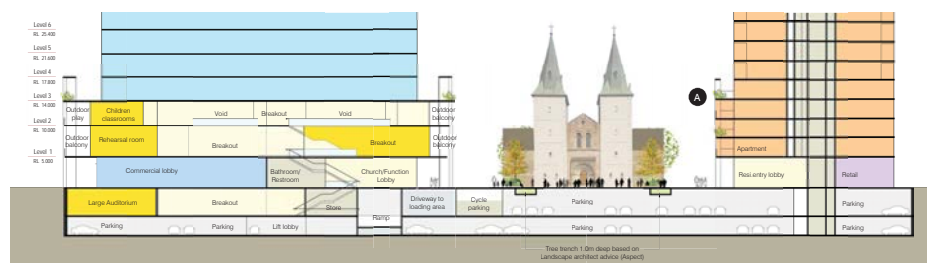


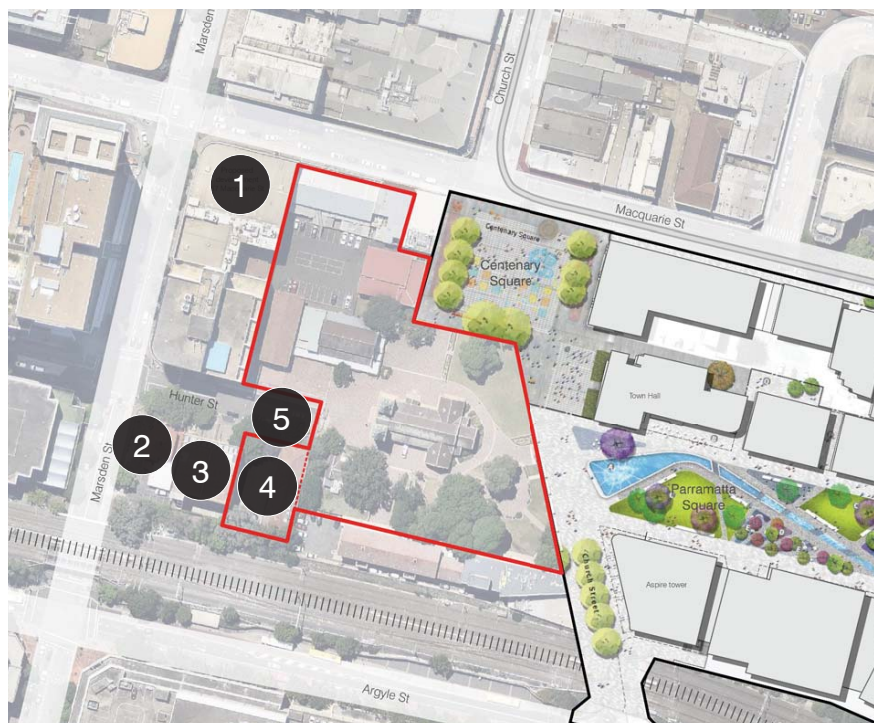
Figure 20. Section A-A illustrating relationship between Cathedral and adjacent buildings  
Source: Architectus

through-site links and view corridors to the Cathedral. The landscape design principles which have informed the development of the Master Plan are highlighted in **Figure 19** above.

The proposal will facilitate the development of two towers, which will have their podium heights set to the underside of the Cathedral spires, the equivalent of approximately three (3) commercial storeys and consistent with the draft Conservation Management Plan for the site. This will be enforced through a proposed DCP control and aid in framing the newly created square and highlighting the significance of the Cathedral building. This is illustrated in the Section at **Figure 20** above, taken from the Urban Design Report at **Attachment A**.

A new pedestrian through-site link will be provided from Macquarie Street to the new square, between the western boundary of the site and the proposed north tower. This will provide improved connections through the site and with Parramatta Square, Church Street, Centenary Square and Queensland Arcade. The link additionally supports the proposed western boundary setback, which has been coordinated with 57 Macquarie Street. The link will be designed as an intimate laneway space framed by retail and food and beverage tenancies.

# The proposal



- 1 57 Macquarie Street
- 2 41 Hunter Street
- 3 43 Hunter Street
- 4 45 Hunter Street
- 5 Section of Hunter Street

Figure 21. Relationship with adjoining properties  
The above notes the location of 57 Macquarie Street, and 43 & 45 Hunter Street  
Source: Architectus

Existing at-grade car parking is intended to be replaced by basement car parking to serve the development, with access to the basement proposed to be from Macquarie Street. The Master Plan includes provision of basement car parking below the Hunter Street road reserve. This will be discussed further with Council prior to lodgement of a DA.

## 3.9 Relationship with adjoining properties

The relationship between the proposed development and adjoining sites has been a key consideration in the preparation of this Planning Proposal. These sites are identified in the above **Figure 21**.

Based on Architectus' consideration of surrounding properties, it has been concluded that potential impacts are isolated to the land which adjoins the site to west, both north of Hunter Street (57 Macquarie Street) and south of Hunter Street (43 Hunter Street). The relationship between this Planning Proposal and these sites is discussed below.

### 57 Macquarie Street, Parramatta

A Planning Proposal has been submitted to the City of Parramatta Council for 57 Macquarie Street, being the land located immediately to the west of the subject site and identified in **Figure 22** overleaf.

The development of 57 Macquarie Street is envisaged as a 50-storey mixed-use tower comprising of commercial uses within the podium and residential units above.

At the ground plane, the development of this adjoining site is an important consideration. Architectus has had ongoing discussions with the applicant for 57 Macquarie Street in relation to the proposed laneway linking Macquarie Street in the north and to the future square in the south. This laneway would benefit from being provided with active uses at its western edge.

Within the tower levels, building separation, solar access and visual and acoustic privacy will be important considerations. While it is noted that the *State Environmental Planning Policy No 65 - Design Quality of Residential Apartment Development* and *Apartment Design Guide* will not apply to the North Tower, given it is not proposed to contain residential dwellings, as much as possible the proposed development will seek to minimise impact on the adjoining site and conversely, any future development of that site will need to be mindful of a future development of this site in terms of proposed residential layouts and building separation.

### 41 & 43 Hunter Street, Parramatta

43 Hunter Street, which is legally defined by Strata Plan 63196, has a site area of approximately 860sqm and is occupied by an existing low-scale commercial building known



# The proposal

as Rotary House. Adjoining 43 Hunter Street to the east is a heritage-listed two storey residence at 41 Hunter Street.

Above the height of the podium the 'South Tower' is proposed to have a minimum setback to the boundary with 43 Hunter Street of 3 metres. It is acknowledged that in a development of the 'South Tower' as envisaged by the concept scheme, any windows or balconies addressing the western boundary would not be compliant with the building separation guidelines under the ADG which require a setback of 12 metres for windows to habitable rooms, or 9 metres for windows to non-habitable rooms in a building of this height.

The site area of 43 Hunter Street is such that opportunities for a tower development on this site are severely limited by both current and proposed planning controls applying to the site. Further, given the heritage listing of 41 Hunter Street, it is unlikely that a site amalgamation of these sites would result in a site area of sufficient size to accommodate a tower without necessitating either the removal of, or substantial alterations to, the heritage-listed dwelling.

Under the current PLEP 2011 the maximum building height for 43 Hunter Street is 36 metres and the maximum FSR

3:1. Under the *Parramatta CBD Planning Proposal* there is no proposed change to these development standards. It is noted that under the proposed incentive provisions for development in the Parramatta City Centre, there is proposed to be no height limit on this land and a maximum FSR of 10:1. Importantly, however, these provisions would only apply where the site area exceeds 1,600sqm. 43 Hunter Street has a site area of approximately 860sqm and is therefore significantly below the necessary site area. With a maximum FSR of 3:1 it is unlikely that a development of 43 Hunter Street would be able to achieve a height significantly in excess of the proposed 3-storey podium of the 'South Tower'. Impacts of the proposal on any future development potential of 43 Hunter Street are therefore considered negligible.

Through a future competitive design process and development assessment process for the proposed 'South Tower', design measures will be considered in relation to amenity impacts on 43 Hunter Street. These may include restrictions on, or privacy treatment of, west-facing windows and balconies. Above a height at which the development capacity of 43 Hunter Street is exceeded, however, such measures may not be deemed necessary. In any case, this will be a matter for consideration once the design for this building has progressed.

## Section of Hunter Street

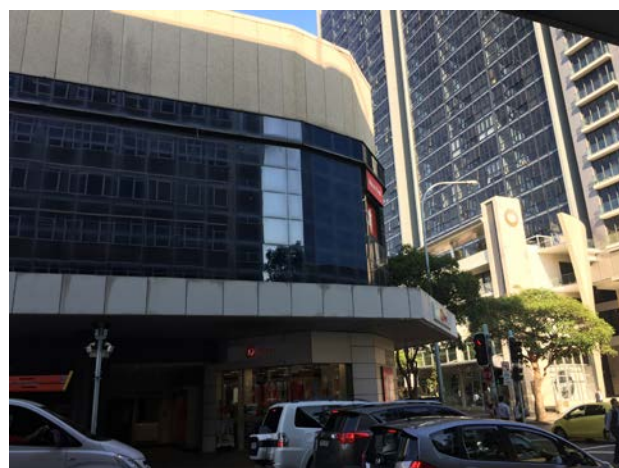
Proposed to close a portion of Hunter Street to create a publicly accessible square. Currently, this section of Hunter Street only provides vehicular access to the properties the subject of this Planning Proposal.



Clockwise from top-left:  
Figure 22. Existing building at 43 Hunter Street  
Source: Architectus

Figure 23. 57 Macquarie Street, Parramatta  
Source: Architectus

Figure 24. Heritage-listed two-storey house at 41 Hunter Street  
Source: Architectus





# The proposal

## 3.10 Site-specific DCP

In order to realise development in accordance with the attached Master Plan, it is recommended that a site-specific DCP be prepared addressing the following matters.

Remove existing controls which allow for a 4-storey street wall and replace with controls which:

- Provide a setback of 20 metres from the axis of the Cathedral for the podium of the North Tower, to enable the establishment of the square and to provide sufficient breathing space to the Cathedral - which is not currently achieved. The setback will align the podium of the North Tower with the buildings to the north of Parramatta Square.
- Provide podium setbacks of 3 metres for the South Tower to enlarge the publicly accessible open space and so as not to obscure views of the Cathedral from the west.
- Set a maximum street frontage height equivalent to the underside of the Cathedral spires, as recommended by

the draft CMP, to establish the primacy of the Cathedral and also to ensure that the proposed square is framed by active uses.

- Tower setbacks of 6 metres for the North Tower and 3 metres for the South Tower, aligning these buildings to Parramatta Square, ensuring daylight and solar access to the pedestrian environment below
- Required provision of a new pedestrian laneway that provides a through-site link from Macquarie Street to the future public domain, currently occupied by Hunter Street;
- South Tower: Encourage active street frontages at ground level facing the future publicly accessible space;
- Car park entries, loading and servicing: vehicular access to the site to be from Macquarie Street, consistent with the Master Plan; and
- Maximum floor plate controls. Floor plate size should be informed by the Master Plan for the site.

The below diagram illustrates these recommendations.



Figure 25. Draft DCP diagram

The above draft DCP diagram is proposed by Architectus to deliver the preferred block structure and allow for the delivery of the master plan  
Source: Urban Design Report, Architectus



# Chapter 4

## Explanation of provisions



# Explanation of provisions

## 4.1 Explanation of provisions

This section of the Planning Proposal presents options to implement the Planning Proposal and includes potential amendments to the relevant LEP maps and a site-specific LEP clause providing criteria which would allow the mapped maximum height and FSR to be exceeded. The effect of these proposed controls is:

- An amendment to the LEP zoning map to realign the B4 Mixed Use and SP1 Special Activities (Place of Public Worship) zone boundary and introduce B3 Commercial Core zoning to the northern part of the site;
- The inclusion of a maximum height of buildings for the SP1 zone which relates to the existing height of the St John's Cathedral;
- To provide a site-specific maximum FSR for the 'North Tower' of 13.5:1 with no maximum building height, except for the north eastern part of the site which is within the Parramatta Square sun access plane;
- To provide a site-specific FSR for the 'South Tower' of 9.4:1 with no maximum building height; and
- To exclude office premises from the calculation of maximum FSR.

A site-specific DCP amendment is also recommended to be advanced concurrent with this Planning Proposal which promotes views toward the Cathedral, which would not be achieved under the existing planning controls. This establishes a maximum street wall height in the vicinity which aligns with the underside of the Cathedral spires - consistent with the recommendations of the draft CMP.

## 4.2 Land use zoning

The land is currently zoned part SP1 Special Activities (Place of Public Worship) and part B4 Mixed Use under the PLEP 2011. To achieve the objectives of the Planning Proposal, it is proposed to rezone part of the site which is currently zoned SP1 (Place of Public Worship) and B4 Mixed Use to B3 Commercial Core, and part of the site from SP1 (Place of Public Worship) to B4 Mixed Use. This zoning change is illustrated within **Section 6** of this Planning Proposal.

The rationale for the change in zoning is principally to create logical zone boundaries which reflect the Master Plan and intended future use of the site, and is reflective of heritage recommendations informing this Planning Proposal. The change also facilitates the construction of a basement car park below the future square, which will serve the commercial, residential and place of public worship development.

The SP1 zone has, to the greatest extent possible, been retained around the Cathedral to ensure that this Planning Proposal enhances the heritage setting of the Cathedral and to restrict development from encroaching into its open space surrounds.

## 4.3 Proposed development standards

### Height of buildings

Clause 4.3 of the PLEP 2011 and associated Height of Buildings Map prescribe the maximum height of buildings on land in the Parramatta LGA. The objectives of clause 4.3 are as follows:

- (a) to nominate heights that will provide a transition in built form and land use intensity within the area covered by this Plan,*
- (b) to minimise visual impact, disruption of views, loss of privacy and loss of solar access to existing development,*
- (c) to require the height of future buildings to have regard to heritage sites and their settings,*
- (d) to ensure the preservation of historic views,*
- (e) to reinforce and respect the existing character and scale of low density residential areas,*
- (f) to maintain satisfactory sky exposure and daylight to existing buildings within commercial centres, to the sides and rear of tower forms and to key areas of the public domain, including parks, streets and lanes.*

The proposed amendments to the maximum height of buildings on the site remain consistent with these objectives because:

- The site is located within the Parramatta City Centre, in an area where the *Parramatta CBD Planning Proposal* seeks to remove maximum building height controls. This Planning Proposal means that development of the subject site would be consistent with the future character of its surrounds, being the area of Parramatta where there is, and will continue to be the highest intensity of land use, with building height and scale transitioning away at the edges of the City Centre;
- The Master Plan seeks to enhance historic views toward the Cathedral, established in the draft CMP, (with the proposal to be implemented through a DCP amendment for the precinct);
- Tower podium heights have been designed to respect and be in line with the base of the Cathedral's spires, similarly reflected in the proposed site-specific DCP controls; and
- Solar access to Parramatta Square will be ensured by maintaining a maximum building height in the north-eastern part of the site below the Parramatta Square sun access plane.

# Explanation of provisions

## Floor space ratio

The maximum floor space ratio (FSR) for land in the Parramatta LGA is principally controlled by clause 4.4 of the PLEP 2011 and the associated FSR Map (noting that maximum FSR in the Parramatta City Centre may be reduced for smaller sites under clause 7.2 and that development may be eligible for FSR bonuses for design excellence under clause 7.10). The objectives of clause 4.3 are as follows:

- (a) to regulate density of development and generation of vehicular and pedestrian traffic,*
- (b) to provide a transition in built form and land use intensity within the area covered by this Plan,*
- (c) to require the bulk and scale of future buildings to have regard to heritage sites and their settings,*
- (d) to reinforce and respect the existing character and scale of low density residential areas.*

The proposed amendment to the maximum FSR being sought through this Planning Proposal remains consistent with the objectives of clause 4.4 because:

- It will focus density in the Parramatta City Centre in close vicinity to a variety of public transport options;
- It proposes to implement reduced car parking rates for the site to limit traffic impacts on the surrounding road network and to promote the use of alternative modes of travel;
- The Master Plan comprehensively demonstrates that the proposed bulk and scale is acceptable having regard to the heritage significance of the place, subject to the implementation of proposed DCP controls in relation to podium heights and tower setbacks; and
- The proposed maximum FSRs are consistent with the Parramatta CBD Planning Proposal (which provides for maximum FSRs of up to 15:1 and unlimited for office floor space) and encourages the growth of Parramatta as Sydney's second CBD.

The proposal to exclude office premises from the calculation of maximum FSR on B3 zoned land is consistent with the *Parramatta CBD Planning Proposal* and promotes employment generating land uses to contribute to the economic growth of the City Centre.

## Options for implementing the Planning Proposal

In relation to proposed amendments to the maximum building height and FSR controls applying to the site, two potential means of achieving the objectives and intended outcomes of this Planning Proposal are presented as follows:

**Option 1:** Implement a site-specific clause under *Part 7 – Additional local provisions – Parramatta City Centre* of the PLEP 2011 and amend the Special Provisions Area Map; or

**Option 2:** Amend the PLEP Floor Space Ratio Map and Height of Buildings Map (with a site-specific clause added in relation to maximum car parking rates and the exclusion of office premises from the calculation of maximum FSR).

In either instance, the Height of Buildings Map will be amended to apply a maximum building height to the SP1 zoned land surrounding the Cathedral which relates to the existing height of the top of the Cathedral spires.

Indicatively, the site-specific provision under **Option 1** may state:

*Clause 7.13 – Development on land at 65-75 Macquarie Street, 77 Macquarie Street, 79 Macquarie Street, 38 Hunter Street, 45 Hunter Street, and 195 Church Street, Parramatta*

- (1) This clause applies to land marked "Area 7" and "Area 8" on the Special Provisions Area Map.*
- (2) The objectives of this clause are to ensure that development on land to which this clause applies provides high quality public domain and through site links.*
- (3) Despite clauses 4.3 and 4.4, consent may be granted under this clause to development on land to which this clause applies which exceeds the maximum height shown for the land on the Height of Buildings Map and the maximum floor space ratio for the land on the Floor Space Ratio Map, but only if the consent authority is satisfied that:*
  - (a) the development provides for:*
    - i. publicly accessible open space, and*
    - ii. lanes and other links through the site, and*
    - iii. a minimum of 3,500 sqm of gross floor area to be provided within the podium of a building on this site to be used for the purposes of a place of public worship or ancillary uses, and*
    - iv. active ground floor uses, and*
  - (b) the development does not result in any additional overshadowing of the protected area of Parramatta Square (as defined in section 4.3.3 of the Parramatta Development Control Plan) between 12pm-2pm on 21 June of any year, and*
  - (c) the maximum floor space ratio for a building on land within "Area 7" does not exceed 13.5:1, and*
  - (d) the maximum floor space ratio for a building on land within "Area 8" does not exceed 9.4:1.*
- (4) Despite subclause (3)(d), and clauses 4.4 and 7.2, development on land within "Area 7" and zoned B3 Commercial Core is not subject to the floor space ratios as specified, if it is for the purpose of office premises.*
- (5) Despite clause 7.3, the maximum number of car parking spaces for residential accommodation on land to*

# Explanation of provisions

which this clause applies is as follows:

- (a) 0.1 space per studio apartment,
- (b) 0.3 space per 1 bedroom apartment,
- (c) 0.7 space per 2 bedroom apartment,
- (d) 1 space per 3 bedroom apartment.
- (6) Despite clause 7.3, the maximum number of car parking spaces for a building on land to which this clause applies that is used for the purposes of commercial premises, tourist and visitor accommodation, centre-based child care facilities or serviced apartments, and has a floor space ratio greater than 3.5:1, is to be calculated using the following formula:

$$M = (G \times A) / (50 \times T)$$

where:

*M* is the maximum number of parking spaces, and

*G* is the gross floor area of all commercial premises in the building in square metres, and

*A* is the site area in square metres, and

*T* is the total gross floor area of all buildings on the site in square metres.

To implement this site-specific clause, an amendment to the Special Provisions Map would also be required to identify "Area 7" and "Area 8", as illustrated in **Figure 26**.

Alternatively, **Option 2** would require an amendment to the Height of Buildings Map and the Floor Space Ratio Map, with a site-specific clause added to Part 7 of the PLEP in relation to the maximum car parking rate and to exclude 'office premises' from the calculation of FSR in the 'North Tower'. This option is considered less favourable as it does not provide a mechanism for ensuring that the public benefits of the Master Plan are delivered. The relevant amendments to the planning maps are illustrated in **Section 6** of this Planning Proposal.

Of these options, Architectus considers that **Option 1** provides greater certainty that the objectives and intended outcomes of this Planning Proposal will be achieved. This is therefore presented as the preferred option.

These options are presented as indicative means of implementing the Planning Proposal only and it is acknowledged that Council may prefer an alternative option to implement the Planning Proposal, such as through a combination of the means presented in **Option 1** and **Option 2**.

## 4.4 Overshadowing of Parramatta Square

In relation to **Option 1**, the proposed site-specific clause includes a provision prohibiting development of the subject site from resulting in additional overshadowing of the protected area of Parramatta Square between 12pm-2pm

mid-winter.

Should **Option 2** be the preference of Council, two alternatives are provided for the Maximum Height of Building Map. It is proposed to either apply no height limit to the B4 zoned land and rely on the Parramatta Square sun access controls to determine the maximum building height for the north-eastern portion of the site, being the part of the site which has the potential to overshadow Parramatta Square between 12pm - 2pm at midwinter, or alternatively to apply a maximum building height of 18 metres to that part of the site (being the height of the podium in the Master Plan).

It is noted that the Planning Proposal for 48 Macquarie Street and 220-230 Church Street, Parramatta, and surrounding lands has been publicly exhibited proposing to implement height controls for various nearby sites with the intent of ensuring protection of sun access to Parramatta Square. If this Planning Proposal is to be finalised and gazetted, an area designated as 'Area 3' would be created to the north-east of the subject site. Given the Planning Proposal for 48 Macquarie Street and 220-230 Church Street is well-advanced, and finalisation is likely in the near future, this Planning Proposal would be amended to identify part of the subject site as having a maximum building height of 'Area 3'. This has been illustrated at **Figures 27 and 28**.

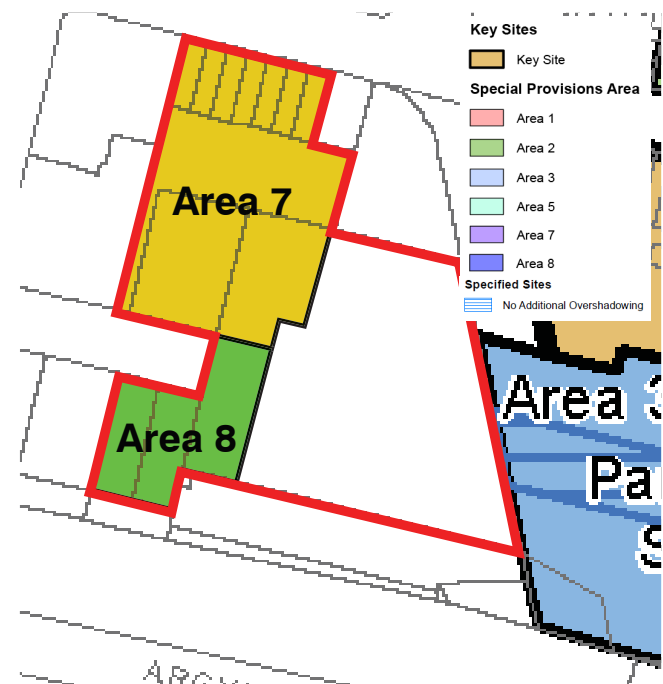


Figure 26. Proposed amendment to the Special Provisions Map

Explanation of provisions

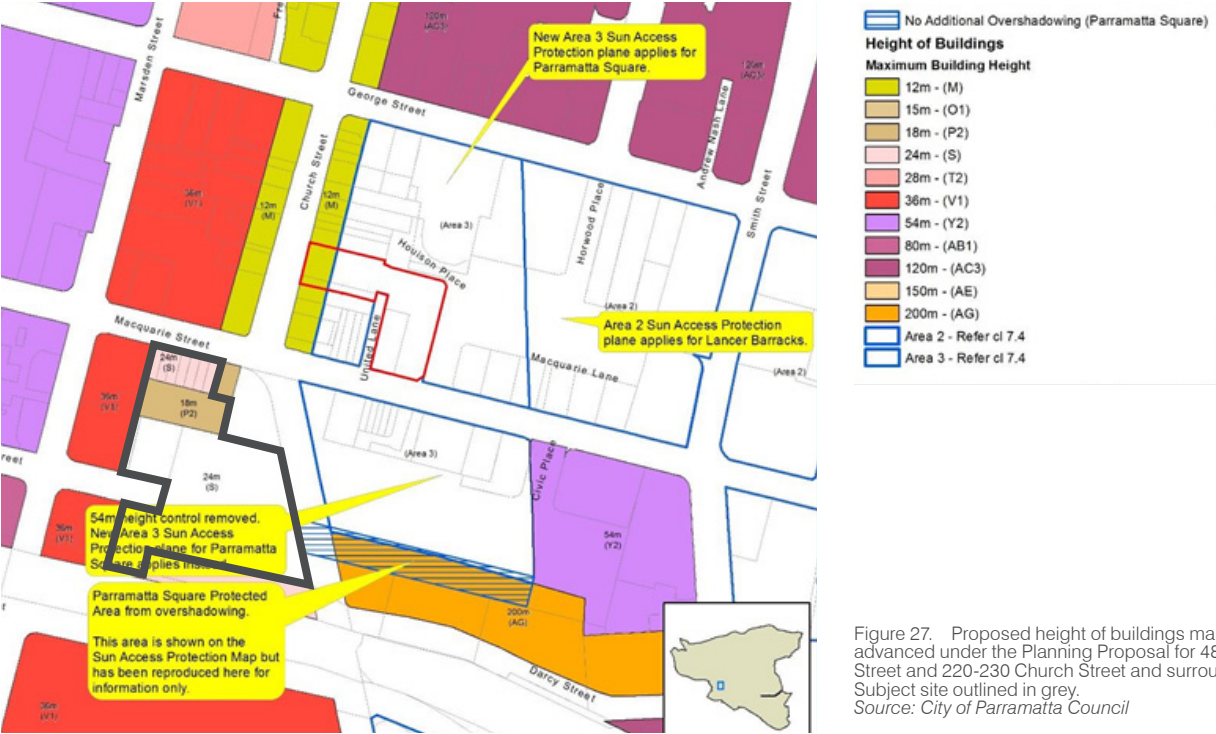


Figure 27. Proposed height of buildings map being advanced under the Planning Proposal for 48 Macquarie Street and 220-230 Church Street and surrounding lands. Subject site outlined in grey. Source: City of Parramatta Council

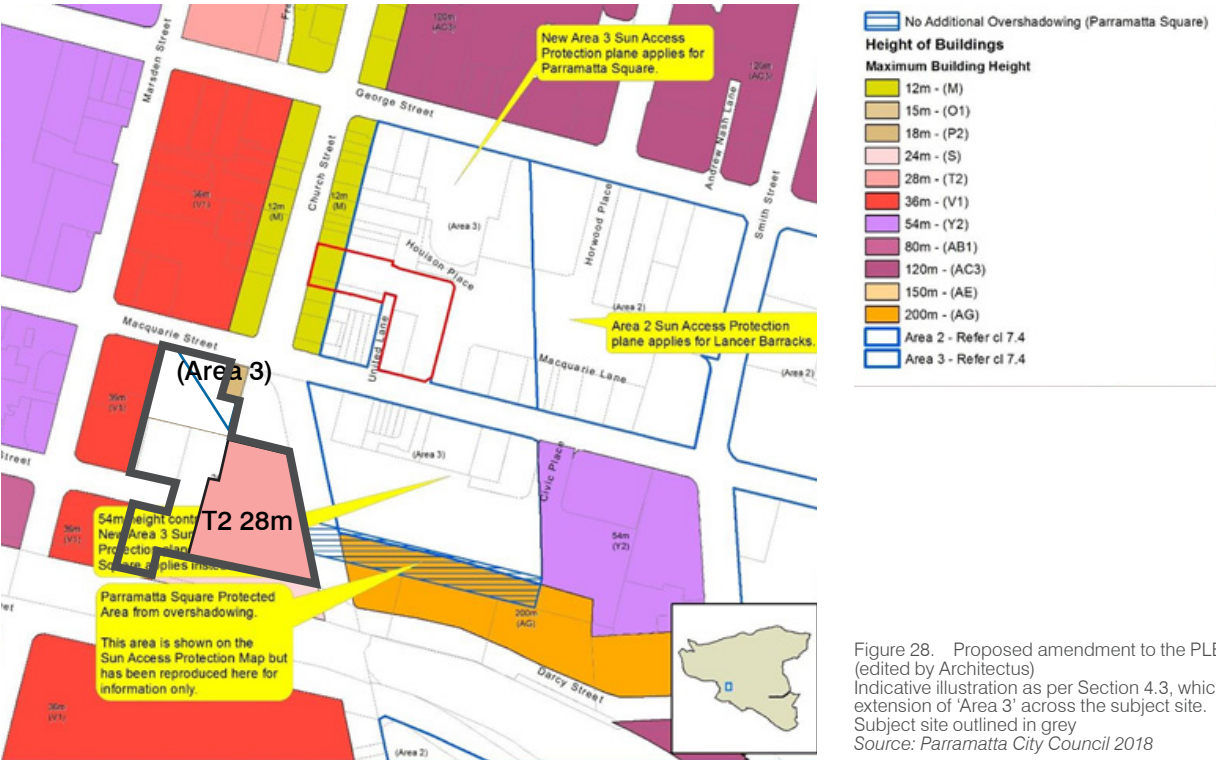


Figure 28. Proposed amendment to the PLEP 2011 HOB Map (edited by Architectus) Indicative illustration as per Section 4.3, which proposes an extension of 'Area 3' across the subject site. Subject site outlined in grey Source: Parramatta City Council 2018



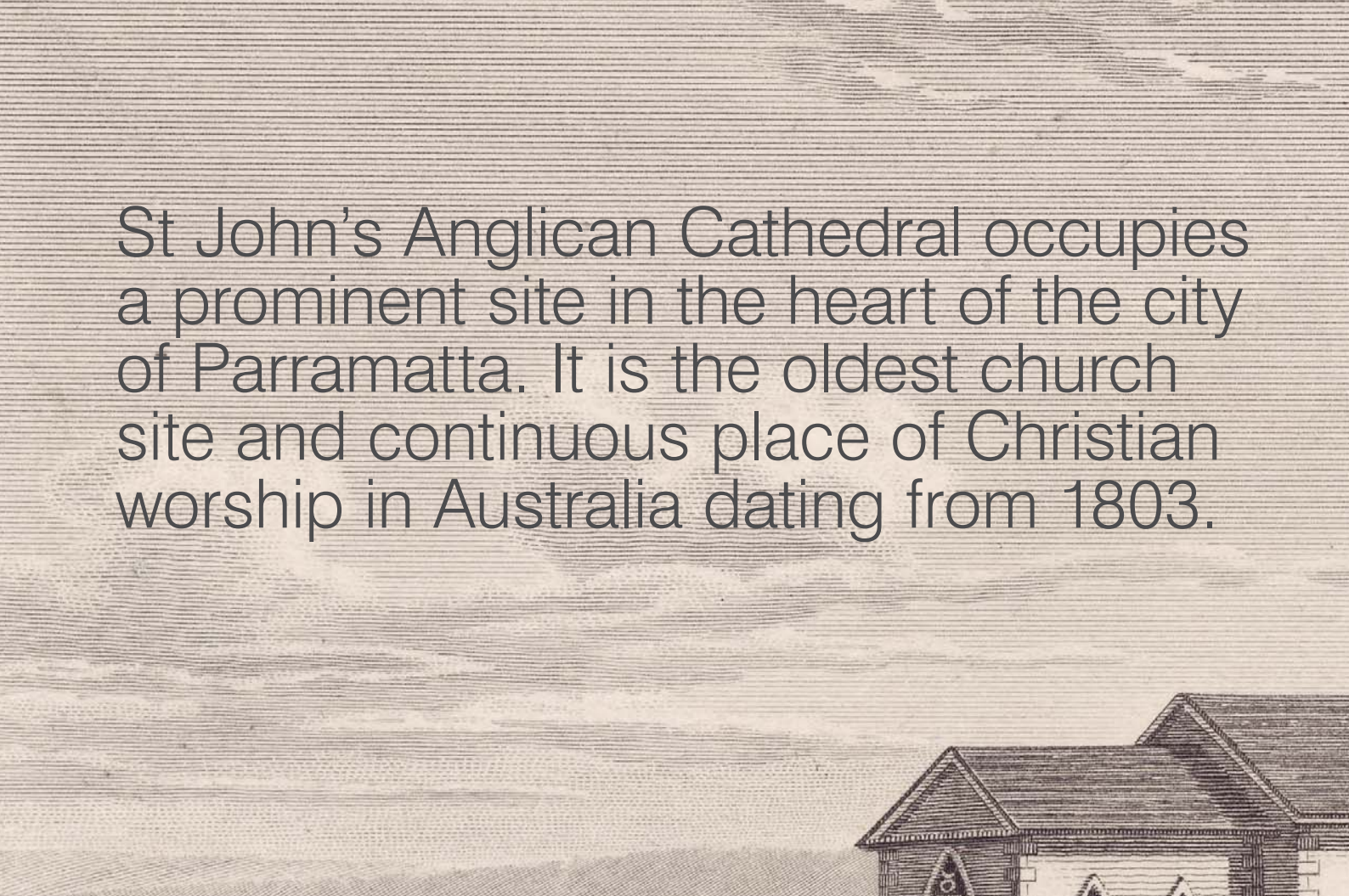


Figure 29. Artist impression of Master Plan



# Chapter 5

## Justification



St John's Anglican Cathedral occupies a prominent site in the heart of the city of Parramatta. It is the oldest church site and continuous place of Christian worship in Australia dating from 1803.

## 5.1 Section A - Need for the Planning Proposal

This section provides justification for the Planning Proposal in line with 'Questions to consider when demonstrating the justification' set out within the NSW Government's *'A guide to preparing Planning Proposals'*.



*Is the planning proposal a result of any strategic study or report?*

The following policy and strategic studies which set the strategic context and provide strategic justification for the proposal are discussed in more detail throughout this section of the Planning Proposal.

### **Regional and sub-regional:**

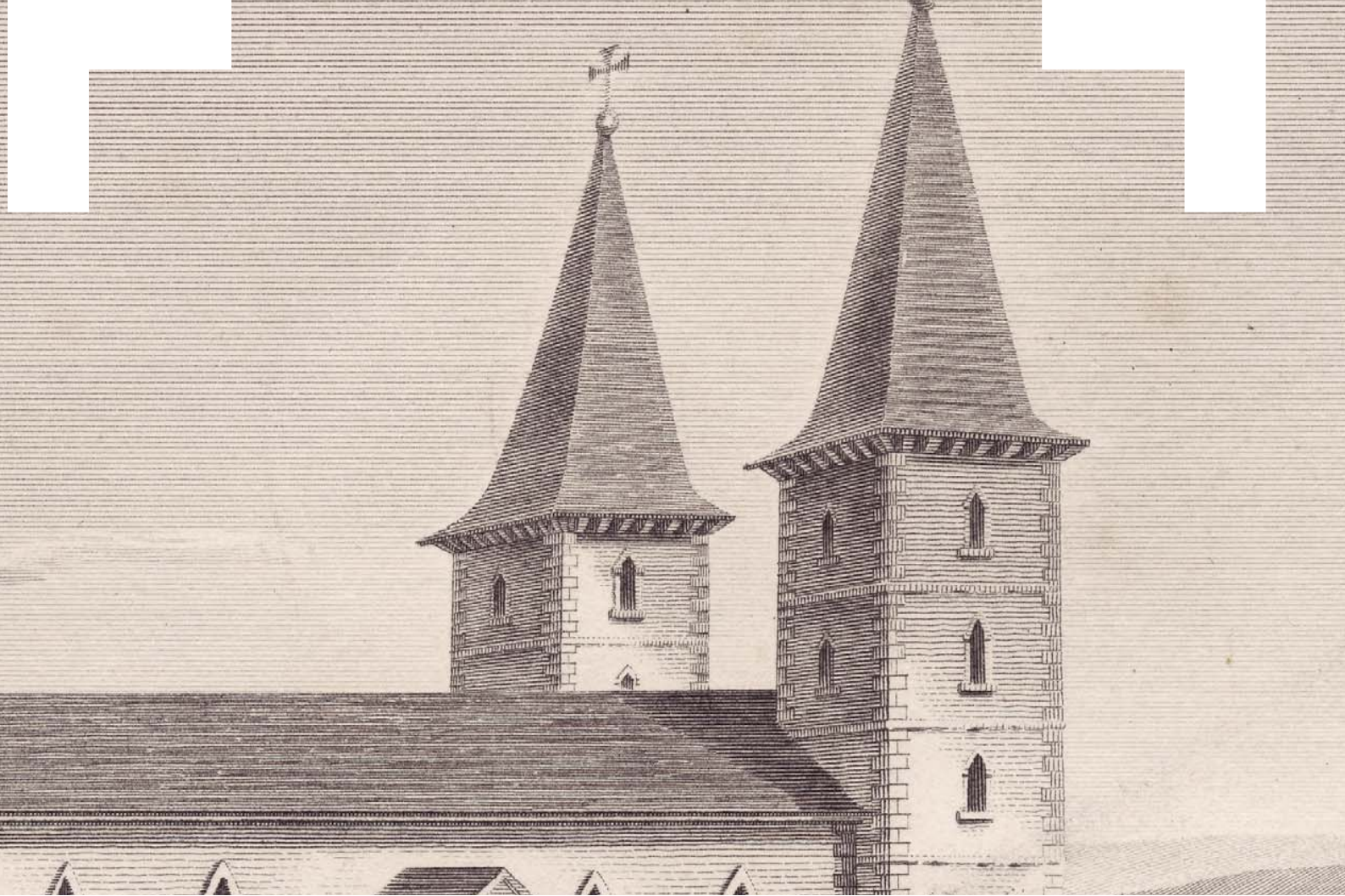
- A Metropolis of Three Cities – the Greater Sydney Region Plan (2018);
- Central City District Plan (2018);
- Greater Parramatta Interim Land Use and Infrastructure Implementation Plan (2017); and
- GOPP – Greater Parramatta and the Olympic Peninsula (2016)

### **Council:**

- Parramatta CBD Planning Strategy (2015)

The site has also been subject of a precinct and site-specific Urban Design Study, prepared by Architectus and provided at **Attachment A**. The Planning Proposal has been informed by a thorough urban design review and testing for the subject site and adjacent sites, taking into account the objectives of the Planning Proposal and the need to provide high-quality A-grade commercial office space, residential dwellings, and enhanced public domain in the Parramatta City Centre.





*Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?*

Yes. There are no alternative processes to achieve the intent of this Planning Proposal due to the current planning controls that apply to the site under the PLEP 2011.

It is additionally noted that the site is also subject to a number of constraints, including a complex hierarchy of planned heights (due to the sun access plane for Parramatta Square), street wall height controls, heritage considerations and additional planning controls under the Parramatta DCP 2011. Accordingly, it is also proposed that an amendment to the Parramatta DCP 2011 be progressed concurrently with this Planning Proposal.

The Urban Design Report at **Attachment A** demonstrates various built form options that were tested and discounted as being able to create the best outcome for the site. Among these, a compliant development option was generated under the existing LEP controls and found to have the following key issues:

- A built form that is clearly not in scale with its neighbours in the context of Central Parramatta and poor contribution to the strategic role of Parramatta as Sydney's Central City;
- Underutilisation of the site for civic functions;
- Constrained relationship between the Cathedral building and surrounding development, with a poor expression to the city to the west; and

- Inappropriate spatial outcomes that do not respond to the significance of the St John's Cathedral or achieve connectivity through the site.

Conversely, this Planning Proposal will enable a redevelopment of the site which better relates to the future and emerging character of the Parramatta City Centre, while also delivering significantly improved public domain and heritage outcomes which are appropriately suited to the local and site-specific context.



## 5.2 Section B - Relationship to strategic planning framework



*Is the planning proposal consistent with the objectives and actions of the applicable regional, sub-regional or district plan or strategy (including any exhibited draft plans or strategies)?*

Yes. The Planning Proposal is consistent with the directions and objectives of the following strategies:

### Greater Sydney Region Plan: A Metropolis of Three Cities (2018)

The Greater Sydney Commission released the *Greater Sydney Region Plan: A Metropolis of Three Cities* in March 2018.

The Plan is the metropolitan strategy for Sydney and replaces *A Plan for Growing Sydney*. It provides a vision of Sydney in 2056 as a city where people live within 30 minutes of jobs, services, education and health facilities, and live in great places. The vision seeks to meet the needs of a growing and changing population by transforming Greater Sydney into a metropolis of three cities - the 'Western Parkland City', the 'Central River City' and the 'Eastern Harbour City' - with Greater Parramatta, which includes the Parramatta City Centre, being the Metropolitan Centre for the 'Central River City'.

Greater Parramatta is highlighted as the core of the 'Central City District' encompassing Parramatta City Centre, North Parramatta and Westmead and Parramatta Park. Key priorities for Greater Parramatta under the Plan are to strengthen its economic competitiveness and grow its vibrancy by developing its Health and Education Precincts, balancing residential development with the needs of commercial development, enabling the development of a wide range of cultural facilities and strengthening active transport connectivity. The site is located within the Parramatta City Centre, also contained within the 'Greater Parramatta Growth Area'.

The Region Plan identifies that growing the economic competitiveness of Greater Parramatta is crucial for its development as the Central River City, and that this can be strengthened by creating opportunities for an expanded office market as well as "balancing residential development with the needs of commercial development, including, if required, a commercial core".

The Region Plan notes that there are further opportunities for the Parramatta City Centre to grow, and makes reference to the City of Parramatta's proposal to amend planning controls for the Parramatta City Centre. It notes that the proposal seeks to achieve objectives such as to strengthen Parramatta's position as the dual CBD for metropolitan

Sydney, encourage the creation of new jobs, dwellings and activated public domain with good solar access, and increase the provision of high quality commercial floor space.

This Planning Proposal will facilitate the renewal of the site and, in consideration with the supporting Master Plan, will result in outcomes that are consistent with the Region Plan and its objectives for Parramatta City Centre.

The Plan provides 'Ten Directions' to guide the growth of the city. Consistency with the following relevant Directions and objectives to which this proposal relates, are provided in **Table 2** overleaf.

# Justification

Table 2. Consistency with Greater Sydney Region Plan

Directions and Objectives	Consistency	Comment
<b>Direction 3: A city for people</b>		
<p><i>Objective 6: Services and infrastructure meet communities' changing needs</i></p> <p><i>Strategy 6.1: Deliver social infrastructure that reflects the needs of the community now and in the future</i></p>	Yes	<p>The Proposal is supported by a 100-year master plan for St John's Cathedral, which crucially provides floor space to enable its ongoing operations in this historic location, to continue to provide services to meet the social and spiritual needs of the growing Parramatta workforce, resident and tourist populations.</p> <p>The proposal facilitates the delivery of a new publicly accessible square which be interconnected with the adjoining Centenary Square and future Parramatta Square, providing a range of complementary social, recreational, and spiritual spaces for the City Centre population.</p> <p>In accordance with the Parish's 100 year long-term master plan, the proposed 'South Tower' will be retained in Parish ownership and contain residential accommodation. This may include affordable housing and/or housing for seniors or people with a disability.</p>
<p><i>Objective 7: Communities are healthy, resilient and socially connected</i></p> <p><i>Strategy 7.1: Deliver healthy, safe and inclusive places for people of all ages and abilities that support active, resilient and socially connected communities by:</i></p> <ul style="list-style-type: none"> <li>– providing walkable places at a human scale with active street life</li> <li>– prioritising opportunities for people to walk, cycle and use public transport</li> </ul>	Yes	<p>The Master Plan to which this proposal relates seeks to create a healthy built environment, enhancing connections between the site and surrounding open spaces and creating an interesting, safe and walkable environment. It promotes active transport by achieving density close to public transport and services and amenities.</p> <p>The built form scheme and publicly-accessible square have been designed to allow for a sense of a human scale.</p>
<b>Direction 5: A city of great places</b>		
<p><i>Objective 12: Great places that bring people together</i></p> <p><i>Strategy 12.1: Using a place-based and collaborative approach throughout planning, design, development and management, deliver great places by:</i></p> <ul style="list-style-type: none"> <li>– prioritising a people-friendly public realm and open spaces as a central organising design principle</li> <li>– recognising and balancing the dual function of streets as places for people and movement</li> <li>– providing fine grain urban form, diverse land use mix, high amenity and walkability in and within a 10-minute walk of centres</li> <li>– integrating social infrastructure to support social connections and provide a community hub</li> <li>– recognising and celebrating the character of a place and its people.</li> </ul>	Yes	<p>The proposed new square will result in a public domain that is of a high amenity and complemented by the adjacent Centenary Square and Parramatta Square. Combined, these spaces will add to and improve Parramatta's city-status.</p> <p>Public benefits include new spaces for St John's Anglican Cathedral, better pedestrian connections within and around the site that are supported by good urban design principles that places people first, and ensures a people-friendly public realm.</p>

# Justification

Directions and Objectives	Consistency	Comment
<i>Objective 13: Environmental heritage is identified, conserved and enhanced</i>	Yes	<p>The proposal supports the development of a 100-year plan for the Cathedral, and results in the following outcomes:</p> <ul style="list-style-type: none"> <li>– Improved setting for the Cathedral, which has over time seen its surrounds occupied by infill development that neither celebrate nor provide adequate setting for the building.</li> <li>– Improved connectivity with Parramatta Square and Centenary Square. The proposal results in substantial improvements to the site's public domain and accessibility to and through the site.</li> <li>– Maintenance and improvement of view corridors. The proposed built form within the Master Plan responds to and strengthens the key views toward the Cathedral identified by the draft CMP, including the view east from Hunter Street and views from the east which terminate at the Cathedral.</li> </ul>
<b>Direction 6: A well connected city</b>		
<i>Objective 14: A metropolis of three cities – integrated land use and transport creates walkable and 30-minute cities</i>	Yes	The proposal encourages walking and the use of public transport.
<i>Objective 15: The Eastern, GOP and Western Economic Corridors are better connected and more competitive</i>	Yes	The site will increase the competitiveness of Parramatta City Centre, one of the four 'quarters' of the GOP.
<b>Direction 7: Jobs and skills for the city</b>		
<p><i>Objective 19: Greater Parramatta is stronger and better connected</i></p> <p><i>Strategy 19.2: Develop and implement land use and infrastructure plans which strengthen the economic competitiveness and grow its vibrancy by:</i></p> <ul style="list-style-type: none"> <li>– creating opportunities for an expanded office market</li> <li>– balancing residential development with the needs of commercial development, including if required, a commercial core</li> <li>– providing for a wide range of cultural, entertainment, arts and leisure activities</li> <li>– improving the quality of Parramatta Park and Parramatta River and their walking and cycling connections to Westmead and the Parramatta City Centre</li> <li>– providing for a diverse and vibrant night-time economy in a way that responds to potential negative impacts.</li> </ul>	Yes	The proposal will result in benefits to Parramatta City Centre and to the Greater Parramatta through its growth of its economic competitiveness, attractiveness and liveability. The proposal introduces commercial, residential, retail and community uses that leverage from the site's strategic centring within the City Centre.



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## Central City District Plan (2018)

The site is located within the Central City District and is subject to the Central City District Plan (March 2018). The Plan introduces Planning Priorities and actions which give effect to the Directions and objectives of *A Metropolis of Three Cities*. It outlines how the Government will make decisions on planning policy, public spaces, community facilities, housing, jobs, transport options, schools and hospitals to meet the needs of communities across Greater Sydney.

This Planning Proposal will result in the delivery of commercial office space, residential apartments, retail uses, and key community infrastructure, including approximately 5,368 sqm of new facilities for the St John's Parish, that will support the needs of the future community of the site and surrounding area. The Planning Proposal will enable the realisation of multiple Planning Priorities identified in the District Plan, including:

### ***Planning Priority N3: Providing services and social infrastructure to meet people's changing needs***

The Proposal will contribute to the delivery of infrastructure in the form of new spaces for St John's Church to support the needs of the existing and future Parramatta community and communities reached by the Church's extensive services. Additionally, the proposal will provide a publicly accessible square that will contribute to an improved public domain in the growing Parramatta City Centre and complement the adjoining Parramatta Square and Centenary Square.

### ***Planning Priority N5: Providing housing supply, choice and affordability with access to jobs and services***

The Proposal enables the delivery of residential dwellings that are highly accessible to public transport, jobs and services in the City Centre. The Master Plan provides indicatively 168 residential dwellings within the 'South Tower' which may include affordable rental housing and/or seniors housing. It is noted that the Parish intends to retain ownership of the building in the long-term, in accordance with their 100-year Master Plan, meaning that the Parish will have the ability to determine the most appropriate use considering the needs of the community.

### ***Planning Priority N6: Creating and renewing great places and local centres, and respecting the District's heritage***

A key component of the proposed redevelopment of the site is to resolve the spatial structural issues within the St John Anglican Cathedral's surrounds, which currently sees its entry and surrounds obscured by at-grade car parking. The proposal results in improved significant view corridors (eastward and westward of the Cathedral), substantially improved setting reflective of the State heritage building and

its curtilage, provision of a new through-site link, and a new publicly-accessible square.

### ***Planning Priority N7: Growing a stronger and more competitive Greater Parramatta***

### ***Planning Priority N8: Delivering a more connected and competitive GPOP Economic Corridor***

### ***Planning Priority N10: Growing investment, business opportunities and jobs in strategic centres***

This Planning Proposal enables the delivery of crucial commercial office space and encourages substantial investment into the Parramatta City Centre. The City Centre is identified as the fifth largest office market in Greater Sydney, among the Sydney CBD, Macquarie Park, Sydney CBD fringe and North Sydney. With a job target of 144,250 by 2036 (estimated average), it "has the potential to be transformed into one of Australia's most important business hubs."

Parramatta City Centre is expected to nearly double in economic growth by 2021 (estimated by Parramatta City Council), as such the District Plan notes that "**planning needs to increase capacity for new knowledge-intensive jobs, including A-grade office floor space, which is currently at capacity.**" This is already being facilitated by the City of Parramatta's Parramatta CBD Planning Proposal, which "seeks to expand the CBD boundaries and amend land use controls to create long-term employment opportunities supported by high density residential", and is supported by this Planning Proposal.

The site, being located immediately adjacent the Parramatta Square development provides the opportunity to provide high-quality A-grade commercial office space in addition to that which will be provided as part of the Parramatta Square development and allow for the agglomeration of higher-order knowledge-intensive jobs, centrally located within the Parramatta City Centre with easy access to transport.

## **5.3 Assessment Criteria (strategic and site-specific merit)**



### ***Does the proposal have strategic merit?***

The Planning Proposal has strategic merit and should be supported. The proposed increase in density beyond current development standards is both consistent with Council's intent under the Parramatta CBD Planning Proposal and is necessary to provide uplift of the site to respond to Parramatta's growing CBD status.

This Planning Proposal relates specifically to a change in circumstances, being the growth of the Parramatta City

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Centre as well as recommendations for an expansion of the City Centre to accommodate office floor space (which is at capacity), which have been advocated for at both State and local government levels. A response to each of these specific criteria is provided in the following.

It is additionally noted that this Planning Proposal is seeking to amend an LEP which is older than 5-years. The need for a comprehensive review of planning controls for the Parramatta City Centre has been acknowledged by the City of Parramatta Council in preparing the *Parramatta CBD Planning Proposal*. This site, however, has not been afforded any uplift in development capacity by the CBD Planning Proposal, presumably because of the site's heritage significance and need for well-considered, site-specific solution - which is now provided by the Master Plan and this Planning Proposal.

## ***Is it consistent with the relevant regional plan outside of the Greater Sydney Region, the relevant district plan within the Greater Sydney Region, or corridor/precinct plans applying to the site, including any draft regional, district or corridor/precinct plans released for public comment***

The proposal enables the delivery of a high quality development providing housing supply, commercial floorspace and community infrastructure in close proximity to existing and planned transport infrastructure. In particular consideration to the site's central siting within the Parramatta City Centre, the proposal overall seeks desired outcomes that are consistent with the provisions of the Central City District Plan, as previously discussed.

## ***Is it consistent with a relevant local council strategy that has been endorsed by the Department***

This Planning Proposal is consistent with the *Parramatta CBD Planning Strategy*. It is however noted that to the best of Architectus' knowledge, this Strategy has not been endorsed by the Department. It does, however, clearly establish the Council's intent and priorities in relation to the growth of the Parramatta City Centre. It is noted that the Strategy establishes a clear priority of promoting commercial office development. The Strategy is therefore relevant to this Planning Proposal, which has been prepared to be consistent with the strategic directive and includes a high-quality A-grade commercial office building which will complement development currently occurring at Parramatta Square and contribute to the agglomeration of higher-order jobs in this part of Parramatta.

The Strategy was adopted by Council to establish a vision for growth of the City Centre and provide an implementation plan for its delivery. The Strategy subsequently informed the preparation of Council's Parramatta CBD Planning Proposal which seeks changes to current controls to allow for the sustained growth of the City Centre and is currently with the

Department awaiting a Gateway determination.

Consistency with the *Parramatta CBD Planning Strategy* is further discussed later in this section of the Planning Proposal.

## ***Responding to a change in circumstances, such as the investment in new infrastructure or changing demographic trends that have not been recognised by existing planning controls***

The proposal is considered highly relevant and consistent with this criterion, responding to the desired growth of Parramatta as Sydney's Central CBD as championed within recently released strategic planning documents.

The intensity of residents, workers and visitors is expected to increase within the Parramatta City Centre, and particularly, it is expected to nearly double in economic growth by 2021 (estimation of City of Parramatta Council as noted in the District Plan). Increased capacity for knowledge-based jobs and office floor space has been advocated by the District Plan. This proposal and supporting Master Plan seeks to amend current controls to allow feasible redevelopment of this site which will complement the adjacent Parramatta Square development and facilitate a built form outcome which is consistent with the changing character of the City Centre. The development of the site as envisaged by the Architectus Master Plan will deliver up to 4,450 additional jobs for the Parramatta City Centre and 168 additional residential dwellings.

It is noted that Council's Parramatta CBD Planning Proposal was prepared to expand the CBD boundaries and create long-term employment opportunities supported by high density residential, in preparation for Parramatta's planned growth. The CBD Planning Proposal seeks to remove the maximum height limit for much of the City Centre and impose FSRs of up to 15:1, with no limit on FSR for office premises on B3 Commercial Core zoned land. The site has been afforded minimal uplift in development capacity under the CBD Planning Proposal. It is presumed that the site was not identified for substantial uplift, despite being located centrally within the Parramatta City Centre, due to its constraints on development, including the need for detailed heritage considerations.

As discussed in the Heritage Impact Statement at **Attachment C**, the construction of Parramatta Square to the east changes the spatial arrangement of the City and the setting of the Cathedral within the City. St John's Cathedral will in the future sit axially to the west of a major civic space that has an east-west alignment. The Cathedral will terminate the view. This will place considerable focus on the Cathedral as the centre of the Parramatta City Centre. Within this future context, it is imperative that the Cathedral be situated within an appropriate, suitable and fitting urban, civic and historically based space. The Master Plan will deliver an improved

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public domain which creates an appropriate frontage to the Cathedral, as well as a setting for the Cathedral to be seen properly “in the round”.

The proposal capitalises on and responds to the future Parramatta Light Rail service, which will see the Stage 1 route pass through Macquarie Street. Connecting Westmead to Carlingford via Parramatta and Camellia, one of its sixteen light rail stops will be located at the corner of Macquarie Street and Smith Street, and will be five minutes’ walking distance from the site. The service is expected to open in 2023.



## *Does the proposal have site-specific merit?*

This Planning Proposal has site-specific merit for the reasons outlined below and should be supported.

### ***The natural environment (including known significant environmental values, resources or hazards)***

Not applicable. The site is located centrally within the Parramatta City Centre and does not possess any significant environmental values, resources or hazards. The site is not a critical habitat and does not have any threatened species, populations or ecological communities. Further, the site is located above the 1 in 100 year mainstream flood level.

### ***The existing uses, approved uses, and likely future uses of land in the vicinity of the proposal***

Despite the proposed realignments of zone boundaries within the site and introduction of B3 Commercial Core uses to the northern portion of the site, overall there is no change to the permissible uses of the land proposed, and the proposed commercial/residential development would be possible on the site irrespective of this Planning Proposal, albeit of a much smaller scale. Most importantly, the expansion of use will enable new civic spaces which complement and complete Centenary Square and Parramatta Square. The proposal supports the new square by the introduction of active ground floor retail on the site.

As detailed in **Section 3**, the site has historically evolved from a rural setting containing the stand-alone Cathedral, with various structures subsequently being built and demolished, toward the built form it retains today. The local heritage items occupying the site, in particular being the Parish Hall and Warden’s Cottage, were built as subsidiary buildings to serve the Parish and congregation as identified in the Conservation Management Plan. The site thus retains unique heritage significance revolving around the St John’s Anglican Cathedral.

The presence of various heritage items on the site is likely the reason why this land has been excluded from the

Parramatta CBD Planning Proposal, which is currently with DPE seeking a Gateway determination. Significantly the St John’s Anglican Cathedral at the centre of the site, deemed a State heritage item, is the oldest continuously operating European church in Australia. Its expansive operations, as explored in detail in **Section 2** and within the Urban Design Report at **Attachment A**, include the accommodation of over 70 groups, used on a weekly basis. These include, but are not limited to Sunday services and Sunday school, youth ministries, bible study groups and talks, meetings held for Staff and the Parish Council, and other community services and support.

The brief to Architectus highlighted that the Parish’s current facilities are reaching capacity and there is an ‘increasing need of facilities’, as demand is anticipated to increase as Parramatta continues to grow. As aforementioned and based on extensive site testing taking into account both heritage and urban design outcomes, it was considered that Option 3, replacement of the Parish Hall, was the preferred outcome. This would allow for modernisation of the Parish’s facilities so that they may be fit-for-purpose to meet the requirements of the various congregations who utilise these facilities. Importantly, the proposed development will also provide an endowment for the parish which will allow for longevity of parish-related uses and facilities in this location.

The site is situated within a central and accessible location within the Parramatta City Centre, to which it experiences high volumes of pedestrian traffic for thoroughfare and recreational activities. Given this location, it is considered crucial for any proposed redevelopment to be able to provide outstanding public benefits. The proposal will facilitate a balanced outcome through the delivery of important, employment generating high-quality commercial office space as well as enhancement and expansion of the public domain, which additionally provides an improved setting to the St John’s Cathedral.

Under the current controls, there is no likely future development of the site that would result in achievement of the goals and directions under the envisioned planning for the future Parramatta. Given the above context, a well-considered and balanced response to this issue is required and it is considered that this Planning Proposal and supporting documentation adequately demonstrate that the proposed intensity of uses can be achieved on this site, contributing to the desired growth of the Parramatta City Centre.

### ***The services and infrastructure that are or will be available to meet the demands arising from the proposal and any proposed financial arrangements for infrastructure provision***

As detailed in sections above, there is adequate infrastructure available to support this Planning Proposal. The site occupies a highly strategic location, being situated within five minutes’



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walking distance of Parramatta train station and bus interchange, and within close proximity to the future Light Rail Station. The proposal utilises the capacity of these existing and future public transport connections to maximise the site's accessibility within Greater Parramatta and the Sydney Metropolitan Area more broadly.

Existing service provisions also exist for electricity, water, sewer, gas, stormwater infrastructure and telecommunications infrastructure at the site.



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

Yes. The Planning Proposal is consistent with the *Parramatta CBD Planning Strategy*, which was adopted by the City of Parramatta Council on 27 April 2015.

### **Parramatta CBD Planning Strategy, 2015**

The objectives of the Parramatta CBD Planning Strategy, which was adopted by the City of Parramatta Council at its meeting of 27 April 2015, are as follows:

- To set the vision for the growth of the Parramatta City Centre as Australia's next great city.
- To establish principles and actions to guide a new planning framework for the Parramatta City Centre.
- To provide a clear implementation plan for delivery of the new planning framework for the Parramatta City Centre.

The Strategy's vision is that:

**"Parramatta will be Australia's next great city, defined by landmark buildings and high quality public spaces with strong connections to regional transport. It will respect its heritage, be an exemplar in design excellence, facilitate job growth and ensure its streets are well activated."**

The Strategy provides 10 principles and a series of actions to achieve this vision. These 10 principles are provided below:

- P1 Achieve world's best practice in the planning and development of cities.*
- P2 Achieve a strategic balance of land uses.*
- P3 Create an attractive and distinctive city skyline, defined by tall, slender towers.*
- P4 Create a liveable, active and highly desirable city.*
- P5 Promote economic diversity, prosperity and jobs growth.*
- P6 Improve the quality of urban design and the public domain.*
- P7 Achieve design excellence.*

*P8 Celebrate heritage and the natural environment.*

*P9 Facilitate the delivery of infrastructure to support Parramatta's growth.*

*P10 Improve access to the regional transport network.*

A number of actions are proposed by the Strategy which are of relevance to this Planning Proposal, including to conduct detailed testing of an FSR of 10:1 and the removal of height limits (subject to sun access controls to key public spaces) for a large proportion of the City Centre.

*A2.1 Conduct detailed testing for proposed FSR controls (site identified as being within area for testing of 10:1)*

As illustrated in **Figure 30** overleaf, the site is identified as being within the area of the City Centre to be tested for an FSR of 10:1.

It is noted that since adopting the Strategy, Council has undertaken this analysis which then informed the Parramatta CBD Planning Proposal. The site has been excluded from the CBD Planning Proposal, likely because the presence of various heritage buildings on the site requires a more considered, site-specific response – which has now been undertaken by the applicant and forms the basis of this Planning Proposal.

*A2.3 Investigate potential sun access controls to key public spaces, based on retaining sun access to a defined portion of nominated open spaces from 12pm-2pm in midwinter.*

Parramatta Square is identified as one of the open spaces to be investigated for sun access controls. Accordingly, the development which would be facilitated by this Planning Proposal has been designed to not overshadow the protected area at this time.

*A2.4 Investigate removal of the maximum building height controls for the CBD, other than for the following:*

*A2.4.1 Potential sun access controls for key public spaces (as noted in Action A2.3 above – specific controls to be developed).*

*A2.4.2 In the Park Edge highly sensitive area adjacent to World Heritage listed Old Government House (Note: affects land west of Marsden Street)*

This Planning Proposal seeks to remove the existing height control applicable to the site, with the exception of the part of the site that has the potential to overshadow Parramatta Square between 12pm - 2pm at midwinter, where a maximum building height control of 18m will apply to ensure no additional overshadowing of the protected public space.

Should the Planning Proposal for 48 Macquarie Street and 220-230 Church Street and surrounding lands be finalised ahead of this Planning Proposal, then this Planning Proposal

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will apply an expanded 'Area 3' to the north-eastern portion of the subject site, with height restricted to the sun access plane to Parramatta Square. This is illustrated in **Figure 31**.

In any case, it is the intended outcome of the Planning Proposal that any development of the subject site would not overshadow the protected area of Parramatta Square between 12pm-2pm at midwinter.

*A3.5 Plan for the following jobs and dwelling targets in the Parramatta CBD to 2036, so as to ensure both a vibrant commercial and business centre and also an active '24 hour' living city environment: (associated figure shows target of 27,000 additional jobs and 7,500 additional dwellings)*

This Planning Proposal would accommodate up to approximately 4,450 additional jobs and 168 additional dwellings within the Parramatta City Centre.

*A5.1 For sites greater than 1,000sqm, the floorplate Gross Building Area (measured to the external façade of the building, including balconies) of residential towers should be limited to a maximum of:*

*A5.1.3 1,100sqm for residential buildings greater than 105m in height*

The proposed south tower is designed as an elegant, slim tower with a tower GBA of 473sqm.

### Other relevant local strategies or strategic plans

The proposal is additionally consistent with Council's *Parramatta 2038 Community Strategic Plan*, draft *Community Strategic Plan 2018 - 2038*, and Council's *Economic Development Plan 2017-2021*. As discussed in **Section 2** of this Planning Proposal, commercial floor space, and particularly A-grade commercial floor space, was identified as being critical for the growth of the Parramatta City Centre and for it to reach the aspirations and goals of the city. This planning proposal demonstrates its capability to provide a substantial amount of commercial floor space within a high quality development, without impacts that are unreasonable for a city centre, and on highly valuable land by which the proposed development is anticipated to complement the adjacent Parramatta Square.

Increasing the attractiveness of the City Centre for investment and visitation were additionally identified as elements needed for Parramatta across the plans, with the Economic Development Plan highlighting a lack of adequate public space within the centre. The combined public benefits that would be achieved from the completed Parramatta Square, the nearby Centenary Square, and a transformed new square at the Hunter Street cul-de-sac are considered a valuable outcome for the City Centre that would promote healthy walking, passive recreation and improved perceptions of liveability within the centre. The proposal is therefore

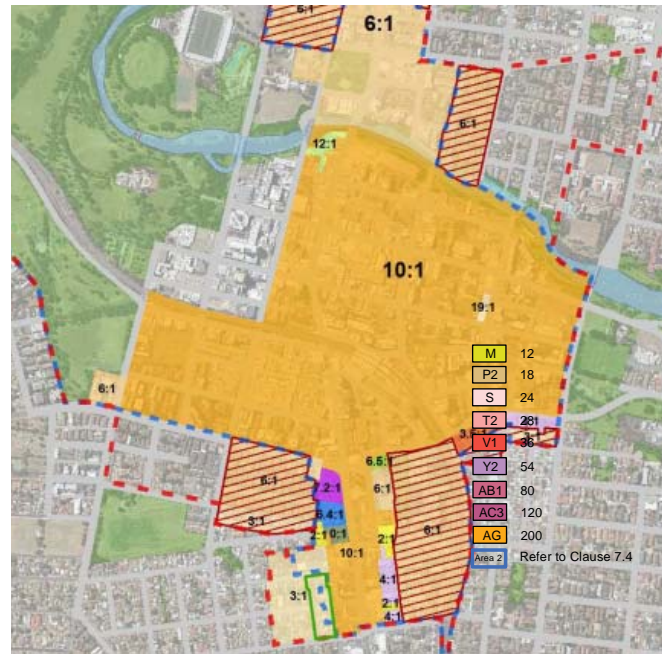


Figure 30. Proposed FSR controls (subject to testing)  
Source: Parramatta CBD Planning Strategy

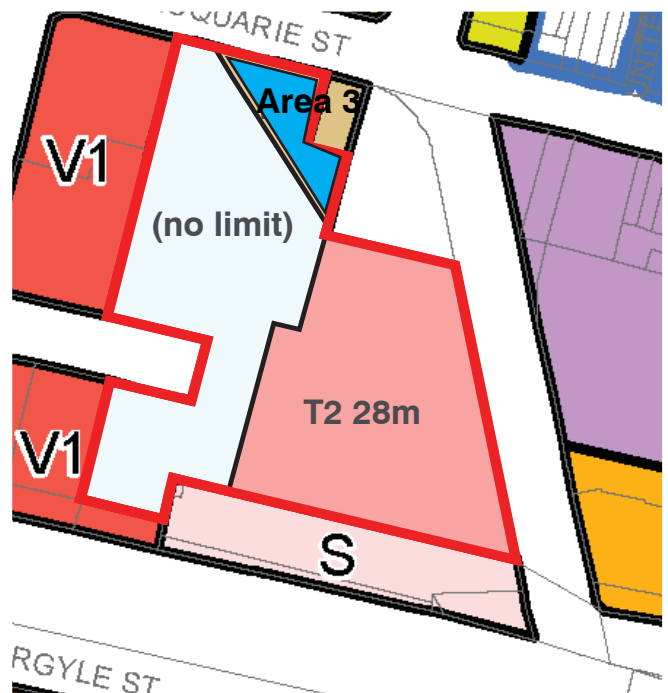


Figure 31. Potential future Height of Buildings Map (should the Planning Proposal for 48 Macquarie Street be finalised)

## Justification



### *Is the planning proposal consistent with applicable State Environmental Planning Policies?*

As outlined in **Table 3** below, the Planning Proposal does not preclude consistency of a future development of the site with any State Environmental Planning Policy.

Table 3. Consistency with SEPPs

No.	SEPP Title	Consistency of Planning Proposal
1	Development Standards	Not Applicable
19	Bushland in Urban Areas	Not Applicable
21	Caravan Parks	Not Applicable
30	Intensive Agriculture	Not Applicable
33	Hazardous and Offensive Development	Not Applicable
36	Manufactured Home Estates	Not Applicable
44	Koala Habitat Protection	Not Applicable
47	Moore Park Show ground	Not Applicable
50	Canal Estate Development	Not Applicable
52	Farm Dam and Other Works in Land and Water Management Plan Areas	Not Applicable
55	Remediation of Land	<p>Consistent.</p> <p>State Environmental Planning Policy No. 55 – Remediation of Land (SEPP 55) applies to all land within New South Wales and has an overall aim to promote the remediation of contaminated land and reduce the risk to human health and the environment.</p> <p>Council records do not indicate any known contamination at the site, nor is it identified on the NSW EPA contaminated land register. As such, it is considered that the site can be made suitable for the proposed development, subject to site investigations which will accompany a future development application.</p>
62	Sustainable Aquaculture	Not Applicable
64	Advertising and Signage	Not Applicable at this time, however, a future DA involving signage will be assessed against the provisions of this SEPP.
65	Design Quality of Residential Apartment Development	<p>Consistent.</p> <p>The proposal has been designed to ensure consistency with the provisions of SEPP 65 and the ADG, specifically relating to building massing, building separation, and residential amenity.</p>
70	Affordable Housing (Revised Schemes)	Not Applicable
	SEPP (Affordable Rental Housing) 2009	Not Applicable
	SEPP (Building Sustainability Index: BASIX) 2004	<p>Consistent.</p> <p>A future development application for residential uses will be required to satisfy BASIX.</p>
	SEPP (Coastal Management) 2018	Not Applicable.
	SEPP (Educational Establishments and Child Care Facilities) 2017	Not Applicable.
	SEPP (Exempt and Complying Development Codes) 2008	Not Applicable.



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No.	SEPP Title	Consistency of Planning Proposal
	SEPP (Housing for Seniors or People with a Disability) 2004	Consistent.  The Planning Proposal does not contain provisions that contradict or would hinder application of this SEPP.
	SEPP (Infrastructure) 2007	Consistent.  The SEPP applies to all land within New South Wales within proximity to, or the potential to affect infrastructure assets.  Relevant to the proposal, SEPP Infrastructure identifies matters to be considered in the assessment of development adjacent to rail corridors and also prescribes 'traffic generating development to be referred to RMS' under Schedule 3 of the SEPP.  Although the above matters are relevant only to future development applications, it is envisaged that consultation will be undertaken with both Transport for NSW and the RMS as this Planning Proposal progresses. It is noted that this Planning Proposal is supported by a Traffic Impact Assessment prepared by Traffix ( <b>Attachment F</b> ) demonstrating the proposal will not result in any unreasonable impact to the local road network.
	SEPP (Integration and Repeals) 2016	Not Applicable.
	SEPP (Kosciuszko National Park - Alpine Resorts) 2007	Not Applicable.
	SEPP (Kurnell Peninsula) 1989	Not Applicable.
	SEPP (Mining, Petroleum Production and Extractive Industries) 2007	Not Applicable.
	SEPP (Miscellaneous Consent Provisions) 2007	Not Applicable.
	SEPP (Penrith Lakes Scheme) 1989	Not Applicable.
	SEPP (Rural Lands) 2008	Not Applicable.
	SEPP (State and Regional Development) 2011	Not Applicable.
	SEPP (State Significant Precincts) 2005	Not Applicable.
	SEPP (Sydney Drinking Water Catchment) 2011	Not Applicable.
	SEPP (Sydney Region Growth Centre) 2006	Not Applicable.
	SEPP (Three Ports) 2013	Not Applicable.
	SEPP (Urban Renewal) 2010	Not Applicable.
	SEPP (Vegetation in Non-Rural Areas) 2017	Not Applicable.
	SEPP (Western Sydney Employment Area) 2009	Not Applicable.
	SEPP (Western Sydney Parklands) 2009	Not Applicable.
	SREP No. 9 (No. 2) - Extractive Industries	Not Applicable.
	SREP No. 24 - Homebush Bay Area	Consistent.  The SREP applies to land identified as the 'Homebush Bay Area' and seeks to encourage co-ordinated and environmentally sensitive development of the Homebush Bay Area. The Planning Proposal does not contain provisions that contradict or would hinder application of the SREP.
	SREP (Sydney Harbour Catchment) 2005	Consistent.  The SREP applies to land within the Sydney Harbour Catchment, including the site. The Planning Proposal does not contain provisions that contradict or would hinder application of the SREP.

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No.	SEPP Title	Consistency of Planning Proposal
	Draft State Environmental Planning Policy No 55—Remediation of Land	<p>Consistent.</p> <p>The draft SEPP is the result of a review program by the NSW Government, and was held on public exhibition from 31 January to 13 April 2018. The Draft SEPP includes an explanation of intended effects and a new Draft Contaminated Land Planning Guidelines, both of which are publicly accessible.</p> <p>The proposal is not anticipated to hinder the provisions of the new Draft SEPP and any future DA will be made to be consistent.</p>
	Draft State Environmental Planning Policy to amend State Environmental Planning Policy (Sydney Region Growth Centres) 2006 – Amendment to include the Greater Parramatta Priority Growth Area as a Growth Centre	<p>SEPP (Sydney Region Growth Centres) 2006 governs the release and rezoning of land in Sydney's Growth Centres and Areas. It has aims such as to coordinate the release of land for residential, employment and other urban development in these areas and enable the creation of vibrant and liveable neighbourhoods with high quality local amenity.</p> <p>The amendment seeks to include the Greater Parramatta Growth Area as a new growth centre, and responds to recent strategic directions for Parramatta such as the vision for the GPOP (released by the GSC) and the proposed new Parramatta Light Rail.</p> <p>The proposal is consistent with the Greater Parramatta Interim Land Use and Infrastructure Implementation Plan as discussed in <b>Section 2</b>, seeking to deliver timely urban renewal to the Parramatta City Centre.</p>
	Draft Environment SEPP	<p>The Draft SEPP seeks to simplify planning for environmental matters, and consolidates seven existing SEPPs including the SREP (Sydney Harbour Catchment) 2005.</p> <p>The proposal is consistent with the Draft SEPP.</p>



## *Is the planning proposal consistent with applicable Ministerial Directions (s 117 directions)?*

An assessment of the Planning Proposal has been undertaken in respect to the relevant s117 directions as contained in **Table 4** below.

Table 4. Section 117 Directions

Direction		Consistency	Comments
Employment and Resources	1.1 Business and Industrial Zones	Yes	The Planning Proposal does not propose to reduce the total potential floor space area for employment uses and is consistent with the objectives of the direction as it encourages employment growth in the Parramatta CBD.
Environment and Heritage	2.3 Heritage Conservation	Yes	<p>The existing PLEP 2011 contains provisions that facilitate the conservation of heritage items. This Planning Proposal does not propose any changes to these provisions and is therefore consistent with this planning direction.</p> <p>There is no delisting of the Parish hall proposed at this time. Impacts on the Parish Hall will be considered as part of a future DA.</p>
Housing Infrastructure and Urban Development	3.1 Residential Zones	Yes	<p>The site is currently and proposed to be zoned B4 – Mixed Use, which although not a residential zone, provides for the undertaking of a variety of residential development, including residential flat buildings and shop top housing.</p> <p>The Planning Proposal will facilitate the delivery of a residential building conveniently located within the Parramatta CBD and in close proximity to employment, entertainment, and transport.</p> <p>The Planning Proposal will make efficient use of existing transport infrastructure as the site is conveniently serviced by the Parramatta Railway Station and the future Parramatta light rail. The surrounding road network servicing the site is capable of accommodating the proposed development.</p>
	3.4 Integrating Land use and Transport	Yes	<p>The site is well located in the Parramatta CBD, with easy access to transport services, including the existing Parramatta Railway Station, various bus stops serviced by regular bus services, and the future Parramatta light rail.</p> <p>The Planning Proposal will enable the intensification of employment generating land use and residential accommodation in a highly accessible, strategic location which is readily accessible by public transport and active transport.</p>
	3.5 Development Near Licensed Aerodromes	See comment	<p>The Planning Proposal does not promote development within the (Australian Noise Exposure Forecast) ANEF contours 20 and 25, however, Sydney and Bankstown Airports are subject to the Federal Airports Act 1996 and the Airports (Protection of Airspace) Regulations 1996 and airspace above the Parramatta CBD is affected by operational requirements for those airports.</p> <p>A building that penetrates the Obstacle Limitation Surface (OLS) requires approval under that legislation, via the Commonwealth Department of Infrastructure and Regional Development. Given a future DA for the development of the site as envisaged by the Planning Proposal may penetrate the OLS, consultation with the relevant public authority may be required as a condition of a Gateway determination.</p>



## Justification

Hazard & Risk	4.1 Acid Sulfate Soils	Yes	<p>This Planning Proposal does not propose any change to the existing provisions of the PLEP 2011 which relate to acid sulfate soils.</p> <p>The site is identified by the Acid Sulfate Soils Map and having potential for class 4 and class 5 acid sulfate soils. Any acid sulfate soils which may be present may be considered and managed through a future development assessment process.</p>
	4.3 Flood Prone Land	N/A	Section 149 Planning Certificates (2) and (5) issued for the site confirm that the site is located above the 1 in 100 year mainstream flood level.
Local plan making	6.1 Approval and referral requirements	Yes	The Planning Proposal does not include any provisions which would require the concurrence, consultation or referral of any development application to a Minister or public authority and does not identify any development as designated development.
	6.2 Reserving Land for Public Purposes	Yes	The Planning Proposal does not propose to create, alter or reduce any existing zoning or reservation on the land for a public purpose.
	6.3 Site Specific Provisions	Yes	The Planning Proposal does not propose any unnecessarily restrictive site specific planning controls. Extensive analysis and design of the envisaged built form outcome of the Planning Proposal has been undertaken to ensure that impacts on surrounding private property and public space is minimised and to produce a viable building form.
Metropolitan Planning	7.1 Implementation of A Plan for Growing Sydney	N/A	<p>The <i>Greater Sydney Region Plan</i> was released in March 2018 and superseded <i>A Plan for Growing Sydney</i>.</p> <p>This Proposal's consistency with the Greater Sydney Region Plan has been addressed in this Planning Proposal.</p>
	7.5 Implementation of Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	Yes	Refer to <b>Section 2</b> .

# Justification

considered to be consistent with these plans.

## 5.4 Section C: Environmental, social and economic impact



*Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?*

There are no such impacts envisaged. The subject site is located in the centre of the Parramatta City Centre and there is no critical habitat, threatened species, populations, ecological communities or their habitats located on the site or on the immediately surrounding land.



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

Technical studies have been undertaken to assess the environmental impacts resulting from this Planning Proposal. The relevant environmental effects for analysis include heritage, archaeology, traffic and transport, and overshadowing of public open space. Refer to the assessments, and if applicable, proposed management measures below.

### Heritage

At the commencement of the master planning process, heritage consultant, Design 5, were appointed to prepare a CMP for the whole site (refer Attachment B). The draft CMP establishes the significance of the place and its component parts and provides analysis and policy on how to manage the place to retain its heritage values. It sets out the history of the place and context, including chronology and spatial pattern of evolving buildings and activities across the site. This evolution of built form across the site is discussed more at **Section 3.5** of this Planning Proposal.

Of key importance to the significance of the place is its use as a place of European public worship and the primacy of the Cathedral building. Importantly, the draft CMP states that the provision of adequate and flexible facilities is essential in order to maintain the site's exceptionally significant use for religious purposes, a key aspect of the broader significance of St John's Anglican Cathedral, and that "demolition of the Parish Hall would be considered appropriate provided that any replacement building continues to support and strengthen the key aspects of significance of St John's Anglican Cathedral within Parramatta, in particular: the continuation of use of the site for religious worship; its landmark qualities within the

CBD of Parramatta; and an appreciation and awareness of the significance of the Cathedral generally." The draft CMP proposes a number of policies relating to any proposal to remove the Hall. These are discussed within this section of the Planning Proposal.

A strong emphasis in establishing a Master Plan for the site was placed on the significance of the Cathedral and the need to appropriately frame it within the public domain and surrounding built form. Three options were considered for the site which vary in how they define the setting of the Cathedral and which also result in varying levels of impact on the Parish Hall. The options move from working with the existing hall building much as it is, to significantly adapting the building, to removing the building and providing a new built form to the edge of the proposed western forecourt to the Cathedral. The three options were explored to determine if the setting, both heritage and civic, of the Cathedral could be improved by either adjusting or removing the Hall and conversely if retaining the hall building compromises the delivery of the proposed civic space to the west of the Cathedral.

The St John's Parish Hall was constructed as an ancillary building to the historic operation of St John's Anglican Cathedral and continues this historic association of use. The present Parish Hall is the second ancillary building to be located at the site. An earlier weatherboard Sunday school building was relocated to make way for its construction. After this building burnt down in 1944, it was replaced with the present Marsden Hall in 1955. As such, there is a pattern of upgrading of existing and construction of new ancillary facilities as the needs of the community has changed. The Master Plan, in proposing the removal of the Parish Hall and replacement with Parish facilities located in the podium of the "North Tower" sees this historic pattern continuing for the site. The St John's Parish Hall building is described by the draft CMP as a "minor element of modest heritage value". In the Heritage Impact Statement, the Parish Hall is identified to retain significance at a local level "for its function as an ancillary building to support the historic operation of the St John's Anglican Cathedral", however, "it does not exhibit strong characteristics of any particular architectural style. Its value lies in its close proximity to St John's Anglican Cathedral, providing a clear visual link between the two structures and their associated uses."

The HIS provides in relation to the preferred option, Option 3 (replacement of St John's Hall Building), that it will involve the loss of a local heritage item which inevitably will have an adverse heritage impact. However, it concludes there would also be a significant gain in heritage values by re-establishing the setting of the State Significant Cathedral.

The Heritage Impact Statement concludes that the preferred Master Plan is an acceptable and supportable proposal, subject to a successful design competition, detailed design and a DA process. The Master Plan addresses the

# Justification

Cathedral building as a priority, establishes a very fine setting for the building that is integrated into the future development of Parramatta, retains the Verger's Cottage, retains the significant elements of the St John's Building facing Centenary Square, provides a future income for the maintenance and work of the Cathedral in the City, integrates new development into the broader concepts for the development of Parramatta Square and overall achieves a high level of heritage conservation.

## Response to relevant conservation policies

The following policies are proposed by the draft CMP in relation to potential redevelopment of the site and impacts of redevelopment on the Parish Hall:

### **Policy 7.16**

*The retention or modification of the Parish Hall may be possible, provided that it supports the ongoing use and viability of the Cathedral for religious worship. Any proposals for retention or modification should consider the benefits of retaining the hall against the potential impacts and lost opportunities for enhancing the appreciation of the Cathedral within its setting and ensuring the ongoing viability of the Cathedral and its exceptionally significant use.*

**Architectus response:** The ability to create an appropriate setting for the Cathedral is severely compromised by the presence and siting of the hall building. This is discussed at length in the Heritage Impact Statement at Attachment C, which provides that in considering the three options for the site, the options that retain the St John's Hall building do not address the major issue of the creation of an appropriate and fitting urban, civic and historically based space around the Cathedral. Further, the Heritage Impact Statement states it that the creation of a western forecourt as proposed and the creation of a new activated edge that facilitates the use of the Cathedral forecourt achieves a heritage outcome that outweighs the moderate heritage values of the hall. It then concludes that "to replace the St John's Hall Building with a new structure that forms part of the larger commercial development behind will involve the loss of a local heritage item which inevitably will have an adverse heritage impact. However, there would also be a significant gain in heritage values by re-establishing the setting of the State Significant Cathedral."

### **Policy 7.17**

*Proposals to adapt or replace the Parish Hall could be considered appropriate provided they continue to support and strengthen the key aspects of significance of St John's Anglican Cathedral, in particular:*

- *the continuation of use of the site for religious worship;*
- *its landmark qualities within the CBD of Parramatta; and*
- *an appreciation and awareness of the significance of the Cathedral generally.*

**Architectus response:** This Planning Proposal will facilitate the redevelopment of the site, including the replacement and modernisation of the existing Parish facilities so that they may be fit-for-purpose to meet the needs of the growing Parramatta CBD community and ensure longevity of use of this site as a place of public worship. As detailed in Section 4 of this Planning Proposal, it is proposed that a site-specific LEP provision be applied to the site which includes a requirement for a minimum quantum of floor space to be provided in the podium of the 'North Tower' for use as a 'place of public worship' and ancillary uses, ensuring that any future redevelopment of the site maintains this historic association between the place and its use.

### **Policy 7.18**

*Any replacement building should be sited such that it does not encroach further into the setting of the Cathedral. The eastern and southern boundaries should not extend further than the existing footprint of the 1910 building.*

**Architectus response:** The proposed DCP amendment for the site and its surrounds will ensure that the future development of the site is consistent with the draft CMP by establishing a building footprint and envelope which do not encroach into and enhance the setting of the Cathedral. Removal of the hall allows for improved connectivity through the site and visual relief of the Cathedral. The Parish Hall and Cathedral are currently 8.1 metres apart. At the ground plane it is proposed to increase separation to 22.1m, improving views toward the Cathedral and views between the proposed square and Centenary Square.

### **Policy 7.19**

*Any replacement building should maintain and enhance its historic, visual and social connection with the Cathedral, through the inclusion of church related spaces and uses.*

**Architectus response:** As per comment in relation to Policy 7.17 - it is proposed through the site-specific LEP clause to require a minimum provision of Parish facilities within the podium of the 'North Tower'. It is important that these spaces be located within the podium and directly addressing the Cathedral and proposed square to maintain the visual connection between these spaces.

## Delisting of the Parish Hall

While it noted that this Planning Proposal does not seek any change to the heritage status of the Parish Hall, to enable the Master Plan to be achieved it is envisaged that a future development application would seek consent for its demolition and replacement. Given it has been established that the building possesses modest heritage value, it is not considered appropriate to seek delisting of the heritage item at this stage. From a heritage perspective, demolition of the heritage item is appropriate where the benefits of the development outweigh the impact of demolition of a heritage item. Accordingly, it is considered that to seek delisting at



# Justification

this time would imply the building does not have any heritage significance and this is not the case.

Removal of the heritage listing of this building would not provide the building with the heritage protection it deserves should, for any reason, the development stall or be subject to change. It is asserted that it is more appropriate to consider the merits of demolition of the heritage building once a development application is progressed which clearly demonstrates the benefits which can be achieved through its replacement.

## Historical views

The PDCP 2011 (Section 4.3.3.4) contains a number of historic views and view corridors considered important for retention and enhancement within the Parramatta City Centre. Analysis of these views are detailed in the CMP at (**Attachment B**), and **Figure 32** illustrates the proposal within four key views identified in the CMP for the site. A visual analysis from each of these viewpoints is provided in the Urban Design report at **Attachment A**.

Importantly, the proposal has been designed to not sit behind the Cathedral in the key axial views from Church Street and Hunter Street. In oblique views, the proposal will sit in front of future development on other sites. Its podium design will be

deferential to the Cathedral and will be designed to ensure the cathedral spires can always be read against a simple backdrop.

The proposed DCP amendment also includes controls for adjoining sites, should they redevelop in the future, which will promote views toward the Cathedral. Refer to **Section 3.10** of this Planning Proposal for further discussion of this.

## Archaeology

An Archaeological Report has been prepared by Curio Projects to assess the implications of this Planning Proposal on any potential archaeological resources (both Aboriginal and historical) that may exist within and in proximity to the site. The Report is provided at **Attachment E**. The Report considers the site to have moderate to high potential to retain archaeological deposits dating from the various phases of its historic use, including the Parramatta Native Institution. It recommends that the high social and cultural significance of the study area to the local Aboriginal community be acknowledged and encouraged through the development process, and that should future archaeological investigation determine that intact structural remains associated with the Institution be found, that these may require in situ retention by the NSW Heritage Division. The Parramatta Native Institution has been further detailed and considered within the draft CMP at **Attachment B**.



Figure 32. Key plan of views  
Source: Design 5

# Justification

Management of the impacts of excavation would relate to a comprehensive archaeological research design and investigation, followed by the creation of a comprehensive interpretive offset, in consultation with the NSW Heritage Division, Parramatta Council, the local Aboriginal community and the NSW Office of Environment and Heritage (OEH) to ensure that any archaeological resources were adequately recorded and contribute to the public appreciation and understanding of the site. Should the development proceed as envisaged by the Master Plan, the archaeological management approach would need to be adequately justified in order to be approved by the NSW Heritage Division as part of an archaeological permit process under the relics provision of the NSW Heritage Act (1977), and the Aboriginal objects provisions of the NPW Act (1974).

The Archaeological Report assessed the three options presented in the Architectus Master Plan and provides a number of recommendations to mitigate impacts on potential archaeological deposits. These will be adopted and adhered to throughout the development process.

## Solar access and overshadowing

The Master Plan has been developed to ensure no additional overshadowing of the protected area of Parramatta Square (as defined by the Parramatta DCP 2011) to the east between 12pm - 2pm on 21 June.

The north-eastern portion of the subject site is located within the sun access plane to Parramatta Square and the maximum building height in this portion of the site is proposed to be set significantly below the height of the sun access plane. This will ensure the protection of solar access not only to Parramatta Square, but also to Church Street, Centenary Square, and the proposed square at certain times throughout the day and year.

It is noted that there are implications on this Proposal of proposed changes to sun access protection to Parramatta Square under the Planning Proposal for 48 Macquarie Street and 220-230 Church Street and surrounding land. Architectus on behalf of ACPT and the St John's Parramatta Endowment Fund made a submission to this Planning Proposal on 4 April 2018 during the public exhibition period which highlighted a number of concerns.

It is the long-established approach in the City of Parramatta to protect solar access to public open space between 12pm-2pm at midwinter (21 June). This has been a guiding principle in the preparation of the Master Plan, which results in no additional overshadowing of the protected area of Parramatta Square during these times.

The submission questioned whether it was considered necessary, or even desirable, to protect direct solar access to Parramatta Square outside of midwinter, given the

implications this would have on development capacity in the Parramatta City Centre and whether the benefits in terms of amenity in the Centre are sufficient to warrant such an impact. This is particularly relevant when considering that the local climatic conditions are such that for much of the year people are more likely to be seeking shade than sun and when considering solar access to public space holistically across Parramatta Square, Centenary Square, and the proposed square to the west of the Cathedral. At all times of year and throughout the day a range of sunny and shady spaces will be available across these three interconnected spaces.

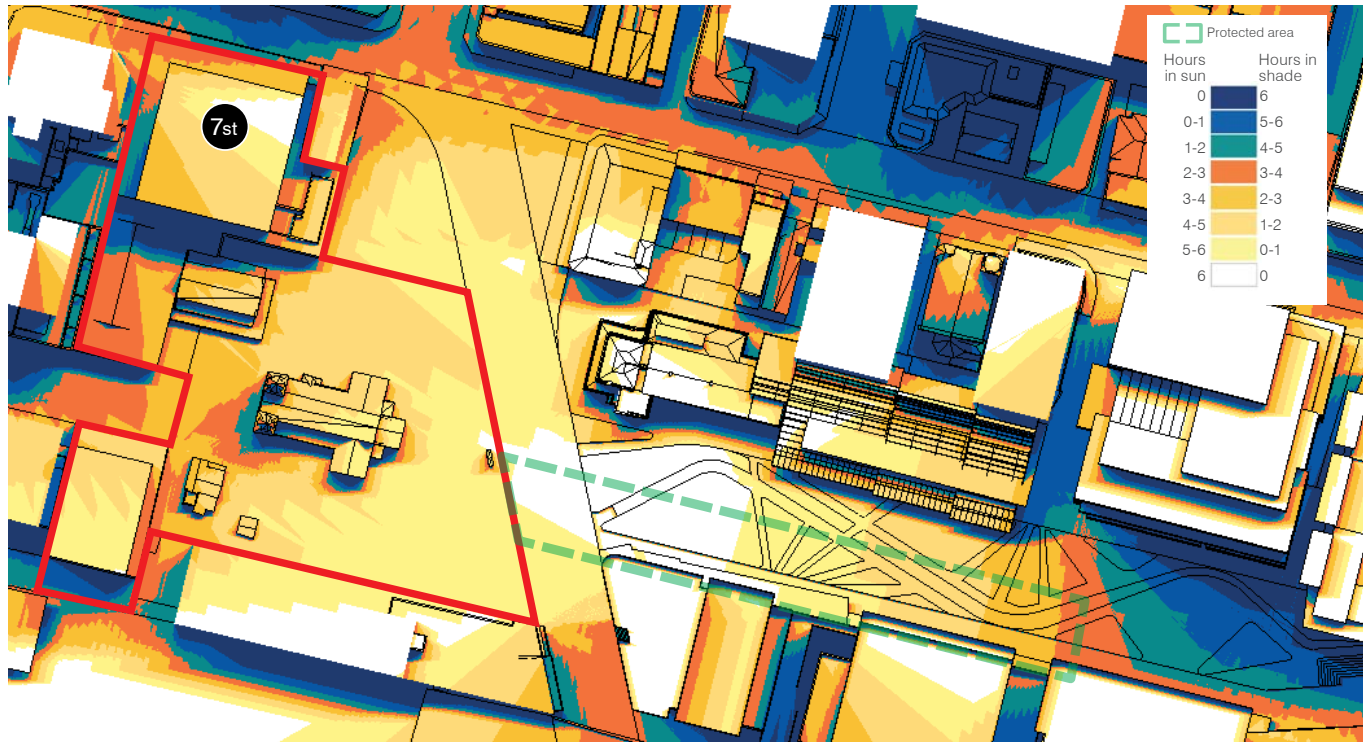
It is considered that overshadowing of Parramatta Square to the degree proposed by the Master Plan outside of mid-winter is acceptable under the circumstances, given:

- There is no increase in overshadowing of Parramatta Square between 12pm - 2pm at mid-winter as a result of the development;
- While there will be some overshadowing of Parramatta Square outside of midwinter, the proposal allows for 4-6 hours of direct sunlight to be retained to Parramatta Square (refer **Figure 33** overleaf);
- Overshadowing by the proposal is most pronounced around the time of the equinox. The mean maximum temperature for Parramatta in March is 26.3 degrees Celsius. Obstruction of the western sun for a portion of the square on a typical March day is likely to be welcomed by the majority of people utilising the space;
- Expanding the time of year, as opposed to the time of day, from mid-winter protection to year-round protection results in a significant expansion of the area where development capacity is restricted. If the same approach were to be applied to other protected areas in the Parramatta City Centre the impacts on development capacity across the centre would be severe;
- There is limited risk of cumulative overshadowing impact on Parramatta Square of maintaining the status quo; and
- The public benefits of this Planning Proposal outweigh the impacts of overshadowing. This proposal will facilitate a high-quality commercial office development, advancing the aspirations of Parramatta as a major commercial centre, and deliver additional publicly-accessible open space in the form of a square within which to frame the State-heritage listed St John's Cathedral.

The protected area of Parramatta Square will receive high levels of direct solar access throughout the day at the equinox, irrespective of the proposed development. It is noted that the average maximum daytime temperature in Parramatta

# Justification

## Parramatta CBD Planning Proposal



## Preferred Master Plan option

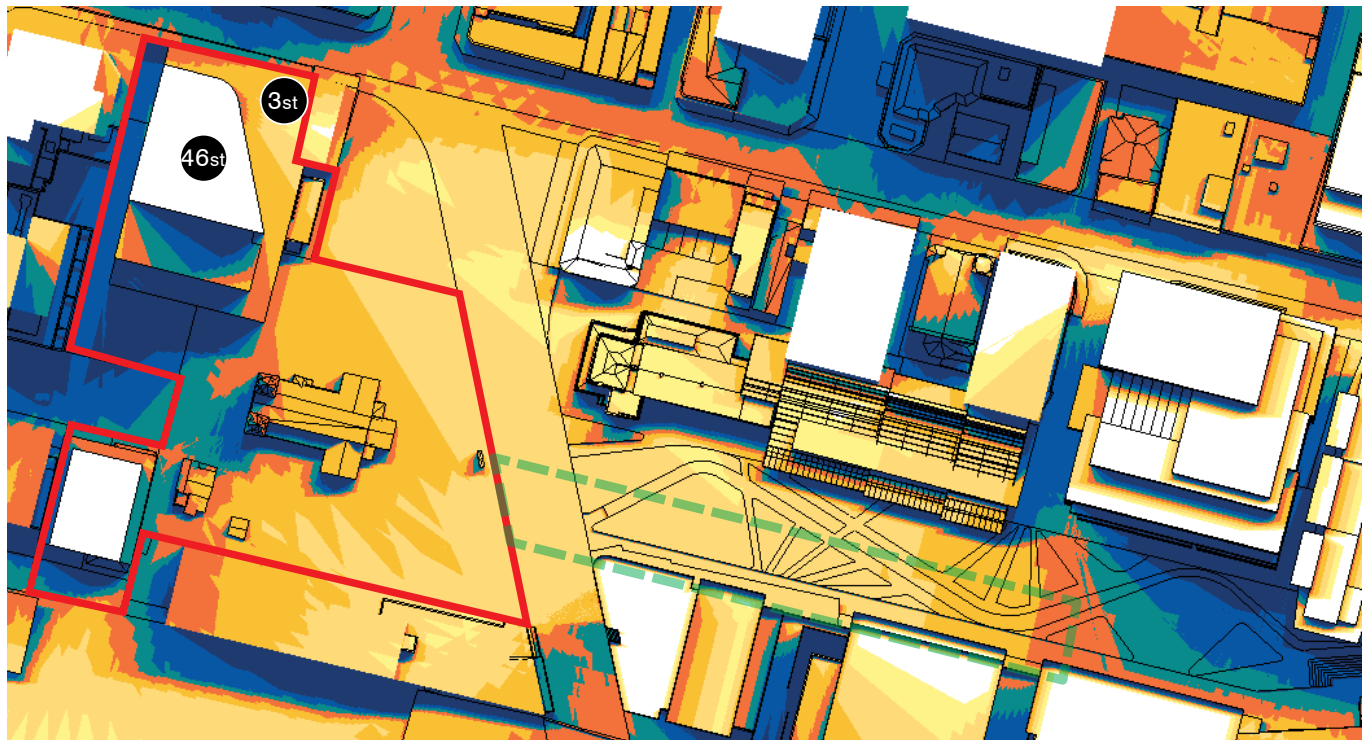


Figure 33. Hours of sun access to public open space on March 21  
Site outlined in red and number of storeys indicated.



# Justification

on March 21, the autumn equinox, is 26.3 degrees Celsius - conditions in which people will appreciate shade in locations where it is provided.

## Traffic

A Traffic Impact Assessment Report has been prepared for the future development of the site by Taffix and is provided at **Attachment F**. This report considers the impact of the proposed mixed-use commercial, retail, residential and place of public worship development based on the Master Plan.

The report refers to Council's resolution on 10 April 2017, by which Council endorsed the action recommended by the *Parramatta CBD Strategic Transport Study* to reduce maximum car parking rates to be consistent with those used by the City of Sydney CBD. Based on the City of Sydney's rates, the proposal is found to be permitted to provide a maximum of 220 car parking spaces. The Master Plan provides 220 car parking spaces, satisfying Council's controls. The report states that this is supportable due to the relatively low demand for retail customer car parking that would be generated based on the provided retail floor space in the Master Plan, and the site's proximity to a range of public transport services, particularly the Parramatta Railway Station and bus interchange, making it a "prime example of a candidate site for reduced car parking provision".

The report takes into account the proposed changes to surrounding road network due to the future Parramatta Light Rail and provides traffic modelling for three critical intersections, being Argyle Street/Marsden Street, Church Street/Macquarie Street, and Hunter Street/Marsden Street, as well as the future intersection layouts for Macquarie Street demonstrates the proposed network has sufficient capacity to accommodate anticipated traffic caused by the proposal. The report notes that a detailed traffic model and internal layout of basement car parking will be able to be provided with a future Development Application.

It is noted that the DCP currently restricts vehicular access from Macquarie Street. However, noting the proposed development seeks to create a publicly-accessible square within Hunter Street, it is considered appropriate to separate vehicular access from the envisaged pedestrian thoroughfare. Furthermore, traffic modelling provided in the Traffic Report at Attachment F demonstrates that the proposed distribution of traffic to and from the Macquarie Street frontage can be readily accommodated within the road network and states "the proposed access is therefore considered to be located on the most suitable street frontage of the site and is supportable on traffic engineering grounds."



***Has the planning proposal adequately addressed any social and economic effects?***

Facilitation of the proposal is considered to provide positive social and economic outcomes, while resulting in an outstanding built form and design outcome for the site.

The proposal provides an essential increase in capacity of approximately 5,368 sqm of GFA for the functions of the Parramatta Parish through the provision of a new commercial development (containing new parish facilities). This has been provided according to the brief by the Parish, which has highlighted that the Parish in recent years has not had sufficient space to support its functions.

The proposal additionally seeks to provide a new Square for civic use, that is sympathetic to the nearby Parramatta Square and Centenary Square, and which effectively and attractively relates the St John's Anglican Church to its surrounds.

In total, the Proposal, as envisaged by the Master Plan, will achieve a mix of land uses on site which deliver approximately 72,858 sqm of GFA, comprising:

- 5,368sqm for Church uses;
- 52,428 sqm of commercial office space (providing approximately 4,450 jobs);
- 838 sqm of retail; and
- 14,224 sqm of residential uses (approximately 168 dwellings).

These economic outcomes are considered appropriate for the site's central siting within the Parramatta City Centre, adjacent Parramatta Square (undergoing urban renewal) and in close proximity to Parramatta Train Station.

## 5.5 Section D: State and Commonwealth interests



***Is there adequate public infrastructure for the planning proposal?***

There is adequate public infrastructure to support the Planning Proposal. As highlighted throughout, the site and its surrounds are well-sited among existing road infrastructure, public transport (Parramatta Rail Station and bus interchange, and future Parramatta Light Rail), and services to accommodate intensive development, demonstrated by the siting of the adjacent Parramatta Square urban renewal redevelopment.



***What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway determination?***

Consultation will be undertaken with public authorities

# Justification

in accordance with the requirements of a Gateway determination. It is recommended that a Gateway determination be issued requiring consultation with the following State and Commonwealth public authorities:

- Transport for NSW
- Sydney Trains
- Ausgrid
- Heritage Division - NSW Office of Environment and Heritage
- Roads and Maritime Services
- Department of Infrastructure and Regional Development (in relation to the Obstacle Limitation Surface (OLS))





# Chapter 6

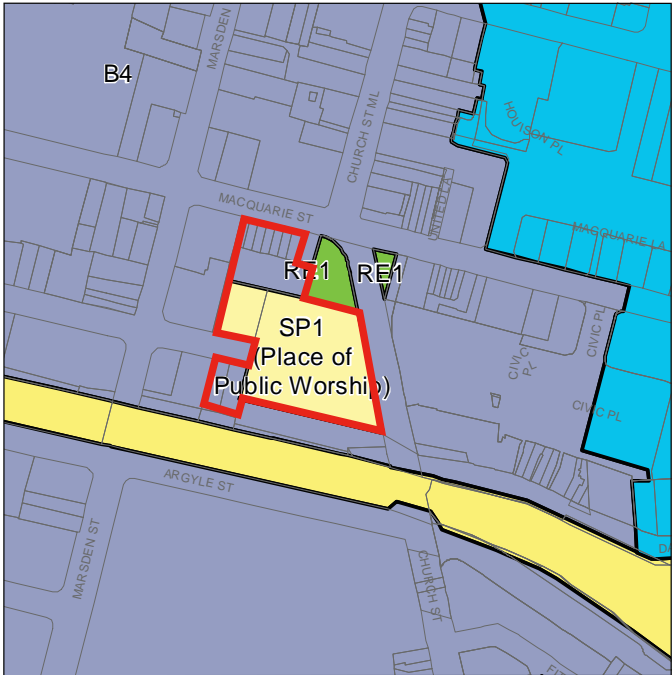
## Mapping

# Mapping

This section outlines the existing and proposed Parramatta LEP 2011 Map amendments. It is noted that these include the options put forward within this Planning Proposal for illustration of **Chapter 4**. This proposal nominates ‘Option 1’ as the preferred option in accordance with the Master Plan.

## 6.1 Current LEP Maps

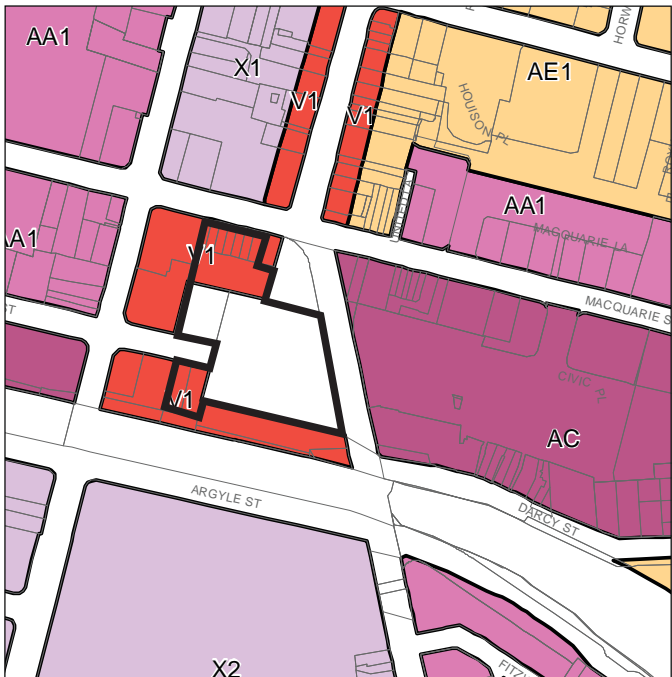
- Zoning**
- B3** Commercial Core
  - B4** Mixed Use
  - RE1** Public Recreation
  - SP1** Special Activities
  - SP2** Infrastructure



Land use zoning (Parramatta LEP 2011)

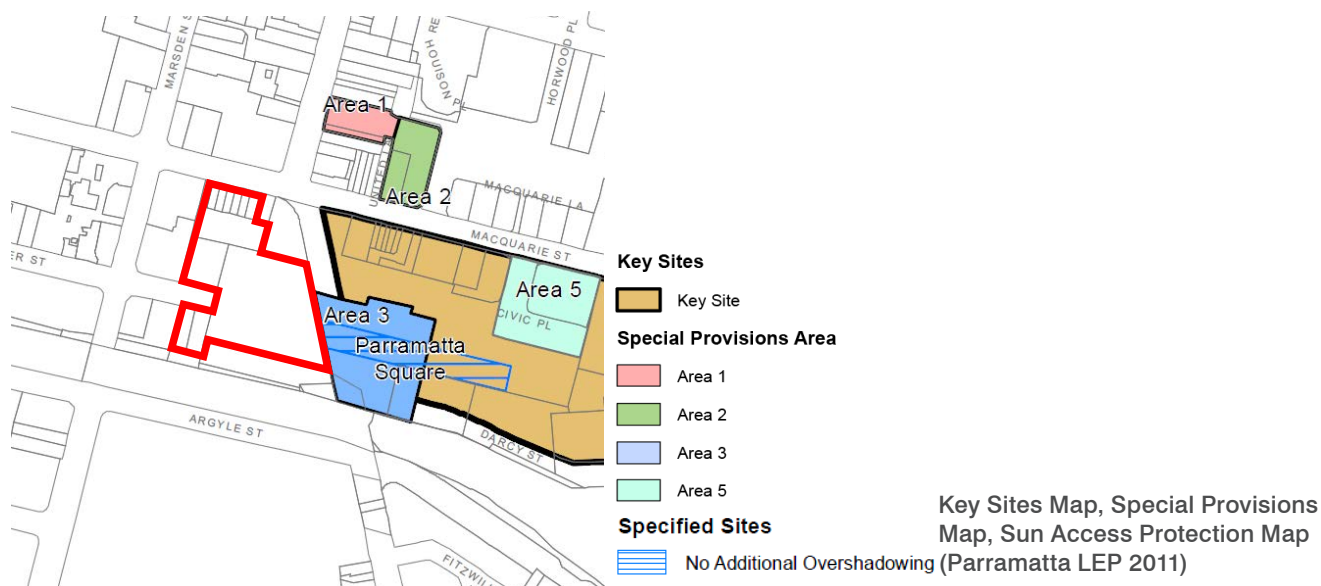
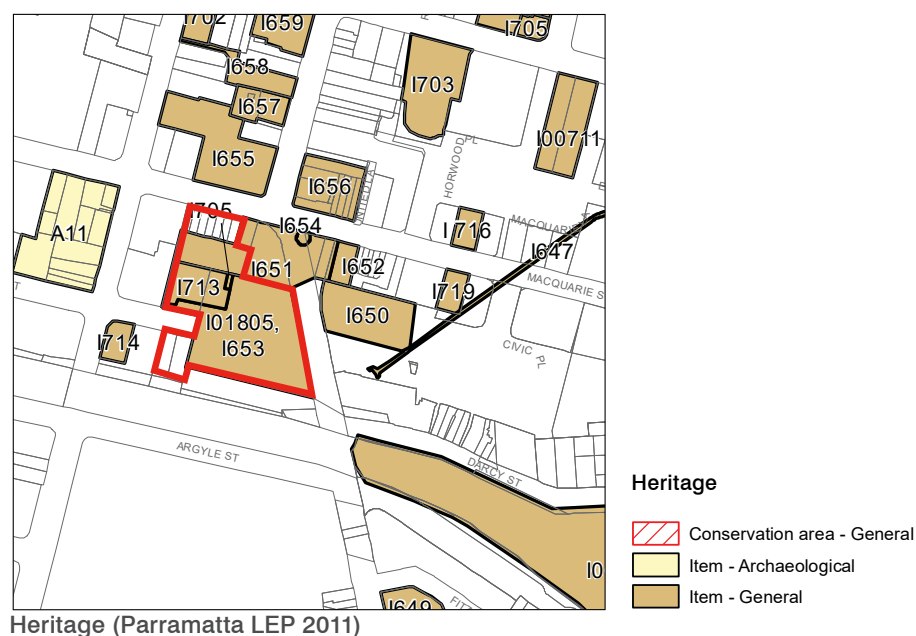
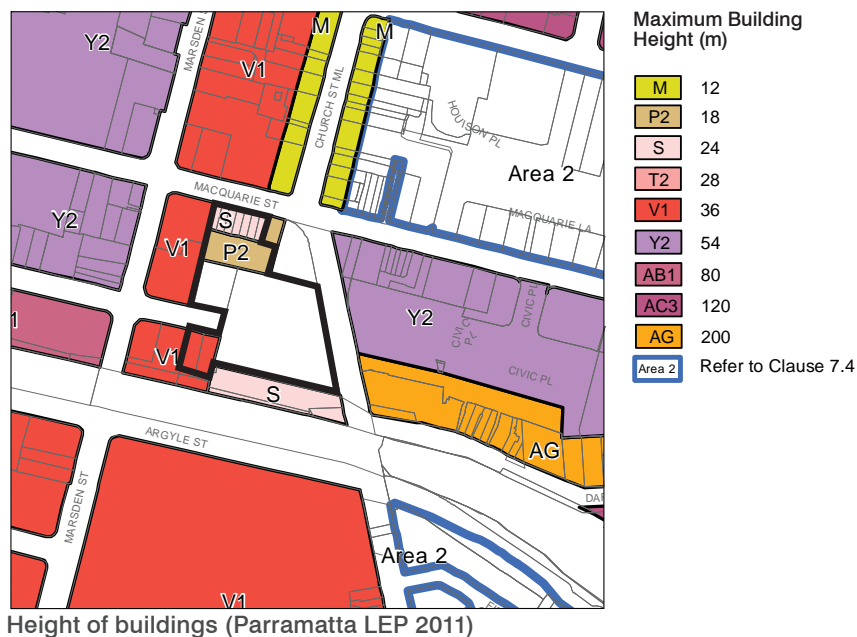
**Maximum Floor Space Ratio (n:1)**

- X1** 4.0
- X2** 4.2
- V1** 3.0
- AA1** 6.0
- AC** 8
- AE1** 10



Floor Space Ratio (Parramatta LEP 2011)

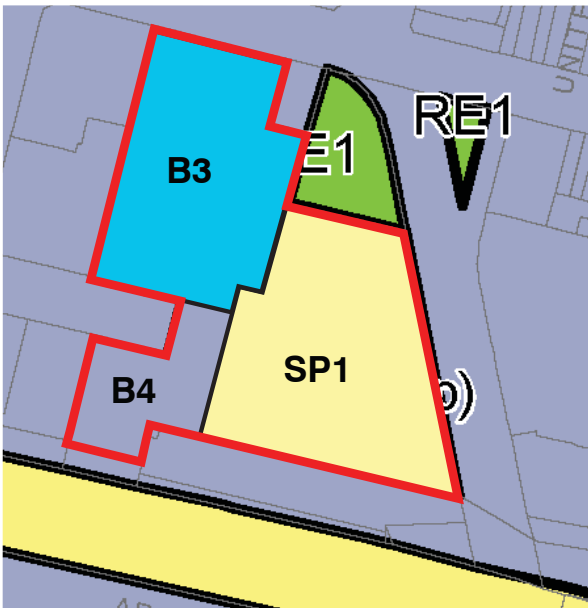
## Mapping



6.2 Proposed LEP Map Amendments

To achieve the objectives and intended outcomes of this Planning Proposal, the Land Use Zoning Map is proposed to be amended. To facilitate the Height and FSR controls sought, two options are put forward.

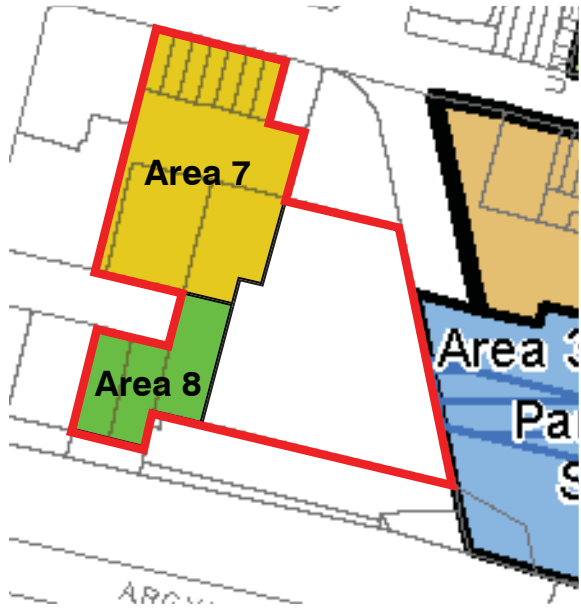
Proposed Land Use Zoning Map



- Land Use Zoning
- B3** Commercial Core
  - B4** Mixed Use
  - RE1** Public Recreation
  - SP1** Special Activities
  - SP2** Infrastructure

Option 1: Site-specific provision

Proposed Key Sites Map



- Key Sites
- Key Site**
- Special Provisions Area
- Area 1**
  - Area 2**
  - Area 3**
  - Area 5**
  - Area 7**
  - Area 8**
- Specified Sites
- No Additional Overshadowing**

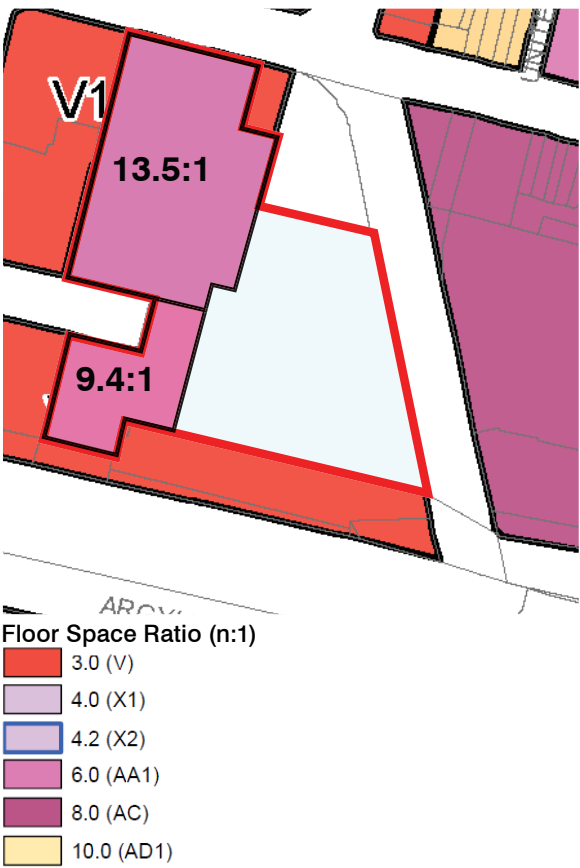


# Mapping

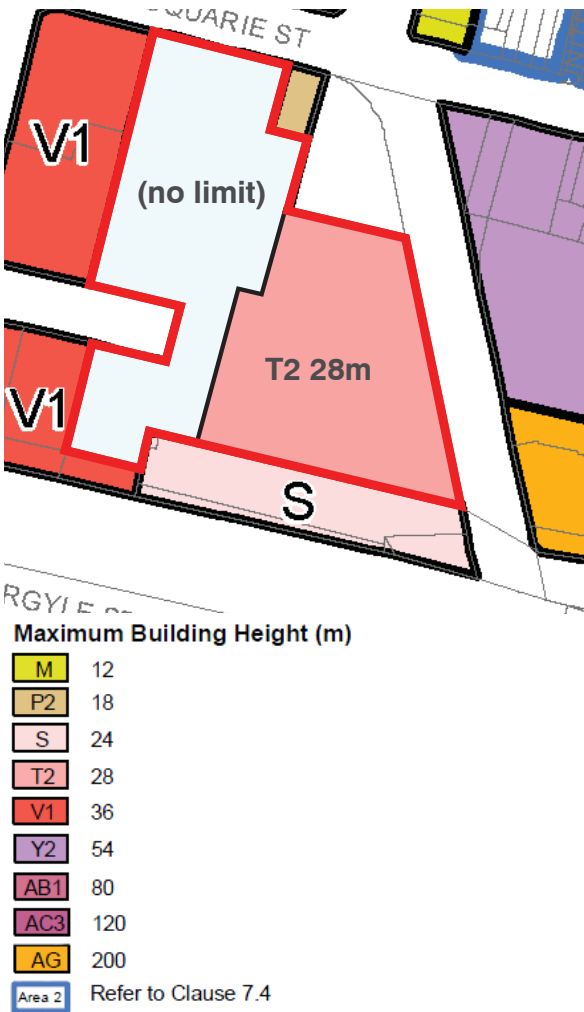
Within Option 2, one option has been put forward for the proposed FSR map. Three possible mapping outcomes have been generated, referred to as Option A, Option B and Option C. This is due to the complexities of the Parramatta Square sun access plane, which affects the north-eastern portion of the site as illustrated overleaf. A description of each is provided as follows.

## Option 2: Amended LEP 2011 Maps

### Proposed Floor Space Ratio Map

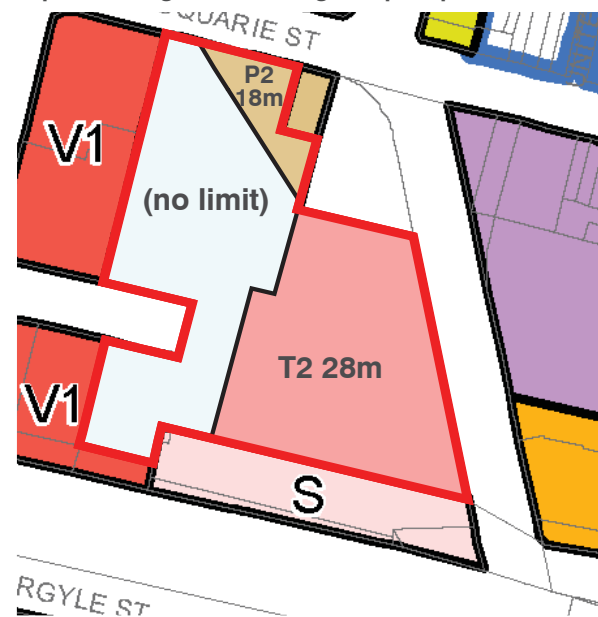


### Proposed Height of Buildings Map - Option A



Future development on land affected by the Parramatta Square sun access plane will be required to comply with Parramatta Square sun access plane controls in the DCP.

Proposed Height of Buildings Map - Option B

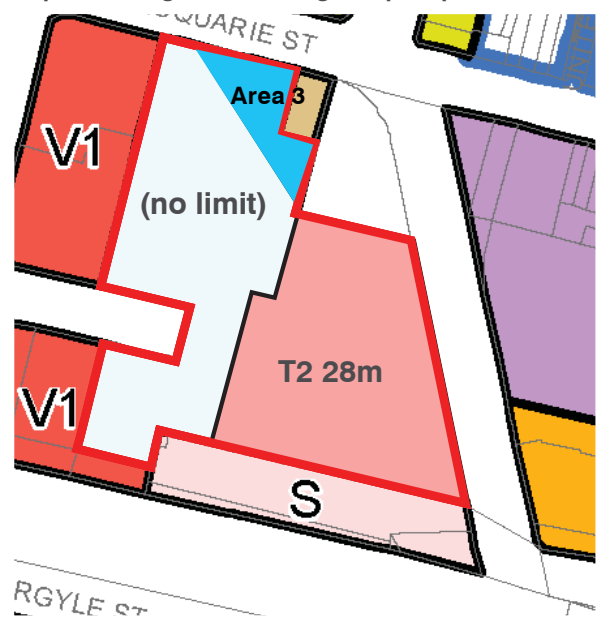


Maximum Building Height (m)

M	12
P2	18
S	24
T2	28
V1	36
Y2	54
AB1	80
AC3	120
AG	200
Area 2	Refer to Clause 7.4

Option B results in a height limit of 18m to the north-eastern portion. This is consistent with the proposed podium height, which is significantly below the plane to ensure protection of sun to Parramatta Square in mid-winter.

Proposed Height of Buildings Map - Option C



Maximum Building Height (m)

M	12
P2	18
S	24
T2	28
V1	36
Y2	54
AB1	80
AC3	120
AG	200
Area 2	Refer to Clause 7.4
Area 3	

Option C considers the likely event that the 48 Macquarie Street Planning Proposal is finalised in advance of this Planning Proposal. It emulates and adopts an 'Area 3' categorisation on the north-eastern portion to ensure protection of sun to Parramatta Square in mid-winter.

# Chapter 7

## Consultation

# Consultation

*This section provides information regarding consultation with council, stakeholders, residents and the community which has informed the preparation of this Planning Proposal.*

## 7.1 City of Parramatta Council

Consultation with the City of Parramatta Council has been undertaken as the Planning Proposal has been prepared, including an initial meeting on 22 February 2017. Subsequent meetings include:

- 21 June 2017 (Workshop 1);
- 12 July 2017 (Initial Heritage Workshop);
- 20 October 2017 (Urban Design and Planning);
- 13 November 2017;
- 14 November 2017;
- 22 February 2018 (Heritage meeting); and
- 18 April 2018 (Sun plane access discussions).

This consultation has involved the sharing of information and seeking of advice on a range of matters to inform the Planning Proposal. Where possible, issues raised by Council have been incorporated within the final Master Plan.

## 7.2 Parish

Presentations with the Parish to the congregation were additionally held on 24 September 2017, 8 October 2017 and 24 October 2017.

## 7.3 Office of Environment and Heritage

Consultation with OEH has included meetings held on 9 October 2017 and 24 May 2018. Consultation with OEH will continue to occur in relation to this Planning Proposal and the draft CMP, which had been formally lodged with OEH.

## 7.4 Relevant Commonwealth and State public authorities

Consultation will be undertaken with public authorities in accordance with the requirements of a Gateway determination. It is recommended that a Gateway determination be issued requiring consultation with the following State and Commonwealth public authorities:

- Transport for NSW
- Sydney Trains
- Ausgrid
- Heritage Division - NSW Office of Environment and Heritage
- Roads and Maritime Services
- Department of Infrastructure and Regional Development (in relation to the Obstacle Limitation Surface (OLS))

## 7.5 Consultation strategy

Confirmation of the public exhibition period and requirements will be provided as part of a Gateway determination and public consultation will be undertaken in accordance with these requirements.

The duration and requirements for public exhibition of this Planning Proposal will be provided as part of a Gateway determination. Community consultation will be undertaken in accordance with these requirements.

It is anticipated that the State and Commonwealth authorities identified in Section 6.4.2 will be notified of the Planning Proposal and given a minimum of 21 days to provide comments. Additionally, it is assumed that the Planning Proposal will be publicly exhibited for a period of 28 days on the City of Parramatta Council website and in newspapers circulated within the City of Parramatta Local Government Area (LGA).



# Chapter 8

## Project timeline

## Project timeline

The following timeline is proposed for progression of this Planning Proposal:

### September 2018

Submission of the Planning Proposal to the NSW Department of Planning and Environment for Gateway Determination

### May 2018

Lodgement of the Planning Proposal to the City of Parramatta Council

### Mid-October 2018

Issue of a Gateway Determination by the NSW Department of Planning and Environment

**November-December 2018**

Government agency consultation and public exhibition of the Planning Proposal.

**April-May 2019**

Consideration of final Planning Proposal by Council for submission to the Department of Planning and Environment.

**2019**

**February-March 2019**

Consideration of submissions received during the public exhibition period and following public agency consultation.

**Post-June 2019**

Making of the LEP either by the NSW Department of Planning and Environment or the City of Parramatta Council, if delegated.







# Chapter 9

## Conclusion



This Planning Proposal facilitates the delivery of approximately 4,450 jobs, renewed Parish facilities to service the social and spiritual needs of the community, and celebrates the St John's Anglican Cathedral through a new square at the heart of the Parramatta City Centre.

This Planning Proposal has been prepared in accordance with Section 3.3 (cf Section 55) of the *Environmental Planning and Assessment Act, 1979* and 'A Guide to Preparing Planning Proposals' (NSW Department of Planning & Environment, 2016).

The objective of this Planning Proposal is to facilitate built form outcomes that respond and contribute to Parramatta's transforming CBD-status, as well as provide a new setting celebrating the St John's Anglican Cathedral through the Master Plan. These outcomes include:

- 1 A new publicly accessible square**  
A publicly accessible square and western forecourt to the St John's Cathedral, providing additional open space in the Parramatta City Centre interconnected with, and complementary to, the adjoining Centenary Square and nearby Parramatta Square;
- 2 Improved setting**  
The creation of an improved setting for the St John's Cathedral that is fitting of its repositioning in the Parramatta City Centre adjacent Parramatta Square, which is axially aligned to the building;
- 3 Active through-site laneway link**  
An activated pedestrian laneway linking the proposed square to Macquarie Street in the north;
- 4 A-grade commercial space**  
An A-grade commercial office building (the 'North Tower') of 45 storeys with approximately 45,000sqm of leasable office space, parish facilities located within the podium of the building, and active ground floor uses; and





#### 4 Residential accommodation

A residential tower development at the south of the site (the 'South Tower') of 43 storeys with approximately 168 units for residential style accommodation and ground floor active uses.

The Planning Proposal and accompanying indicative Master Plan represent a 100-year long-term vision for the Parish, who will retain ownership of the land into the future, and ensures the longevity of use of the historically significant site as a place of public worship.

To achieve the objectives and intended outcomes of the proposal, it is proposed to amend the current Land Use Zoning map, and amend the height and FSR controls applying to the site. The Planning Proposal responds to the strategic direction for growth of the Parramatta City Centre, in particular by providing much needed A-grade commercial office space which will contribute to the economic and employment growth at the Metropolitan Centre of the 'Central River City'. Further, this Planning Proposal demonstrates that the proposed redevelopment of the site has substantial merit and will provide significant public benefits by providing a new publicly accessible square which is highly interconnected with the adjoining Centenary Square and Parramatta Square. It also promotes a built form outcome for the site which better relates to the State heritage listed Cathedral and frames it within the public domain and built form which provides suitable separation, use, and massing.

A development of the site under the existing planning controls would contribute little to the growth of the Parramatta City

Centre; would result in a built form scale and massing which would not promote historic views toward the Cathedral or reflect the heritage significance of the building; and any publicly-accessible square that may be achieved would be significantly constrained in its size, its alignment with the Cathedral, and its edge activation. This Planning Proposal and associated Master Plan therefore achieves a far superior outcome for the site and should be supported.

The Planning Proposal is the best way to achieve the outcome envisaged by the Master Plan, which has informed the proposal through various models of testing, best practice urban design principles, sensitive approaches to heritage, and planning constraints. A draft CMP has been prepared for the site which considers the site's heritage significance and proposes policies for its ongoing conservation, with which this Planning Proposal is highly consistent. Further, the heritage impact of the Planning Proposal have been considered in the Heritage Impact Statement which concludes that the adverse impacts of removal of the Parish Hall are outweighed by the benefits afforded by the Planning Proposal in creating an enhanced setting for the Cathedral.

**It is recommended that the City of Parramatta Council support this Planning Proposal to proceed to a Gateway Determination.**

**architectus™**