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# Cabramatta Urban Design Study

## Fairfield Centres Studies

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**Prepared for**  
Fairfield City Council

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# We create amazing places



At SJB we believe that the future of the city is in generating a rich urban experience through the delivery of density and activity, facilitated by land uses, at various scales, designed for everyone.

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Executive summary

The delivery of the future Western Sydney Airport, and its associated infrastructure will radically change the spatial social and economic landscape of the Western City as defined in strategic policy document. Fairfield City Council (FCC) is currently undertaking a significant number of studies to inform the planning changes that need to be put in place.

This Study is part of a suite of projects that will inform the planning proposal for the Fairfield Local Environmental Plan 2020 and future amendments including:

- Local Housing Strategy (including Affordable Housing Strategy)
- Community & Open Space Needs Study
- Open Space Strategy
- Transport Study
- Public Domain Plans
- Heritage Study
- Biodiversity Strategy
- Industrial Lands Review, and
- Business Lands Review
- Rural Lands Urban Investigation Area.

This Urban Design Study (the Study) for the Cabramatta Town Centre study area provides a series of recommendations to Fairfield City Council's (Council) with the view of informing future planning policy. This includes the preparation of Council's Local Strategic Planning Statement (LSPS), the review of the Fairfield Local Environmental Plan (LEP) and the Development Control Plan (DCP) for Cabramatta Town Centre. It will also inform the mechanisms that enable Council to deliver on its mandate such as Developer Contributions Planning and Planning Agreements which deliver identified community benefits.

This design-led process is part of Council's accelerated LEP review process and seeks to achieve a broad set of urban design outcomes through the review of the planning controls. The Study specifically aims to guiding future planning proposals and development applications within the Cabramatta Town Centre that will maximise the unique characteristics, opportunities, amenity and vibrancy that the centre can offer.

- Stakeholder engagement**
- Prior to commencing work, a range of targeted stakeholders were consulted to provide a snapshot of community needs and landowner aspirations prior to formulating opportunities to realise desirable development potential reflecting locational strengths and quality urban design within an accessible and safe public domain.
- Study Structure**
- This study is structured into five sections chapters:
- Chapter One: Introduction**
- provides the strategic context for the study
- Chapter Two :Foundation of Place Knowledge**
- presents a detailed analysis of the study area that describes existing urban form and pattern, its history and place in Fairfield City and the broader region inclusive of any significant influences outside of the study area.
- Chapter Two: Place-Based Land Use Planning Framework**
- Established the overarching principles and objectives that any changes to the planning environment should seek to achieve. It also outlines a series of recommended actions and changes to development controls that Council should consider.
- Chapter Three: Illustrative Concept**
- provides an illustration of the possible built form that could result from the recommended changes to the development controls
- Chapter Four: Recommended amendments to development controls**
- outlines a series of more technical plans and drawings that may be included in future revisions of the development controls for the area.

- In gaining place knowledge, the following constraints were identified:
- The fine grain and fragmented ownership patterns in Cabramatta Town Centre
  - The height limitations imposed by the sites proximity to Bankstown Airport
  - Traffic and access constraints
  - Limited access to open space and recreational facilities that would support residential densification
- Having considered the study area's characteristics, community needs, landowner aspirations, and site constraints, the following opportunities have been identified:
- Supporting, protecting and enhancing Cabramatta's role as an specialist centre within the Western City with an authentic Asian identity
  - Introducing residential land uses within the centre to address the demand for more affordable and higher quality accommodation
  - Improving the public domain to respond to a broader cross section of age groups
  - Improve the relationship between car parking and land uses





The study recommends significant uplift within the study area with the potential addition of an additional 55,250m<sup>2</sup> of commercial and retail Gross Floor Area (GFA) as well as approximately 2,150 additional dwellings in the form of apartments within mixed use development.

This new development generates demand for infrastructure, inclusive of community facilities, open space (either new or embellishment of existing provision) pedestrian links, car parking, traffic and road network improvements. The following infrastructure needs have been identified for the study area:

- additional open space
- improved access to open space
- an improved public domain that caters for a range of age groups
- affordable housing
- additional car parking

The in order to retain the existing character of the centre study and create space for growth has recommended :

- the rezoning of the “centre core” to from Zone B4 Mixed use to Zone B3 Commercial Core to avoid the negative impacts of shop-top housing on the existing continuous and fine grain character of the centre
- Using Floor Space Ratio (FSR) as the key metric governing development in the study area
- a relatively modest increase in the base FSR across the centre
- the introduction of bonus FSR linked to the a preferred amalgamation plan that would see progressive residential led development on the periphery of the centre with increases in height in areas where the impacts on the public domain and existing properties are limited
- The removal of height controls from the LEP whilst ensuring that a range of heights is specified in the DCP with buildings ranging from 3 to 16 storeys to allow for variation
- The introduction of active frontage controls as well as street wall setbacks
- The introduction of solar access controls to protect amenity within public spaces
- The upgrading of the public domain and the expansion of existing open space and improving links to the existing open spaces
- The introduction of new recreational facilities within and above the existing carparks

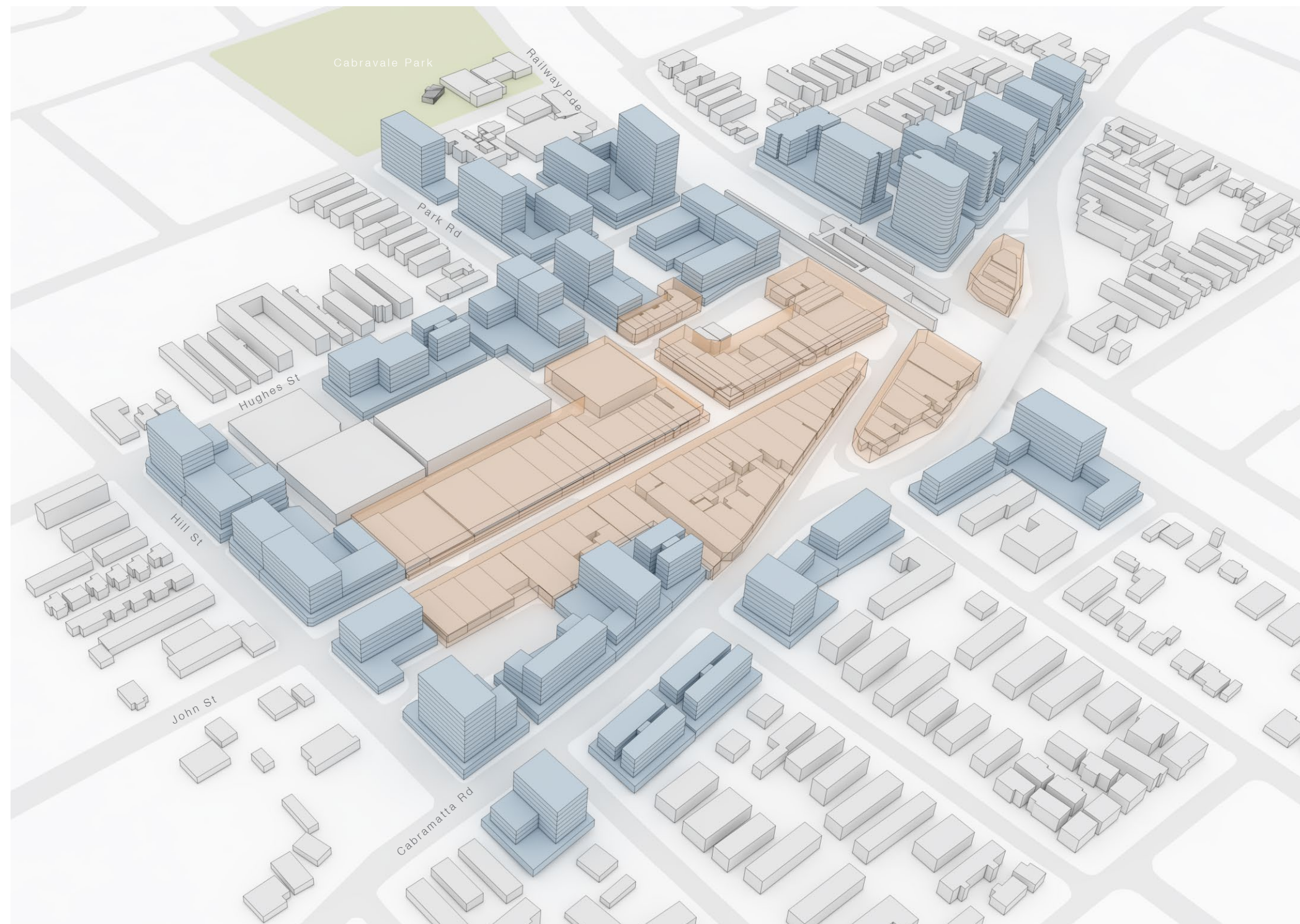


Figure 01: view of proposed massing from the southwest

■ proposed buildings on amalgamated lots  
 ■ uplift within the “centre core”

# Introduction

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This chapter explains the study purpose and process as background information followed by an overview of the study area and the key existing strategic and local policies for Fairfield LGA and Cabramatta.

Introduction

1.1 Background

Fairfield City Council (FCC) have a program to review the Local Environmental Plan (LEP) controls for a number of town and neighbourhood centres with the view of supporting appropriately scaled development that builds upon and reinforces the character of each centre and meets the community’s desires and aspirations for current and future generations. In April 2019 FCC appointed SJB Architects to prepare masterplans for the three centres of Cabramatta, Canley Vale and Carramar. The urban design work that underpins the evolving masterplans with targeted landowner and community engagement will test certain assumptions and development scenarios in order to make recommendations for LEP amendments where required.

This report deals specifically with Cabramatta and is structured to follow two main project stages.

The first stage of the project called “Foundation of Place” provided an opportunity for the urban design team to develop a working knowledge of each centre. This bottom-up-top-down process involved getting an understanding of:

- the existing character of the centre through site visits
- the existing land use planning framework, development controls, as well as metropolitan, district, and local policies and strategies through desktop research
- exploration of key opportunity sites where development is most likely in the short to medium term
- where the centre sits in the hierarchy of metropolitan centres
- community needs through socio-economic profiles and a review of recent studies
- the health of the development industry through a review of recent development applications
- stakeholder aspirations for the centre through interviews of landowners with significant land holdings as well as community based organisation such as local schools and community advocates.

Central to the foundational first stage is the definition of the non-negotiable/core qualities that will need to be retained and protected into the future. The combination of these findings leads to a set of potential opportunities and aspirations that are mediated through the spatial constraints (such as flood affected land, road network congestion etc) and opportunities for each centre. These will then be filtered through the lens of the principles outlined in the NSW Government Architect’s

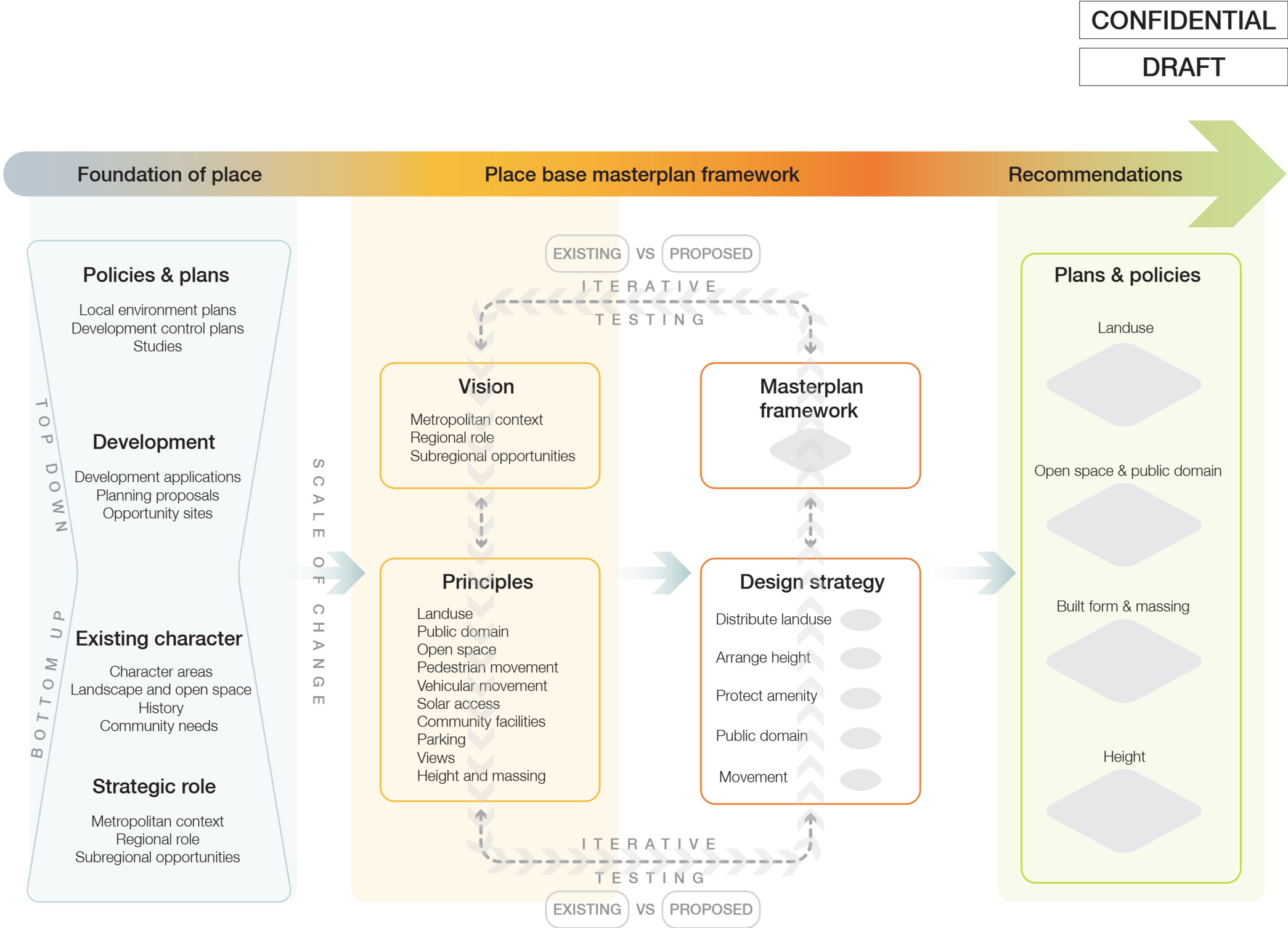


Figure 02: study process diagram



1.2 Study purpose and objectives

The purpose of this study is to undertake an urban design review to guide future planning proposals and development applications that will maximise the unique characteristics, opportunities, amenity and vibrancy that the Cabramatta town centre can offer.

This Study has been undertaken according to the principles set out in the NSW Government’s Western City District Plan. In summary, it takes a design-led planning approach that requires urban design that focuses on people in order to create great places to meet, work, exercise and socialise.

This requires a focus on the whole picture: the streets, the neighbourhoods, the centres and suburbs that will be real, attractive places and provide a great way of life for new and existing residents.

This Study has been prepared in response to an identified need by Fairfield City Council to facilitate revitalisation in the Cabramatta town centre and broader study area.

The Cabramatta Town Centre Urban Design Study seeks to:

- reflect an analysis of current strengths, weaknesses, opportunities and threats determined through in-depth place knowledge built on site visits, literature review, and stakeholder consultation;
- outline a strategic approach to planning and development standards impacting upon built form;
- consider potential development outcomes based on appropriately managing amenity impacts (e.g. overshadowing levels of adjoining development);
- identify movement network and public domain improvements in the Cabramatta town centre and wider study area to overcome existing weaknesses and cater for demand generated from future development;
- recommend development standards within Fairfield Local Environmental Plan 2013 (FLEP 2013) and development controls within a new Cabramatta Town Centre Development Control Plan.

This Urban Design Study, and subsequent Public Domain Plans, are part of the planning process for a new Local Environmental Plan (LEP). As part of the process Council will be preparing a Local Strategic Planning Statement (LSPS), which will be informed in part by the outcomes and recommendations of this study. The LSPS will set out the 20-year vision for land-use in the local area, the special character and values that are to be preserved and how change will be managed into the future. Delivery of outcomes will be implemented by amendments to the Fairfield Local Environmental Plan 2013 (FLEP 2013) as well as updates to the Fairfield City Centre Development Control Plan 2013. Implementation will be further supported by Council’s four year Delivery Plan and annual Operational Plan.

This Urban Design Study identifies key urban design, built form and place making actions to improve the vitality and vibrancy of the Cabramatta town centre as well as to enhance its liveability, accessibility and functionality.

This Study and its recommendations seek to put in place the foundations and opportunities to create a place that is attractive for people and capital investment as well as being inclusive and diverse. Above all, the Study’s recommendations will be the means of catalysing and implementing a broader revitalisation of the Cabramatta town centre.

This Study investigates urban interrelationships across the Cabramatta town centre to identify potential mutual public and private benefits that can be achieved through development within the centre.

To support the functionality of the built form and the wellbeing of a growing residential community, Fairfield City Council seeks to develop a vision for the Cabramatta town centre that:

- is based on a solid foundation of place knowledge and responds to local policy, planning framework and landowner aspirations;
- delivers on the objectives, planning priorities and actions of the Greater Sydney Plan – A Metropolis of Three Cities and Western City District Plan.
- formulates development opportunities that reflect locational strengths and quality urban design outcomes within an accessible and safe public domain.
- provides indicative estimates of potential residential yield and commercial/retail floor space with clear outline of assumptions for calculating these areas.
- outlines achievable building envelopes and recommended proposed height and density controls as well as development controls to guide and manage impacts and maintain access to sunlight and adequate ventilation.
- identify and recommend options for additional infrastructure including facilities, open space (either new or embellishment of existing), pedestrian links, carparking, traffic and road network improvements to meet anticipated future demand.



## Introduction

Better Placed framework to identify the Future Desired Character of the centre and identifying key sites where changes to the LEP controls should be considered to better realised the true potential of the centre while protecting the amenity and enjoyment of the place.

The second stage of the project uses a Place Based Land Use Planning Framework where proposals for each opportunity site are tests and broad recommendations are made for the future development of the centre.

### 1.3 Study area

Cabramatta is recognised as a unique centre in western Sydney that promotes a diverse image incorporating retail, tourism and cultural experiences from South East Asia. Its development in past and more recent times is based upon a foundation predominantly consisting of family based enterprise. Businesses encompass fresh foods, South East Asian dining and fabrics. The centre meet the needs of the cultural diversity of the community, and in doing so has become a focus for day trippers who visit for its well priced fares, food and experiences including the day-to-day food aromas, vibrant signage, strong colours and decoration.

Cabramatta is located in south-west Sydney at the junction of two railway lines. The T3 rail service links Liverpool to Sydney via Bankstown, the T2 links Leppington to Sydney via Clyde and the T5 links Leppington to Richmond via Parramatta. Express services stop at Cabramatta ensuring good regional connections to centres throughout Sydney. A dedicated freight line also passes through the centre, with noise walls to the eastern side designed to reduce the adverse noise impacts.

The north-south railway line splits the study area in two. John Street is the main high street in the centre supporting a wide range of commercial and retail businesses and pedestrian activity. Cabra-Vale Memorial Park is located directly to the north of the town centre with the Cabramatta Diggers club located immediately to the north of the park.

The study area for this project is illustrated on the adjacent plan. It includes all land zoned for commercial purposes in Cabramatta bounded by Hill Street, Hughes Street, Park Street, McBurney Road and Railway Parade. It crosses the railway line to include the mixed use precinct bounded by Fisher Street, Cumberland Street and Cabramatta Road.

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Figure 03: study area aerial plan



Introduction

1.4 Metropolitan context

The centres in Fairfield are situated between Liverpool and Parramatta, both of which are experiencing significant planned growth and consolidation into major subregional city centres. This growth will be supported by public investments into infrastructure and through the relocation of key public institutions to these centres.

Bankstown is also a major hub in this regional network of centres and will benefit from the extension of metro services from Sydney CBD westwards. Early proposals for the metro's route included an extension to Cabramatta. Discussions on a possible extension toward Liverpool through the Bankstown Airport site and Chipping Norton. Metro services from Bankstown in the mid 2020's will extend the reach of public transport to the inner metropolitan area of Waterloo and onto the outer reaches of the north-west at Rouse Hill via the employment, health and education centres of the Sydney CBD, North Sydney and Macquarie University.

Within the Fairfield City Council local government area, Fairfield is the most important centre relative to the strategic hierarchy and growth in south-west Sydney. In order of strategic significance, the three centres comprising this study are Cabramatta, Canley Vale and Carramar. All three centres will benefit significantly from the improving infrastructure of the Western City District.

- NWRL metro line
- metro line currently under construction
- proposed metro line
- metro connection under investigation
- strategic centre
- economic corridor
- renewal areas

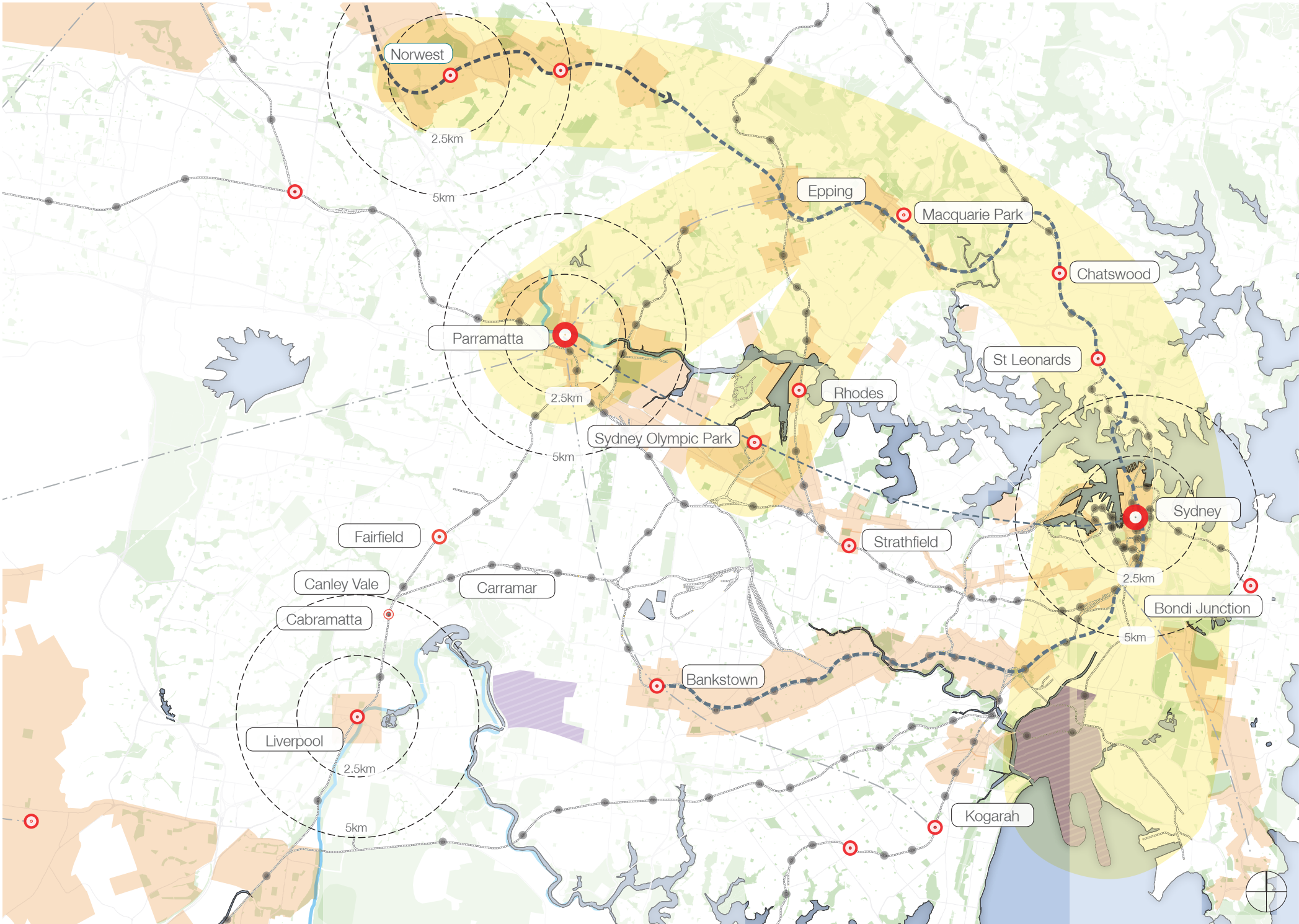


Figure 04: metropolitan context plan

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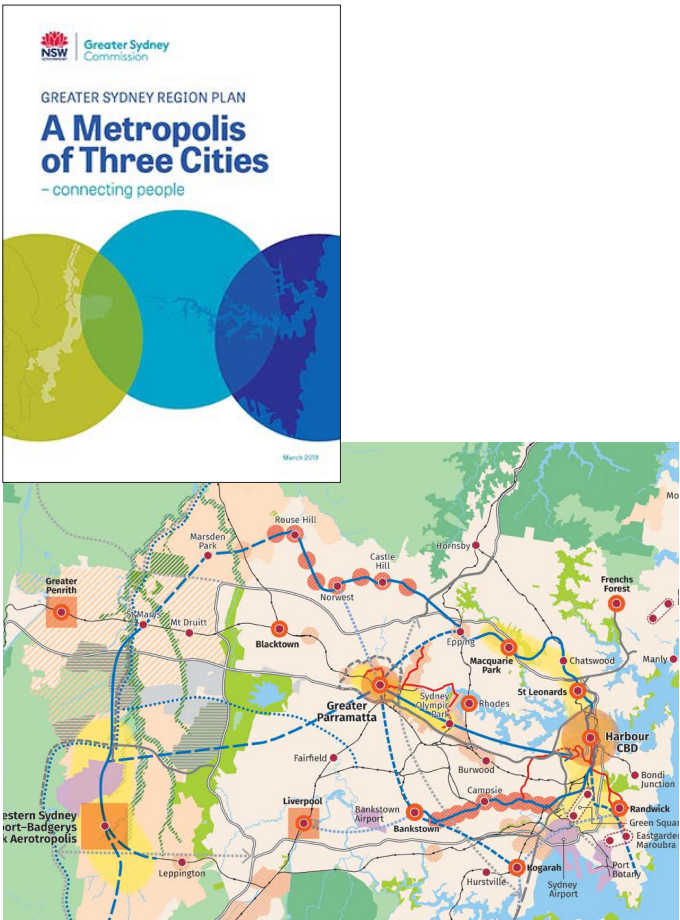
1.5 Metropolitan, district and local strategic planning

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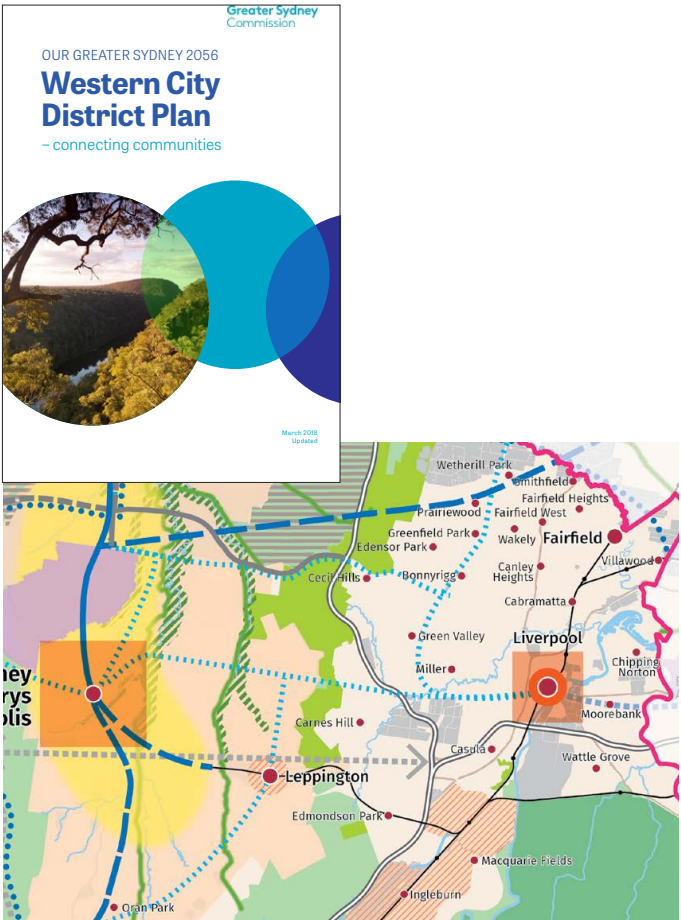
Greater Sydney Regional Plan

In March 2018, the Greater Sydney Commission (GSC) released the Greater Sydney Region Plan (GSRP), A Metropolis of Three Cities ('the Plan'). The Plan is built on a vision of three cities where most residents live within 30 minutes of their jobs, education, health facilities and services (see plan below). This vision seeks to bring together land use and transport patterns to boost Greater Sydney's liveability, productivity and sustainability by spreading the benefits of growth. The plan identifies Liverpool as a major metropolitan centre very close to Cabramatta with links to the future Western Sydney Airport, but is largely silent on the three centres that are the subject of this study. Cabramatta town centre is located on a ridgeline that overlooks the Liverpool central business district and its every changing skyline.



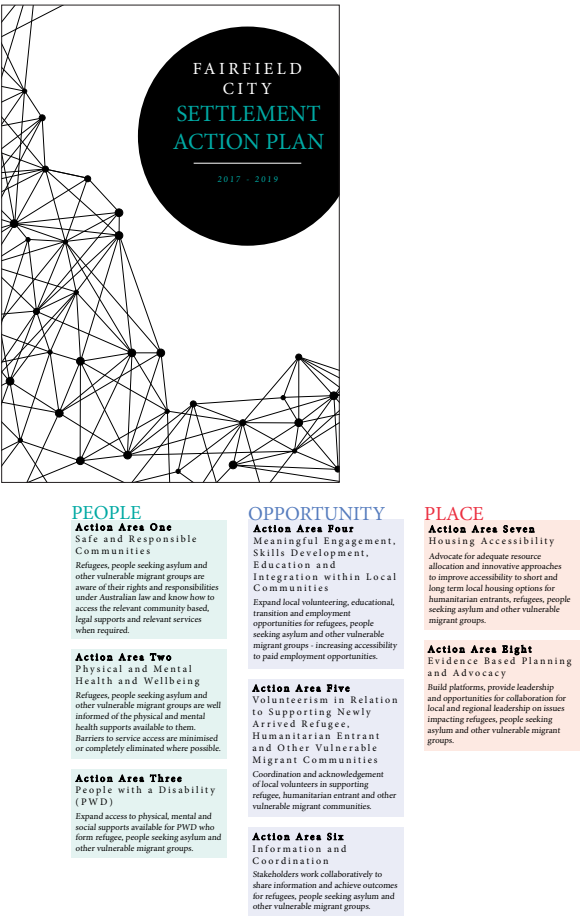
The Western City District Plan

The Western City District Plan is one step down from the GSRP and provides guidance on the future of the western city district. The Western City District Plan characterises Cabramatta and Fairfield as diverse neighbourhoods and multicultural hubs and recognises the important role that migrants and refugees play in the social and economic landscape of the district. Greater emphasis is placed on Fairfield as a strategic centre and Cabramatta is designated as a local centre. Little detail is provided on the three centres which are the subject of this study. Fairfield is one of five housing market demand areas. It proposes to expand existing parklands to create a continuous network of high quality parkland, with specific mention of Cabramatta Creek and Orphan School Creek. The housing target for Fairfield City is 3,050 in the short term (to 2021).



The Fairfield City Settlement Action Plan 2017–2019

The Fairfield City Settlement Action Plan 2017–2019 advocates for adequate resource allocation and innovative approaches to improve accessibility to short and long term housing options for humanitarian entrants, refugees, people seeking asylum and other vulnerable migrant groups. During 2016–17, neighbourhoods in Fairfield have been contributing to the missing middle housing typology mix with the emergence of duplex and triplex developments. The Fairfield City Settlement Action Plan contains three broad categories – people, opportunity and place. These categories are further divided into 8 action areas that seek to address the strategic long term development of the communities.



Introduction

1.6 The Fairfield city centres study 2015

The purpose of this policy is to describe the retail and commercial role of each centre in Fairfield City and provide consistent criteria against which planning proposals or development applications for retail and commercial proposals are to be assessed. The Fairfield City Centres Study (2015) identifies the following four main commercial centres:

- Fairfield City Centre
- Cabramatta Town Centre
- Prairiewood Town Centre
- Bonnyrigg Town Centre

Of these four main centres there are three distinct centre functions identified:

- Major Town Centre (Fairfield City Centre);
- Specialist Centre (Cabramatta Town Centre).
- Subregional Centres (Prairiewood and Bonnyrigg Town centres)

The pre-eminent commercial centre within the Fairfield Local Government Area is Fairfield City Centre. This Centre has the largest concentration of commercial office and retail floor space and currently promotes the widest range of uses. The Cabramatta Town Centre provides the second largest concentration of commercial office and retail floor space and is designated as a Specialist Centre due to its unique cultural character. The centre is a thriving and vibrant hub of activity and attracts businesses and customers from a wide catchment and variety of ethnic backgrounds.

Specialist centres are characterised by:

- The provision of a wide range of retail and commercial services to a large multicultural community;
- The presence of the widest range of specialty shops targeting the needs of the local community
- Its location on a major public transport network with Cabramatta railway station and bus interchange
- Generally containing in the order of 60,000m2 of retail floor space together with a wide range of non-retail services including office space, community services, health facilities and education services
- Its ability to attract large numbers of day-trippers from outside the area seeking a special shopping and cultural experience.

The Study notes that it would be desirable to focus and consolidate commercial growth within existing centres and to encourage rejuvenation and urban renewal within its main town centres.

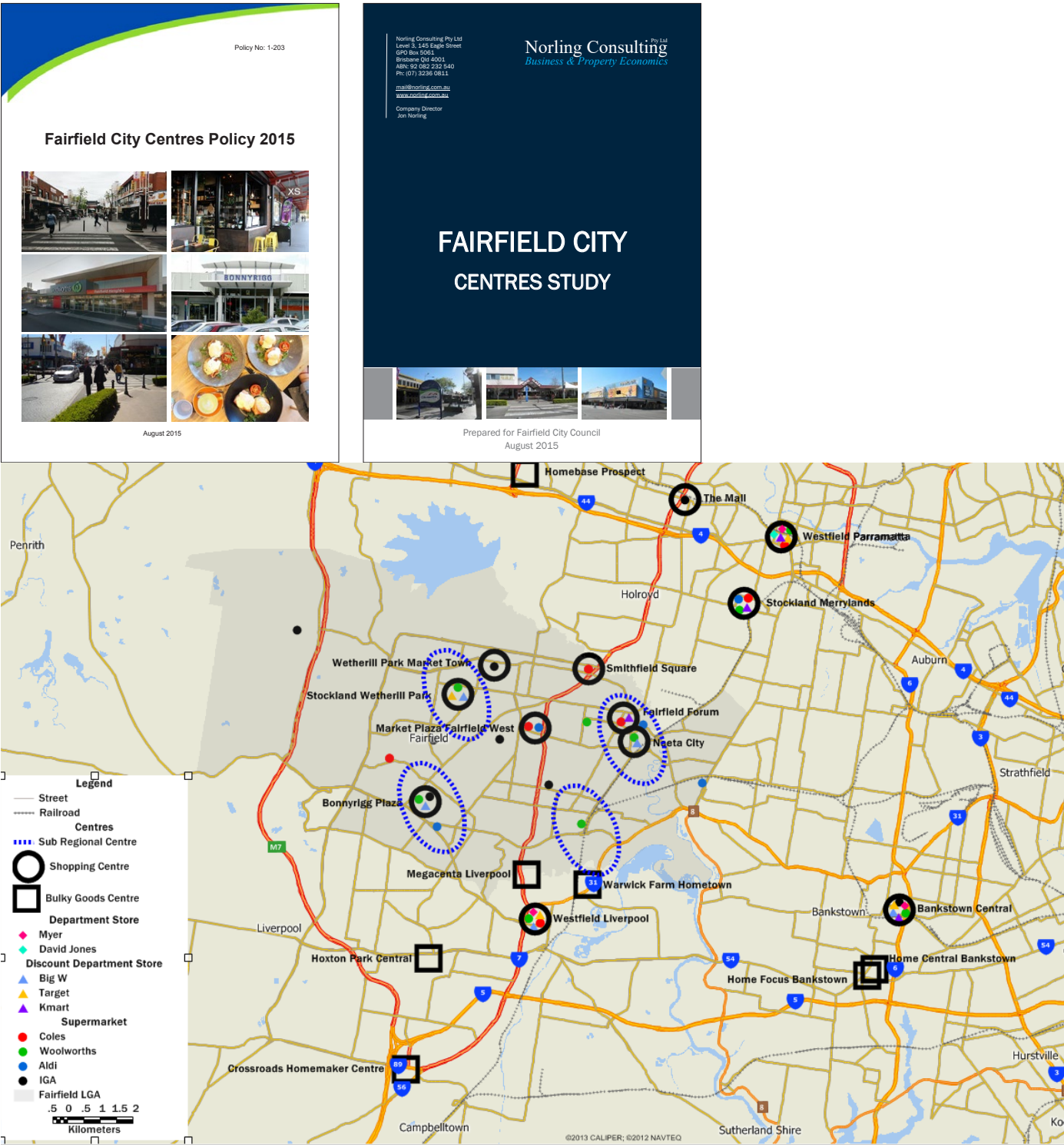
The scale and nature of activities means that ideally additional growth should be located in the main town centre areas, in proximity to other services (including public transport) and facilities that either support or compliment the nature of activities associated with entertainment facilities and function centres.

Other relevant recommendations to this Study include:

- The centres strategy and the Fairfield Local Environmental Plan (LEP) which guides land use and development standards such as height of buildings and floor space ratios, should be enabling, facilitating and encouraging the rejuvenation of mature building structures and their uses to allow for the constantly evolving retail environment and expectations of residents
- Increased building heights should be given serious consideration for medium to high density residential precincts located in close proximity to centres and public transport systems, especially in Fairfield and Canley Vale.
- Fairfield City Council should work with property owners to renovate building frontages and develop a vacancy action plan
- The LEP should incentivise site amalgamation within centres such as by offering greater height limits for larger allotments.
- Maintain efforts to improve safety and security at major centres
- Develop and implement a staged plan to improve public spaces within all major centres, particularly the Cabramatta Town Centre

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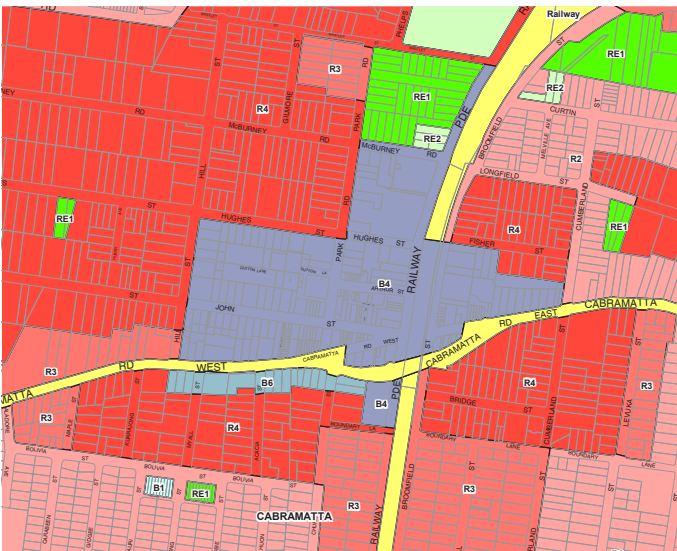


Introduction

1.7 Current Local Environmental Plan controls under Fairfield LEP 2013

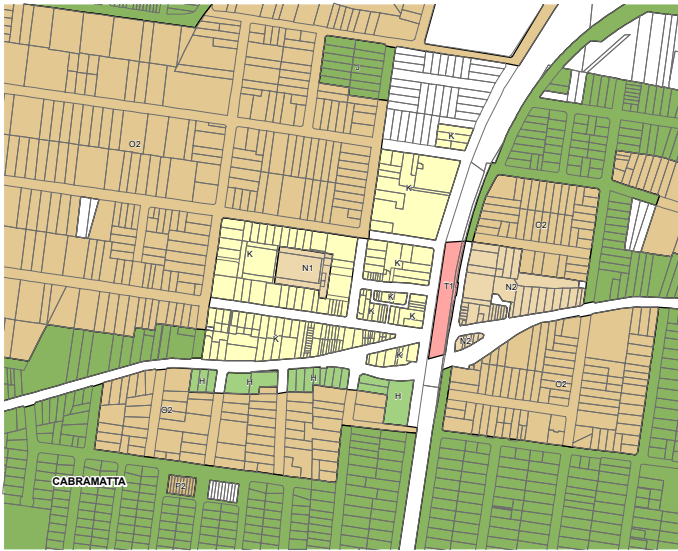
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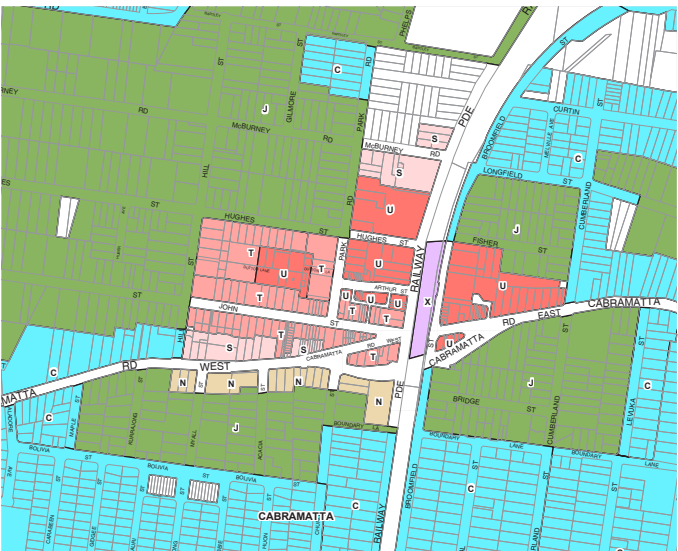
Land use LEP map 2013

- B1 Neighbourhood Centre
  - B2 Local Centre
  - B3 Commercial Core
  - B4 Mixed Use
  - B5 Business Development
  - B6 Enterprise Corridor
  - E2 Environmental Conservation
  - E3 Environmental Management
  - IN1 General Industrial
  - IN2 Light Industrial
  - R1 General Residential
  - R2 Low Density Residential
  - R3 Medium Density Residential
  - R4 High Density Residential
  - RE1 Public Recreation
  - RE2 Private Recreation
  - RU1 Primary Production
  - RU2 Rural Landscape
  - RU4 Primary Production Small Lots
  - RU5 Village
  - SP1 Special Activities
  - SP2 Infrastructure
  - SP3 Tourist
  - W2 Recreational Waterways
  - MD SEPP (Major Development) 2005
  - WSP SEPP (Western Sydney Parklands) 2
  - WSE SEPP (Western Sydney Employment
  - DM Deferred Matter
- Cadastre**  
Cadastre 08/04/2015 © Fairfield City Coun



Height of buildings LEP map 2013

- G 7
  - H 7.5
  - I 8
  - J 9
  - K 10
  - L 11
  - M 12
  - N1 13
  - N2 14
  - O1 15
  - O2 16
  - P1 17
  - P2 18
  - Q 20
  - R 21
  - S 23
  - T1 25
  - T2 26
  - T3 27
  - T4 29
  - U1 30
  - U2 33
  - V1 38
  - V2 39
  - W 42
  - AA 66
- Cadastre**  
Cadastre 02/07/2018 © Spatial Services



Floor space ratio LEP map 2013

- A1 0.1
  - A2 0.33
  - C 0.45
  - D 0.5
  - E 0.57
  - J 0.8
  - N 1
  - R 1.45
  - S 1.5
  - T 2
  - U 2.5
  - V 3
  - W 3.5
  - X 4
- Cadastre**  
Cadastre 26/03/2015 © Fairfield City Council



Heritage LEP map 2013

**Zoning**

The LEP controls for the centre allow for business uses (B4) across the entire site apart from those properties directly to the south of Cabramatta Road. These properties are zoned B6 enterprise corridor and is able to accommodate larger footprint type uses that cannot easily be accommodated in the fine grain town centre. Problematically these lots are generally not deep enough to accommodate this type of building.

**Height to buildings**

Building heights within the centre area generally limited to 10m with the exception of the Dutton Road car park site that is permitted to go up to 13m. This has helped to ensure a low scale of development. Outside of the centre buildings heights area limited to 9 to 16m

**FSR**

Floor space ratio within the centre ranges between 2 and 4. This together with the small lot sizes had informed the short and squat builtform that is prevalent through out the centre. The FSR reduces south of Cabramatta Road to 1:1 signalling a transition to the residential scale beyond.

**Heritage**

The only heritage items in the centre are Cabramatta Library, Pailau Gate and the horse water trough on Railway Parade

Introduction

1.8 Cabramatta Town Centre Development Control Plan

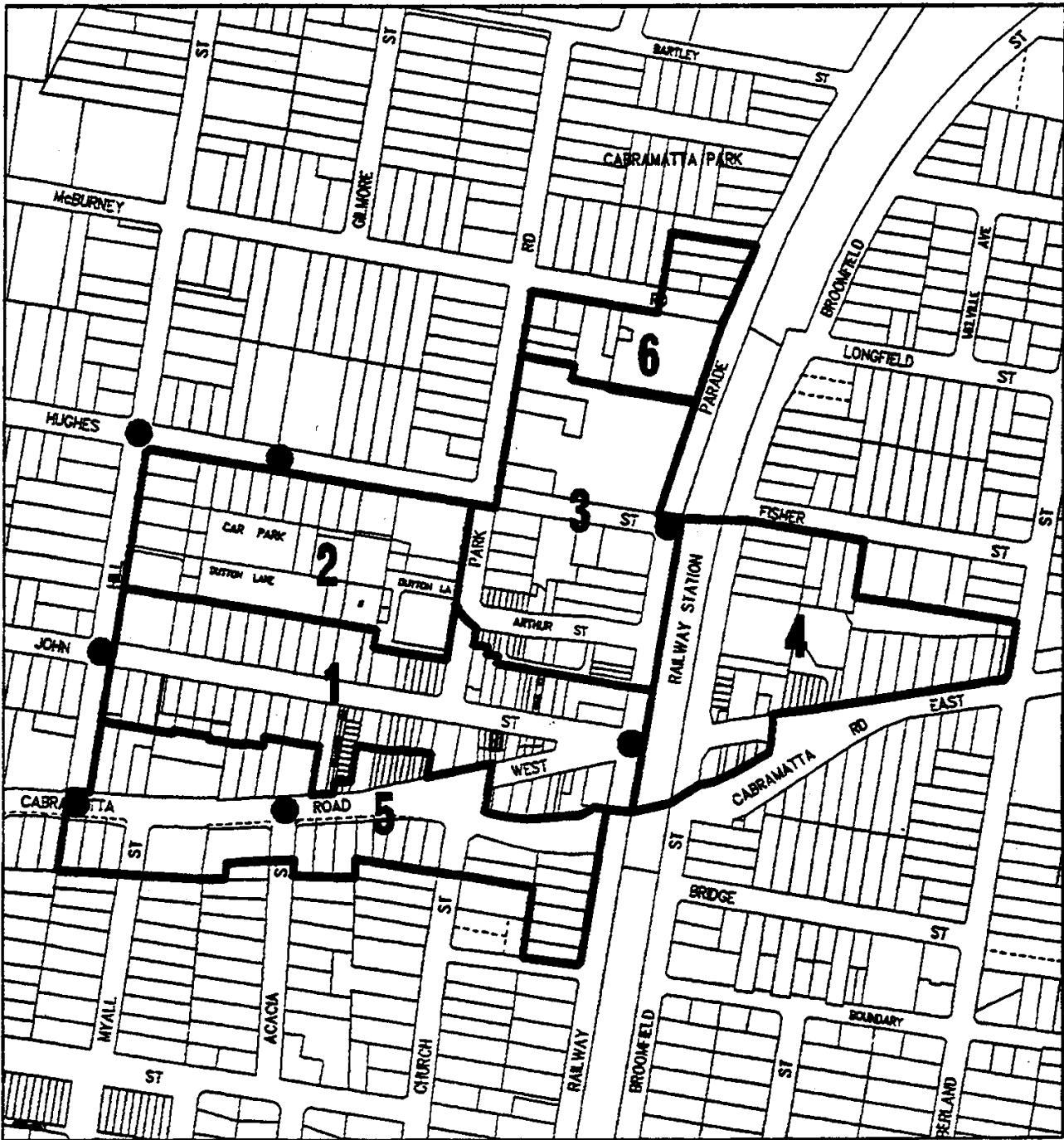
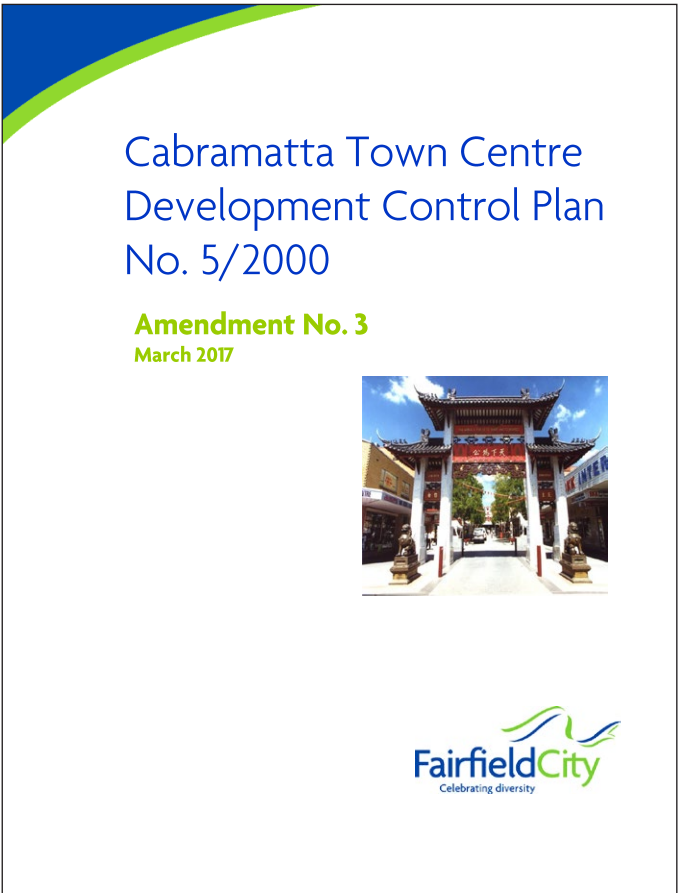
first adopted in 2000 and progressively amended with minor changes, provides guidelines and controls for development and land use activity in the Cabramatta Town Centre. It presents a vision for the town centre, identifying six distinct precincts and provides guidelines for development to realise the desired future character. The most recent amendments seek to implement the findings of studies (specifically the Fairfield Centres Study 2015) to the Town Centre

The development controls seek to encourage development of a prosperous and unique Cabramatta Town Centre, which:

- promotes a diverse image incorporating retail, tourism and cultural experiences
- is based upon a foundation of small-medium predominantly family based businesses encompassing fresh foods, dining, fabrics, fashion, and cultural items
- has businesses promoting the cultural diversity of the community
- has entertainment and recreational opportunities.

The plan characterises each of the six precincts and outlines objectives, desired character and associated development controls. Requirements regarding floor space ratio, height of building, carparking provision, building setbacks and design are illustrated and described. Additional guidelines are also provided in relation to activities such as the use of public footways and the display of goods. The DCP concludes with generic residential guidelines which have largely been superseded by apartment building and shop top housing development controls within NSW State Policy SEPP65 and the Apartment Design Guidelines (ADG).

With the Cabramatta Town Centre DCP approaching 20 years since its adoption, a review is well placed to prepare for Cabramatta's evolution as Sydney continues to grow, the local market points to opportunities and demographic shifts influence change.



Precinct plan from Cabramatta Town Centre DCP

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# Foundation of Place

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This chapter presents an analysis of Cabramatta so as to obtain a better understand of the nature of change and development that is required. It culminates in a preferred amalgamation plan, opportunities plan and constraints plan which underpin frameworks in the following.



2.1 Regional context

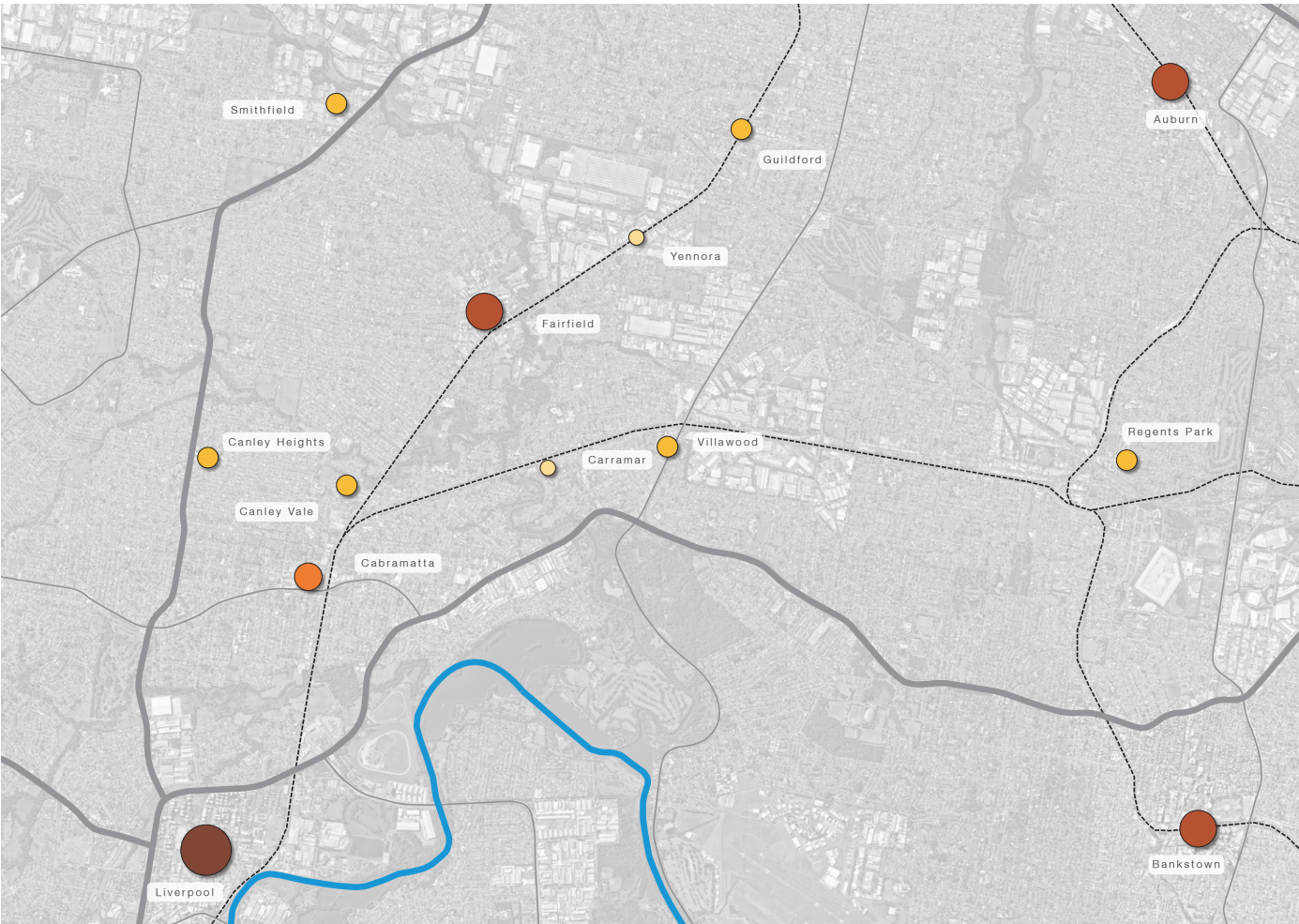


Figure 05: Subregional connections

The centres in Fairfield City function within a wider network of economic centres within the western Sydney region. There are a number of large centres that impact on and influence growth and development within Cabramatta. This includes development activities and land uses in the major centres of Liverpool, Bankstown (being the closest) and Parramatta as well as more local impacts of activities around Canley Vale, Canley Heights, and Bonnyrigg.

As already identified above and as confirmed by the Fairfield Centres Study, Fairfield City Centre exhibits the characteristics of a Major Centre through the presence of the Fairfield Courthouse and Local Area Command, and will be promoted

as a subregional centre. Cabramatta Town Centre fills a niche market and has a distinct cultural identity drawing shoppers and tourists from far afield into the centre, particularly over the weekend for an authentic experience of Asian culture, fresh produce and cooked food.

It currently exhibits many of qualities of a well performing centre with high rents, low vacancy. Constraining factors include transport constraints (traffic congestion), small subdivisions and fragmented ownership and difficulty in maintaining operational continuity during redevelopment.

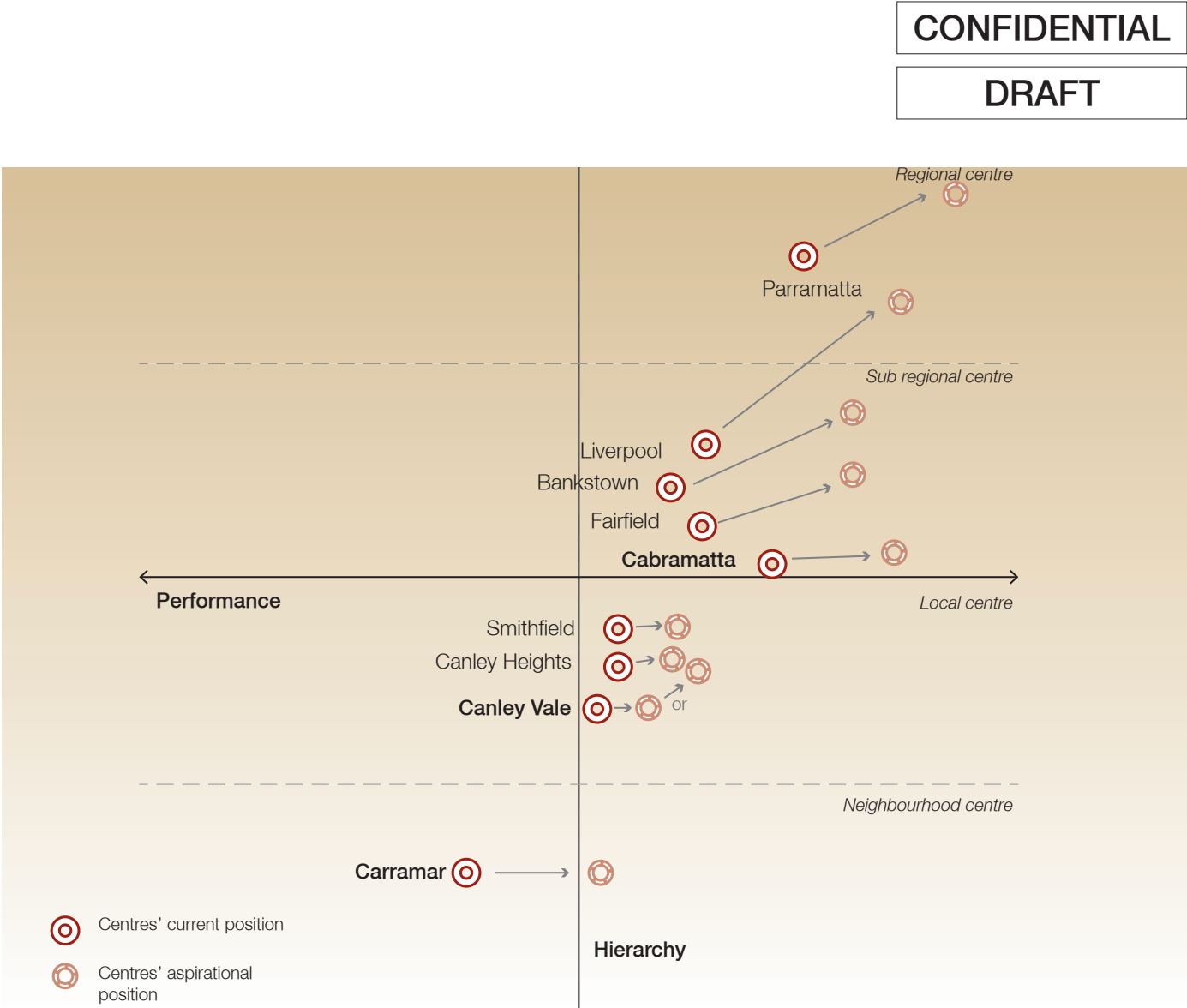


Figure 06: Hierarchy of centres and aspirations for change

Going forward Cabramatta is likely to maintain its identity as a specialist centre in the face of potential cultural change and competition from other centres catering to a similar demographic. Any shift in retail need to be offset by increase housing supply and an improved public environment. Given the lack of open space amenity in the centre, improved connections to strategic open spaces such as Cabra-Vale Park, and the creative use of the available public open space and streetscape in the centre should be prioritised.



Foundation of Place

2.2 Subregional opportunities

Most key centres in the east of Fairfield City are oriented and serviced by railway stations which provide public transport connection to metropolitan Sydney. Local high streets generally stem perpendicular to the railway tracks and are the main focus of pedestrian activity. They support a diverse range of local businesses. Car parks are generally located around the periphery of each centre and perform an important function for shoppers and commuters.

Fairfield City, with an area of 100 km2, is served by the Hume Highway to the south, The Horsley Drive (diagonally across the City), Cumberland Highway (linking employment zones to the north down to Liverpool in the south) and the M7 Motorway to the west, which are the key arterial routes through the area. Cabramatta Road is the main vehicular route to and from Hume Highway (A22) and provides direct connections to Liverpool, Parramatta, Penrith and the inner west. The Horsley Drive defines the eastern edged of Carramar and links the Hume Highway to Fairfield. Canley Vale and Canley Heights are focused on the spinal high street of Canley Vale Road.

Riparian corridors in an east-west direction knit together many of the public open spaces in Fairfield. They accommodate a range of parks, facilities public functions, bicycle paths, and playgrounds. They also form significant barriers to movement an impact on access and the catchment that each centre can serve.

At the subregional scale there is a significant opportunity to strengthen the relationship between Canley Vale and Cabramatta with a green connection through the middle of the centres lined with public open spaces. This would link Orphan School Creek to Cabramatta Creek and the broader Georges River basin.

Council has significantly invested in additional carparking in recent times, with another significant project underway. Improving access to the centre across the railway line would also help to improve Cabramatta as a retail destination that serves the areas to the east.

- study area
- high street
- potential green connection
- potential green space
- road
- riparian corridor

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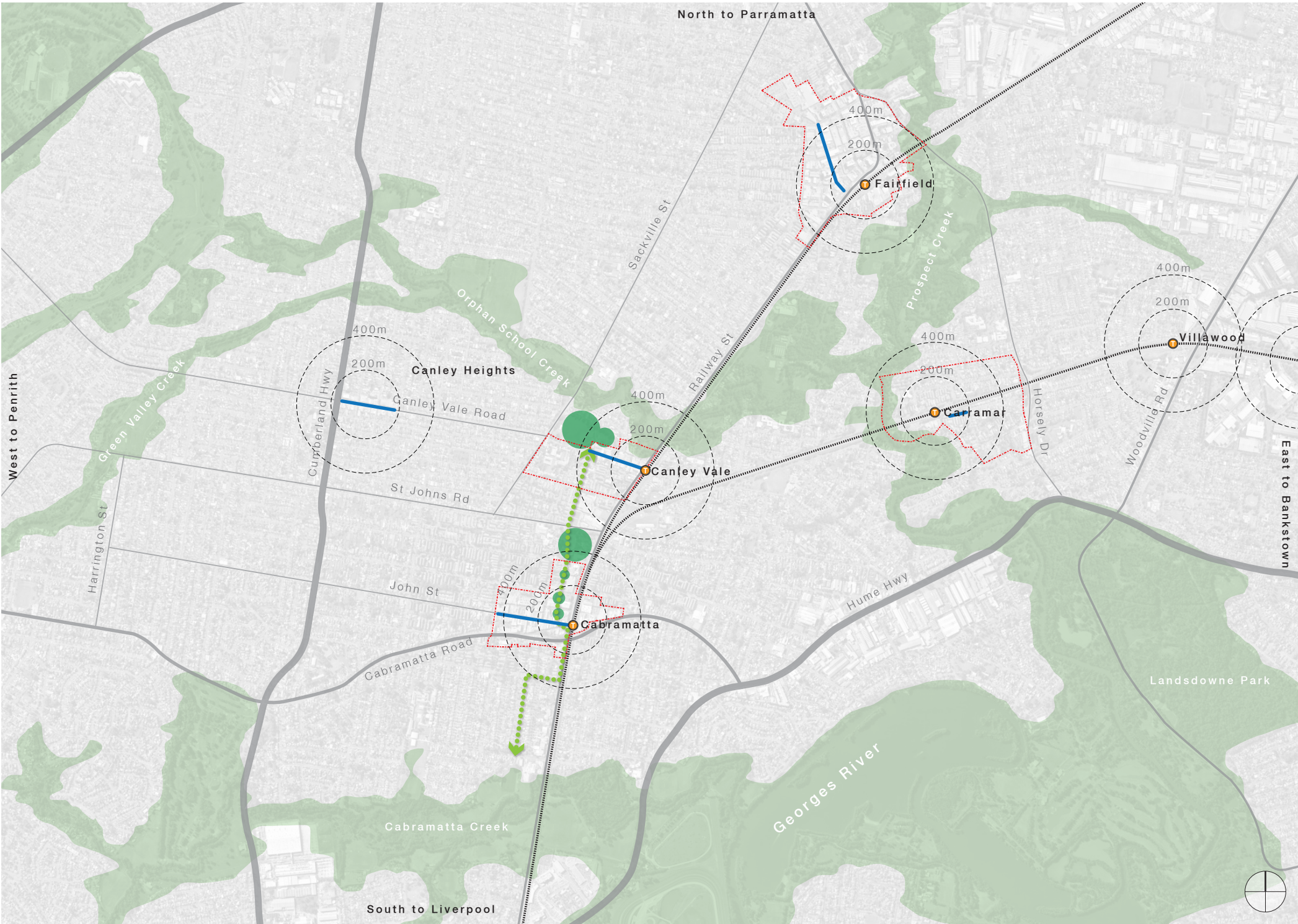


Figure 07: Subregional opportunities plan

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2.3 Cabramatta historical development

For 30,000 years before Europeans arrived, the area now known as Fairfield City was home to the Cabrogal, an Aboriginal clan of the Darug people, whose lands were around Cabramatta Creek. The Cabrogal ate native vegetables, grubs and animals and made bark canoes for fishing and transportation. Evidence of this period has been found in the form of scarred trees, stone tools and campsites, largely around the creeks.

When Governor Lachlan Macquarie established the township of Liverpool in 1810, the municipal boundaries of the new town included the Cabramatta and Canley Vale district. Grants in the area were awarded as early as 1818, when Catherine Prout received 691 acres. This land, just south of present-day Cabramatta station running in a narrow strip along the railway line for about a kilometre, remained in the Prout family for many years.

Due to the rich soil of the flood plains, agriculture, farms and dairies quickly emerged. In the mid-1880s the land was used mainly for timber logging, farming and vineyards. Fairfield is named after the family estate of John Horsley – Fairfield Manor in Somerset, England, to honour the family.

As with Fairfield, the coming of the railway line in 1856 brought expansion to Cabramatta and Canley Vale. Timber fruit and vegetables which were produced abundantly in the district could now be quickly and easily transported to the markets of distant towns.

The Cabramatta School opened in January 1882. A major addition to the developing commercial centre was the Cabramatta Hotel, built by Mr Thurgood in 1888. In 1906, the citizens of Cabramatta submitted a petition to the postal authorities for a mail delivery service in the area, but the request was refused, as only about 30 letters a day went to Cabramatta.

People of the south-western districts have generally regarded Cabramatta and Canley Vale as a single community and the area is often referred to as Cabravale. The two towns have developed similarly; their commercial centres within easy walking distance of each other; they share centrally located civic amenities; and for 56 years they had a common local government administration after Nicholas McBurney assisted in securing the separation of Cabramatta and Canley Vale from Liverpool. The Cabramatta and Canley Vale Municipal

District was proclaimed on 18 December 1892, until amalgamated with Fairfield Municipal Council in 1948. The character of Cabramatta town centre has been shaped by the cultures and activities of people that have inhabited the place over time. The predominantly two and three storey buildings in the centre are nondescript but have been transformed by Asian urban practices which make it a distinctive urban experience. This is a consequence of the history of the region and place.

Until post-WWII, Asian immigration to Australia was limited. Following the Vietnam War in the 1970's Australia and Cabramatta in particular accommodated many Vietnamese, Khmer, Laotian and other south-east Asian minority refugees and migrants. During this era the Villawood Migrant Hostel acted as a stepping stone. Gradually, Cabramatta was shaped by the growing south-east Asian population, who lived and worked in the local area. In February 1991, the Premier Nick Greiner made an official visit to Cabramatta to open a “Pailau” (gate) in Freedom Plaza. The gate was planned by a local business committee who vested ownership of the gateway to the people of Fairfield City. At the foot of the gate are two bronze dragons and several other animal figurines. The gateway is adorned with Vietnamese, Chinese, Laotian, Cambodian and English inscriptions. The gate together with the statues, seating and ornaments were especially imported from China and gifted to the people of Fairfield City from the Pailau Gate Committee to beautify the centre.

Property ownership was highly prized and where possible individual shop owners sought to purchase the buildings from the previous owners. The consequence today is a dense, fine grain subdivision pattern with larger buildings subdivided into smaller tenancies to rent which are similar to the arcades of south-east Asia. The concentration of Asian commodities and fresh food soon made Cabramatta a regional destination and it has continued to attract a wide range of communities, local visitors and tourists experience this authentic South-East Asian experience.



Figure 08: 1953 aerial photo



Foundation of Place

The heroin epidemic of the 1990's had a heavy toll on the character and identity of Cabramatta particularly around public perceptions around safety. A combination of the social issues surrounding drug abuse, and over-reporting on the part of the media culminated in Cabramatta developing a reputation as the epicentre for the drug trade. Over time, many of the underlying challenges were addressed and levels of safety improved. Whilst the stigma from this period is still shouldered by Cabramatta, huge strides forward have been made by local businesses, the community and Council. Significant investments including new shopfronts and parking facilities helped transform Cabramatta into a regional food and cultural destination as the reputations of the past are being shed.

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Freedom Plaza with the symbolic Pailou gate



Distinctive lighting and street sculptures in Freedom Plaza



Formal and informal retail space on the rear side of Dutton Lane



Fresh produce in one of Cabramatta's many arcades



John Street accommodates traffic, parking and and outdoor dining



Active ground floor of Dutton Lane car park

Source: "Fairfield, A History of the District" Second Edition by Vance George, 1991, published by Fairfield City Council



2.4 Character areas

The adjacent plan builds on character areas identified in the DCP and presents a short description of these today.

1. John Street - The historical retail centre of Cabramatta comprised of two to three storey buildings. Anecdotal evidence suggests that the rents on the northern side of the street are higher than on the south - presumably due to the fact the direct sun is not ideal for fresh produce and proximity to the car park is highly valued. Many of the shops are serviced front-of-house and as a consequence the street is dominated by cars and service vehicles.
2. Retail fringe - The area to the north of John Street is similar in nature to the high street in terms of building form and height. Dutton Lane and many of the other minor streets in the centre perform a service function and despite being activated by shop fronts are overshadowed and not pleasant spaces for pedestrians.
3. Cabramatta Road Corridor- This precinct benefits from exposure to passing traffic but the scale of the street and level of traffic means that the two sides operate independently of each other. Planning frameworks suggest that properties along this street are suitable for larger format retail and commercial uses that can not easily be accommodated in the town centre. Many sites are vacant or under developed and those on the northern edge of Cabramatta Road are two to four storeys with retail uses on ground floor and commercial uses above.
4. Cabramatta East - this precinct to the east of the railway line has historically been disconnected from the economic activity of John Street. Retail activities rely chiefly on passing trade and on exposure to passing traffic on Cabramatta Road. A recent planning proposal seeks to bring about large scale staged redevelopment, with multi-level apartments and a high end food and retail offer to cater for an emerging market.
5. Civic Cluster - this precinct located at the southern end of Cabravale Park includes the library, community service offices, and the Police Youth Club recreation facility. The buildings are generally low in scale and have not been considered as an integrated composition of buildings, some designed by prized architectural firms and others unsightly.
6. The centre is surrounded by three to four storey residential flat buildings that were developed in the 1960s to 1980's. They have and continue to provide affordable accommodation to migrants and those on low incomes. Redevelopment of strata properties is unlikely due to the complexity of consolidating property titles.

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Figure 09: landscape, open space and recreation plan

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2.5 Landscape, open space and recreation

As a commercial centre, Cabramatta has traditionally had an urban character with public spaces such as Freedom Plaza. It has provided an anchor point for community celebration such as the Moon Festival, along with the at-grade Dutton Lane Car Park prior to its development and opening in June 2016. Community and community incremental improvements since the 1990s have helped to enhance the visitor experience.

Cabramatta Town Centre has no green public open space in the study area, although Cabravale Park which has significant community facilities defines the northern edge and is in relative close proximity being two blocks away from Freedom Plaza. Cabravale Park provides a quality open space for local residents with a variety of options. The residential areas inclusive of high density development south of Cabramatta Road East and east of the railway line are deficient in open space access and quantity.

Should the Cabramatta Town Centre seek to grow and change in nature to include more diverse residential accommodation attracting a broader market to ensure long term economic vitality, consideration will need to be given to:

- creatively adapting the streetscape to improve amenity and improving linkages to Cabra-Vale Park (via Park Street) - also see community needs section below.
- addressing the current and future shortfall in accessible open space east of the railway line, with a focus on enlarging and expanding the offer in existing parks
- strategically acquiring land for a neighbourhood park south of Cabramatta Road East where there is a concentration of residential flat buildings accommodating families with young children without access open space and playgrounds.

Market expectations regarding local amenity is becoming more demanding, with many suburbs being defined by their points of difference. Failure to address the expectations of aspirational new residents seeking higher density living, when accessible centres such as Liverpool’s “the Paper Mill on Georges River” or past and current developments in Merrylands are able to offer new communities inclusive of high quality green space, will result Cabramatta’s housing offer remaining stagnate.

- study area
- open space (RE1)
- pedestrian public domain
- radii from park



Figure 10: Landscape, open space and recreation plan

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2.6 Community needs and socio-economic profile

Key demographic characteristics

Cabramatta is predominantly commercial with only 364 residents living in the centre. Beyond the centre's commercial boundary it is a highly culturally diverse community, that also has pockets of significant socio-economic disadvantage. The key demographic indicators are:

Age Profile

- Cabramatta shares a similar age profile to greater Sydney, however has a higher proportion of secondary students (aged 12 to 17; 7.6% compared to 6.9%) and tertiary students (aged 18 to 24; 10.9% compared to 6.9%). Accessible open space and recreation opportunities is important to this demographic group. It also has a lower proportion of people aged over 70 than greater Sydney (9% compared to 9.5%).

Household characteristics

- The main household type in Cabramatta is couples with children (34%) followed by one parent families (21%) noting that this is double Greater Sydney's proportion of one parent families). Cabramatta also has a significantly lower proportion of lone person households than Greater Sydney (16.1% compared to 20.4%). The median household size in Cabramatta is 3.1 persons per dwelling, higher than the Greater Sydney median of 2.72.
- Cabramatta has a significantly higher proportion of households renting than Greater Sydney with 40% of households privately renting and 10.9% renting social housing.
- Combined with low household incomes, and low SEIFA, the household characteristics of Cabramatta stresses the importance of maintaining relative housing affordability as the area continues to grow which points the necessity to promote the provision of affordable housing in any uplift at a nominal rate, say 5%, and supported by a local Affordable Housing Policy.

Socio-economic disadvantage

- Cabramatta's SEIFA score is 747.9 – significantly more disadvantaged than Greater Sydney (1,108), and one of the most disadvantaged (non-rural) suburbs in NSW.
- Additionally, in 2016 the median household income in Cabramatta was \$964, and 27.5% of households reported a household income of less than \$650 a week, almost the double the proportion of households as Greater Sydney.
- This has implications for housing affordability, as well as access to jobs and education and supporting social infrastructure such as libraries. Council's recent initiative of late night opening hours at the Whitlam Library highlights growing community need.

Cultural diversity

- 65.3% of people were born overseas, predominantly in South East Asia. The main places of birth are Vietnam (35%), Cambodia (8.6%) and China (4.7%).
- 51% of residents speak a language other than English at home higher than Greater Sydney (35.8%).
- This significantly high concentration of South East Asian community has impacted on the character of Cabramatta and led to the creation of a South East Asian community hub, attracting predominantly Vietnamese and Khmer (Cambodian) communities from across Sydney.

Fairfield City has adopted the Fairfield City Settlement Action Plan new which seeks to facilitate the settlement of refugee communities into Sydney. Fairfield City accommodated 3,000 humanitarian arrivals in 2016. Under this plan Fairfield City committed to settle at least half of Australia's special intake of 12,000 Syrian and Iraqi refugees in 2017. The need for affordable housing to accommodate larger families is required now and into the future. Development opportunities could provide potential community benefits to meet this demand, and assist in assimilating and settling vulnerable families with dignity.



Social infrastructure

What social infrastructure currently exists?

- Figure 10 below page illustrates the cluster of social infrastructure in Cabramatta Town Centre. There are eight facilities servicing the study area as per Table 1 below.
- While there is a total of eight community facilities in Cabramatta, there is only one community space that is highly utilised and welcoming for the whole community – Whitlam Library. The rest of social infrastructure within Cabramatta is predominately community office accommodation, which is occupied by community service providers for specific community needs such as women’s health, CALD programs, and other specific needs.

What is needed?

- While community office accommodation has a significant role to play in a community like Cabramatta, benchmarking indicates that there is a need for an integrated, multipurpose community centre that can also expand Whitlam Library’s floorspace and capacity as the City’s main central library as well as the significant expansion of other town centre based libraries to reflect state library benchmarks and reduce patron pressure on Whitlam Library. Expansion of other town centre based libraries to reflect state library benchmarks will help to reduce patron pressure on Whitlam Library.

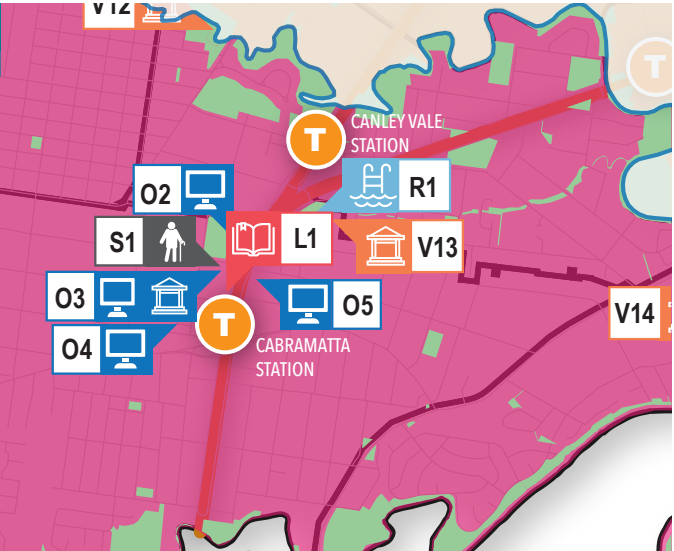


Figure 11: Landscape, open space and recreation plan

Map Ref	Name	Type	Suburb	Size (m²)	Capacity (people)	Hierarchy	Staffed/managed by	Function and Description
O3	Cabramatta Community Centre and Hall	Community Services Hub/Venue for Hire	Cabramatta	1,140	Hall: 100 Rm1: 25Rm 2: 20	District	Community Services Centre - Staffed by Core Community (anchor tenant) Hall is unstaffed and bookings are managed by Council	Original council chambers at front serve as 20 offices for community service providers. Hall extension provides large and small meeting spaces. Numerous large offices, 2 meeting rooms and hall
L1	Whitlam Library	Central Library	Cabramatta	3,000	NA	District	Council	Has several features including: children’s program room, multiple study areas, outdoor cafe, music and video studio, VR Studio, business hub, quiet study areas
C2	Canley Heights Community Centre	Multi-purpose community centre	Canley Heights	220	60	Local	Staffed by CORE (anchor tenant)	Community centre, programs managed by CORE/ hireable venue for events
O2	Arthur West Memorial Hall	Community Office Accommodation	Cabramatta	170	40	Local	Fairfield Women’s health service	Located in Cabravale Park . Hired on a EOI to one group. Exclusively used by Fairfield Women’s health service
O4	Dutton Plaza offices	Community Office Accommodation	Cabramatta	129	NA	Local	Mission Australia	Used as office accommodation by a NGO
O5	Fisher Street carpark offices	Community Office Accommodation	Cabramatta	30	NA	Local	VAMSA	Used as office accommodation by a local community organisation
S1	Cabra-Vale Senior Citizen’s Centre	Seniors centre	Cabramatta	145	80	Local	Not staffed	An ageing single use building constructed in 1953, predominantly used as a social meeting space
V12	Girl guide hall, Pigeon Club, RSL Youth	Venue for hire	Canley Heights	196	100	Local	Not staffed, bookings managed by tenants/ Council	Three individual buildings on the same site, 2 are tenanted with one building managed by Council
V13	Bushido Judo Club	Venue for hire	Canley Vale	587	200	Local	Used solely by the Bushido Judo Club	Private booking not community access

Table 1: Existing community facilities

Open space

What open space currently exists?

- Cabramatta Town Centre and its surrounding high density residential areas are highly constrained in terms of provision and proximity to open space.
- Within the study area there is only one civic plaza (Freedom Plaza), however is of limited quantity and acts as a thoroughfare with seating and sculptural elements, within insufficient space to accommodate large crowds comfortably at festival times. It can be an uncomfortable space in summer with insufficient shade for sun protection and little tree canopy cover. The civic plaza also has potential to be activated during the evening. Increased lighting (potentially sculptural/coloured lighting elements) could increase the capacity of the plaza to serve as a social gathering space both during the day and evening.
- Cabra-Vale Memorial Park (3.3ha) is a significant open space accessible to residents west of the Cabramatta railway station, being within a 5 minute walking distance of Freedom Plaza. It offers a wide variety of passive and active recreation to residents living nearby in high density apartments and visitors. The park has significant street frontage to all sides. The park is also sometimes used for large group recreation activities including tai chi, however engagement has found that residents prefer hard surface areas, and are currently informally using the carpark near the seniors centre or basketball courts early in the morning. This need for hard surface, safe places for group recreation (like Tai Chi) could be addressed through masterplanning and public domain improvements in Cabramatta.
- Longfield Park (0.42ha) which is accessible to residents east of the Cabramatta railway station, being within a 5 minute walking distance of the eastern entrance to Cabramatta railway station, offers limited recreation opportunities for residents living nearby in high, medium and low density residential housing. The park opens to Longfield Street at its shortest length, having exposure to one street.
- Figure 11 shows us that access to open space does not meet accessibility or area benchmarks, for the western half of the town centre (A), high density residential areas south of the Cabramatta Road East, and will be significantly underperforming with any additional development east of the railway station where approximately 582 new apartments are proposed in a staged development.
- Proximity mapping does not account for the pedestrian

experience accessing Cabra-Vale and Longfield Parks in the summer evening time when residents seek relief from hot apartments with poor cross ventilation, with inadequate street and park lighting to create a sense of safety, thereby constraining it's use.

What is needed?

- There are significant opportunities through the Study to improve the relationship between the Cabramatta Town Centre, high density residential precincts on the periphery of the centre and Cabra-Vale Park through improvements to the public domain: e.g. wider footpaths and continuous planting of appropriate deciduous street trees to offer shade in summer and light in winter.
- Sites that can accommodate increased density typically provide communal open space on rooftops and podiums, however access to public open space and “feet on ground” is required where residents of all ages can freely mix regardless of what type of accommodation they live in.
- Urban parks, community gathering spaces, children’s play, public art, place making initiatives, identifying and realising desired pedestrian routes with activated frontages and street lighting should also be incorporated within Cabramatta’s public domain, and wherever possible, seeking out opportunities in larger redeveloped sites.
- Water play would be well placed in both Cabra-Vale and Longfield Parks to provide relief in summer time for children and adolescents living in ageing residential flat buildings with poor cross ventilation, with access desirable both during the day and evening. Bigg Park in Liverpool and Granville Park in Merrylands are examples of water parks in high density environments.

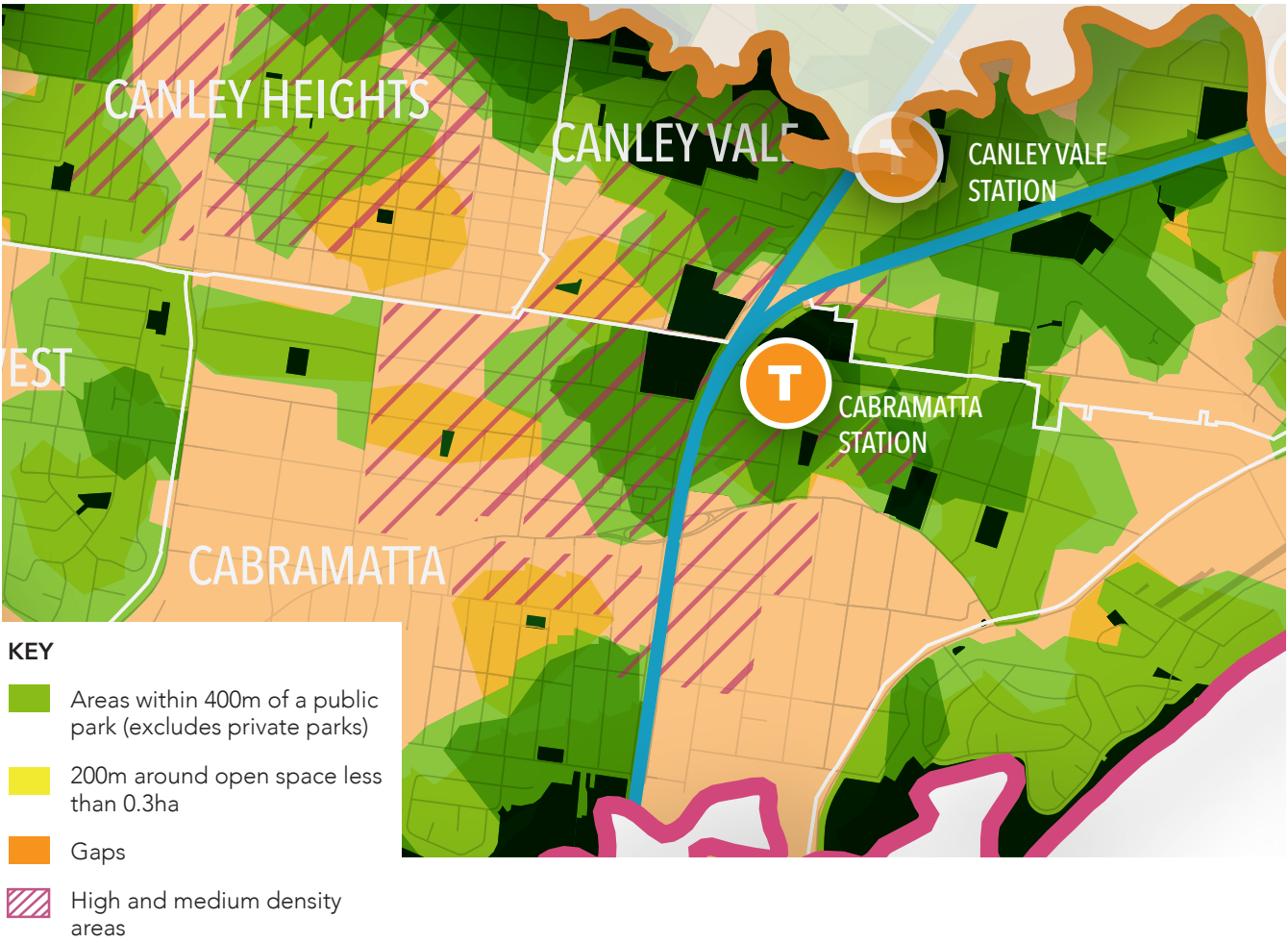


Figure 12: Landscape, open space and recreation plan

2.7 Development activity

In this section the planning proposals and development applications that have been submitted to Fairfield City Council in and around Cabramatta have been presented. This helps to give an indication of developer appetite and aspirations for realising development opportunities in Cabramatta.

The plan on this page indicates the location and form of the proposed development and a more detailed outline of the scale and nature of these proposals is presented on the next page.

- The key takeaways from these planning and development proposals are:
- That development opportunities appear to be located on the periphery of the centre
  - There is an appetite for extending the commercial footprint beyond the centre boundary but this is not supported by Council's Fairfield Centres Study 2015 and accompanying Policy.
  - There is interest in providing high quality, high density accommodation in the centre to broaden the residential offer in the Cabramatta
  - Carparking is seen by Council through its significant investments in infrastructure (inclusive of place making elements, eg Whitlam Plaza as well as sleeved retain and commercial uses on upper levels for night time activation and improved safety) as critical for the functioning of the centre and for reinforcing Cabramatta as a specialist cultural and retail destination.

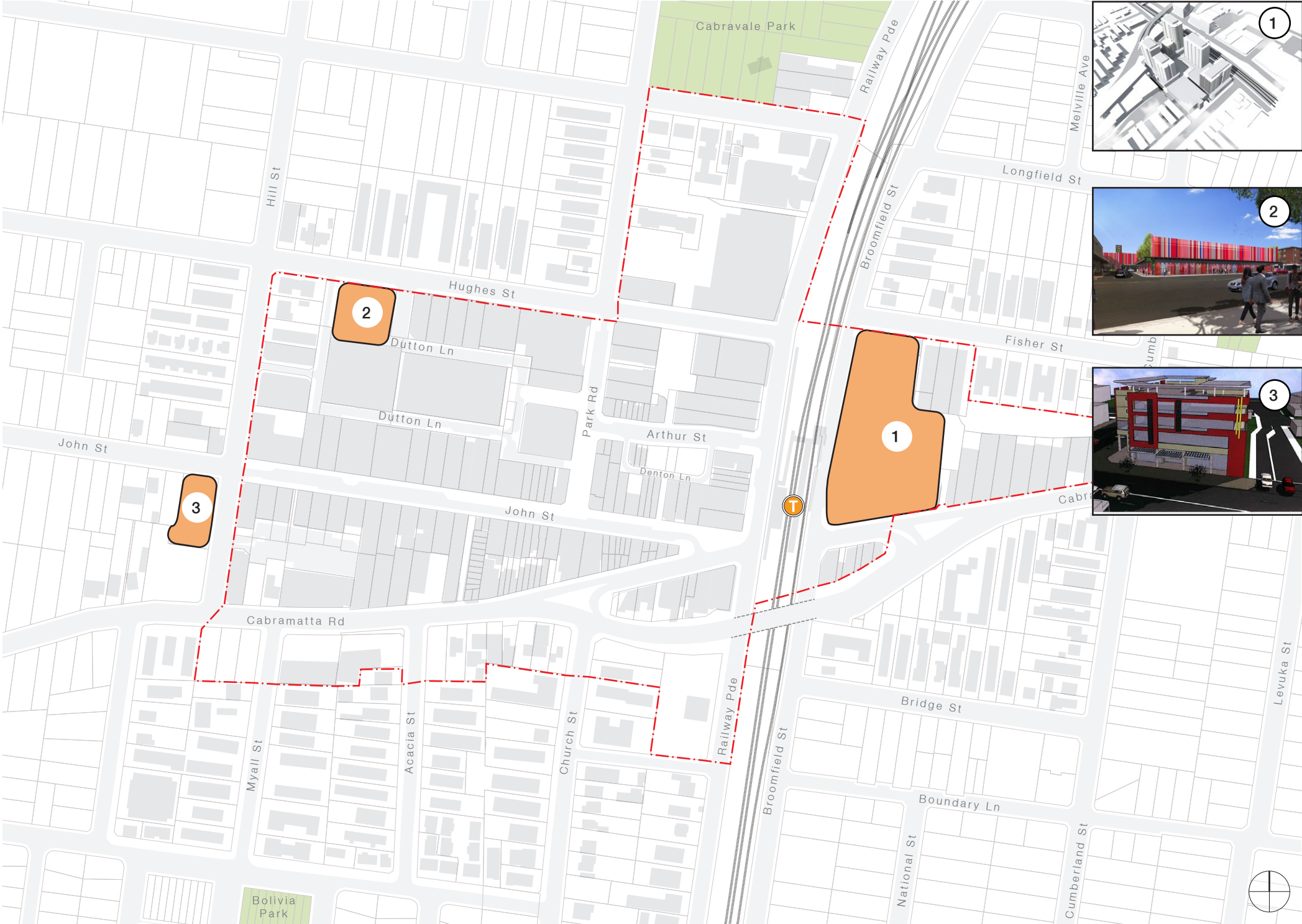
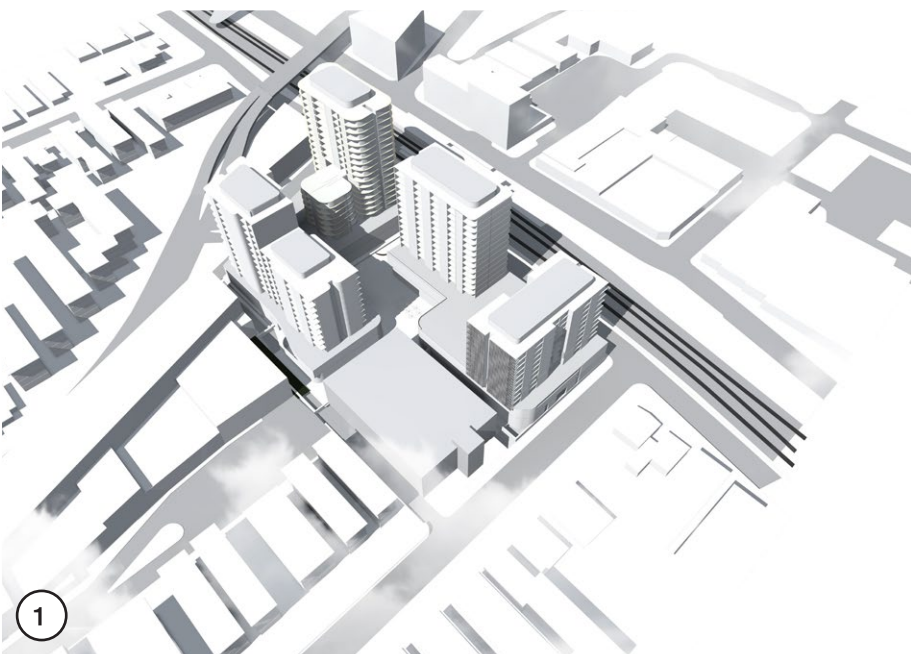


Figure 13: development activity plan

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**Cabramatta East Planning Proposal**

This planning proposal seeks amendments to maximum building heights, floor space ratios and town centre precinct provisions to support a proposal for a high density mixed use development on a 1.285ha site under 22 multiple ownerships on the eastern side of the Cabramatta Railway Station.

The proposal includes a number of mixed use towers up to 19 storeys facilitate the provision of 582 additional dwellings and generate approximately 369 additional jobs through a hotel, a small supermarket of 1,500m2, shop front retail, commercial uses, and new community facilities. A new public space (privately owned) will be provide, with carparking provided below ground. The table below summarised the land uses the following uses over four stages:

Retail GFA	5,738m²
Commercial GFA	7,012m²
Hotel, Church and day care	1,973m²
Residential GFA	44,221m²
Residential Units	582
Proposed FSR	4.8:1
Parking	596 Res, 352 Com.

While the proposal in its entirety was supported by Council officers, Council resolved to support a development concept with a height of building equivalent of 15 storeys, thereby referencing increasing the development bulk rather than its scale. Planning practice generally leans towards scale rather than bulk within developments, especially where there are no net adverse impacts caused by increased scale (building height) on surrounding public and private land.



**Hugh Street Car Park Development Application, 34 - 40 Hugh Street**

This development application was submitted by Fairfield City Council for the extension of the existing Dutton Lane multi-deck car park over the existing surface car park on Hughes Street. The proposal is accessed and integrates with the Dutton Lane car park will deliver an additional 219 parking spaces over three levels. The car park will be clad with decorative, colourful screens to complement the newly constructed Dutton Plaza car park.

Unlike the Dutton Lane car park, opened in mid-2016 and providing an additional 275 carparking spaces to provide an overall 880 spaces along with the existing Dutton lane car park opened in 1988, this proposal does not include any retail at ground level or commercial floor space sleeved on upper levels thereby not realising activation opportunities on a gateway site as well as a highly pedestrianised route. The value of accessible carparking within Cabramatta demonstrated that is at a premium and highly regarded.



**Planning Proposal 106-108 John Street and 61 Hill Street**

This planning proposal sought an amendment to existing land use zone and development standards to support a proposal for a four storey mixed use development on a 1,335m2 site requiring landowner agreement consisting of retail commercial, shop top housing, and a health services facility. Given the isolation of the site due to the surrounding Council car park, it was considered by the proponents that there was is sufficient justification for Council to investigate a consistent land use zoning for the 3 lots so that they may form a consolidated development site. The additional retail space within the proposal represented a minor increase of floor area compared to the estimated 60,000m2 of retail floor space within Cabramatta Town Centre.

Retail GFA	846m²
Commercial (office and medical)GFA	1,370 m²
Residential GFA	1,462m²
Residential Units	10
Proposed FSR	2:1
Parking	10 Res 43 Com.

The proposal was not supported on a number of grounds, but particularly the expansion of retail uses to the east of Hill Street through the expansion of the B4 Mixed Use Zone was inconsistent with the findings and recommendations of the Fairfield City Centres Study 2015 and accompanying Fairfield City Centres Policy 2015. Further it was considered that the planning proposal would generate an undesirable precedent for ad hoc expansion of retail floor space in the Cabramatta Town Centre. The proposal was subsequently withdrawn, with a request for a consistent R4 High Density Residential land use zone for 61 Hill Street comparable to its neighbouring property.



2.8 Strengths, weaknesses, opportunities and threats

Following the review of all baseline documentation, numerous site visits, engagements with local stakeholders and an internal workshop with the design team, including CRED consulting firm (partners in the Study), the following SWOT analysis was undertaken to help inform and direct the project.

Strengths	Weaknesses	Opportunities	Threats
<p><b>Environmental</b></p> <ul style="list-style-type: none"><li>• John Street as Main Street</li><li>• Network of lanes</li><li>• A consolidated community hub around the library that is very well used</li><li>• Larger development opportunities on the periphery of the centre</li></ul> <p><b>Economic</b></p> <ul style="list-style-type: none"><li>• Regional food, cultural and tourism destination</li><li>• High retail rentals</li><li>• High property values</li></ul> <p><b>Governance</b></p> <ul style="list-style-type: none"><li>• Long standing place management structure</li><li>• Cooperation amongst levels of government</li><li>• Significant ongoing investment by Council into carparking</li></ul> <p><b>Social</b></p> <ul style="list-style-type: none"><li>• Strong identity and authentic experience</li></ul>	<p><b>Environmental</b></p> <ul style="list-style-type: none"><li>• Dominance of vehicles in the centre</li><li>• Fractured ownership and small development sites</li><li>• The splitting of the centre by the railway line and Cabramatta Road</li><li>• Lower value medium density strata properties around the centre unlikely to be redeveloped in the short to medium term</li></ul> <p><b>Economic</b></p> <ul style="list-style-type: none"><li>• High property values and high rents (affordability)</li><li>• Nature of retail relies on ground floor activation</li><li>• Absence of high quality residential accommodation</li><li>• Lack of activity after hours (commercial and residential)</li></ul> <p><b>Governance</b></p> <ul style="list-style-type: none"><li>• Lack of investment in (green) open space</li><li>• Rigid response to planning</li></ul> <p><b>Social</b></p> <ul style="list-style-type: none"><li>• Few accessible opportunities for children</li><li>• Historically poor perceptions around drug use and safety</li></ul>	<p><b>Environmental</b></p> <ul style="list-style-type: none"><li>• Protect and enhance amenity within the centre (John Street and Freedom Plaza)</li><li>• Strengthen and link to the community hub</li><li>• Improve parking on the periphery to encourage walk-in shopping to increase pedestrian traffic along shop fronts</li><li>• Improve connections to the station and improve pedestrian legibility</li></ul> <p><b>Economic</b></p> <ul style="list-style-type: none"><li>• Activate roof top parking areas after hours</li><li>• Support the development of a night time economy</li><li>• Leverage opportunities on the periphery of the town centre</li></ul> <p><b>Governance</b></p> <ul style="list-style-type: none"><li>• Maximise potential for community benefits to be derived through the development of larger land holdings – pedestrian connections, carparking, commuter parking</li><li>• Develop and adopted an Affordable Housing Policy</li><li>• Engage with the emerging second generation to guide evolving change</li></ul> <p><b>Social</b></p> <ul style="list-style-type: none"><li>• Involve the community and business owners in decision making processes</li><li>• Retrofit social spaces into the streets and public realm</li></ul>	<p><b>Environmental</b></p> <ul style="list-style-type: none"><li>• The limited capacity of the road network and key intersections to accommodate more development, even when a modest increase</li></ul> <p><b>Economic</b></p> <ul style="list-style-type: none"><li>• Displacement of traditional businesses who may need to compete with franchises in the future</li><li>• Incompatible land uses that fragment the retail and food offer that Cabramatta is known for</li><li>• The rigidity of application of the Fairfield City Centres Study 2015 and accompanying Fairfield City Centres Policy 2015 without a critical comprehensive peer review given the rapid changing retail and food sector.</li></ul> <p><b>Governance</b></p> <ul style="list-style-type: none"><li>• A move away from place based management that best secures partnerships, cooperation and on the ground intelligence to drive effective decisions.</li><li>• Lack of investment in accessible and useable open space, community facilities and general recreational opportunities in the short term</li><li>• Decision making based on outmoded thinking or outdated policies that stifles investment opportunities and surrenders development to adjoining areas.</li></ul> <p><b>Social</b></p> <ul style="list-style-type: none"><li>• First generation of South East Asians is ageing and with it the tradition of various forms of trading – food market, fabrics, services</li><li>• Cultural transformation from second generation may erode the existing character and identity over time due to relevance and demand</li><li>• Employment stability and downturns in economy further entrench poverty and despair in sections of community</li></ul>

2.9 Stakeholder aspirations

Over the course of the project a number of key stakeholders were engaged to solicit their views on their future vision and aspirations for the area. Probing questions were asked to understand what they perceived the opportunities for the centre to be and what obstacles they foresaw for the achievement of their vision. The key messages from the stakeholders have been integrated into the above SWOT analysis and are not duplicated here.

Each stakeholder was then invited by Fairfield City Council to submit a conceptual proposal for the sites that they have an interest in. The adjacent images, descriptions and reflections summarise these proposals

This invitation has been useful in so far as it has provided the design team with an understanding land owners expectations, however it is limited in the following ways:

- It was only possible to engage a very limited number of stakeholders within the time-frame of the project.
- There are likely to be other stakeholders, such as tenants and community members, who have been missed during the process
- There may be other stakeholders who would have liked to make a submission, either dependently or with another party, but have not been able to do so
- There may be stakeholder who may not realise the development potential of their site or do not have the resources to prepare a proposal at this time
- The proposals have been made in the absence of a holistic vision or framework for the centre
- The scale of the proposals have been directed by the land owner and as such generally seek to maximise the commercial return from the development of their site
- The proponents have had a very limited time period to prepare their proposals
- The proposals have not considered the cumulative impact of similar development opportunities within the centre

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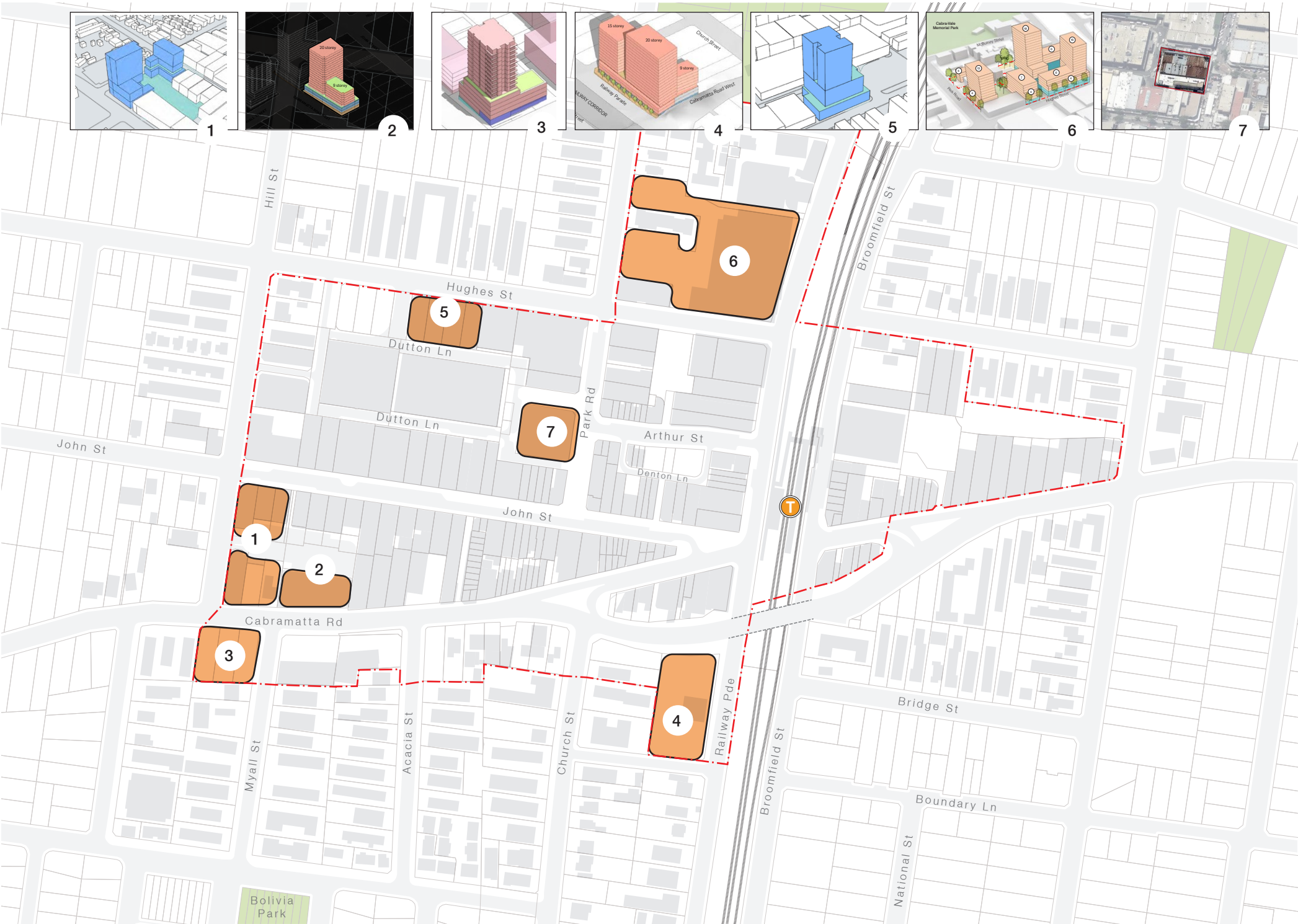


Figure 14: Location of developer submissions

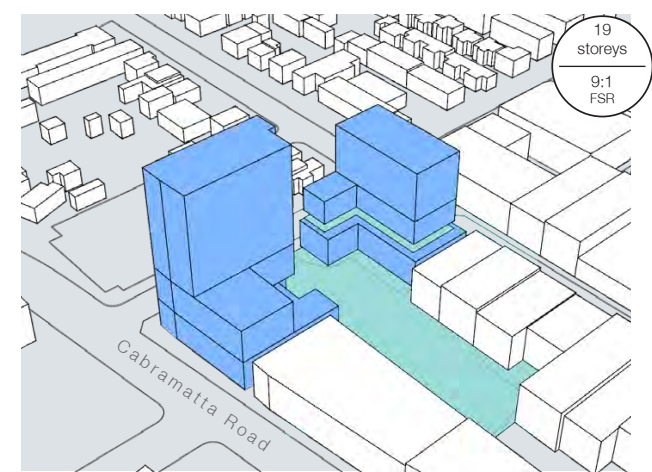


Foundation of Place

The purpose of this urban design study is to consider these proposals and provide an measured and objective position on what would be appropriate fro the centre. The developer aspirations are a useful barometer of expectations and need to me moderated based on the objectives and principles established for the centre through this process. Other stakeholders will be able to provide their input during the public participation phase of this project.

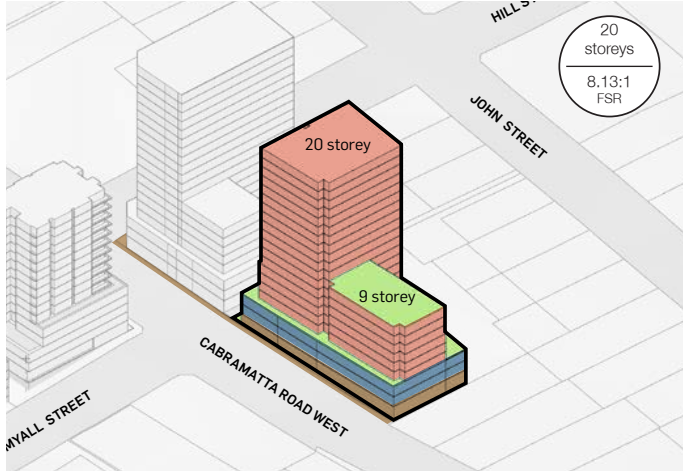
Key takeaway messages

- Development opportunities are predominantly located on the periphery of the centre
- There are expectations of significant changes to FSR and height controls to allow for high rise development
- Building heights appear to be informed by the maximum allowable height from an aviation perspective
- Being located on the periphery of the centre collectively these developments will radically change the perception, character and identity of Cabramatta
- Most proposals seek to broaden and improve the residential offer in the centre
- Conceptual proposals as presented, not having the benefit of considering the collective impact traffic impacts in a high traffic volume and constrained town centre road network, collectively will not be able to be achieved in spite of other merits



**259-263 Cabramatta Road and 102-104 John Street**  
Located at the western gateway to the centre, this proposal maintains its existing B4 Mixed Use land use zoning, proposes increasing the height controls from 10m to 66m along Cabramatta Road to allow for a 19 storey tower and from 10m to 46m to allow for a 13 storey building set back from John Street. The building has a 3 storey street wall to all streets to break down the scale of the development. The development has a proposed FSR of 9:1 and 8:1.

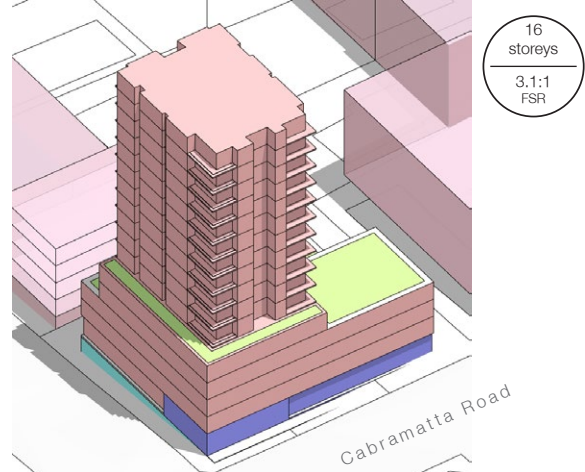
**Reflection**  
Notwithstanding the gateway potential of this site, the shift in scale represents a significant departure from the existing character and identity of the centre. The proposed 66m height will need to be tested against existing aviation constraints and overshadowing impacts south of Cabramatta Road West need to be assessed. Shadow studies suggest that this concept proposal may have significant impacts on properties south of Cabramatta Road West. The proposal for 102-104 John Street also performs an important gateway function to John Street as it is located to the north.



**251-257 Cabramatta Road West**  
This site is located on Cabramatta Road, known as the Centrelink building site, is directly adjacent to the previously discussed proposal. The proposal is for a mixed use development comprising 14,658m<sup>2</sup> of GFA including 8,810m<sup>2</sup> of retail / commercial floorspace at ground and first floor level and 10,848m<sup>2</sup> of residential development resulting in 145 units. The built form comprises a 3 storey commercial podium with a 66m (20 storeys) residential tower of set back from the street wall and a smaller 7 storey residential arm extending eastwards towards the station. The development has FSR of 8.13:1.

**Reflection**  
The proposal includes a desired through site link to the car park area which would assist in activating currently inactive façades on Cabramatta Road. Shadow studies suggest that this concept proposal may have significant impacts on properties south of Cabramatta Road. The proposal for 259-263 Cabramatta Road in combination with this site creates a twin tower gateway form on the corner of Hill Street and Cabramatta Road West and would present as a dominant feature on the ridgeline within the district.

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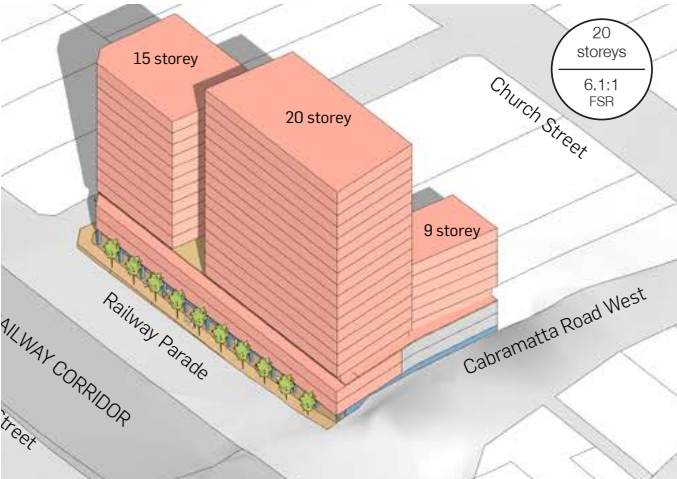
**252-256 Cabramatta Road**  
Early discussions within Council have commenced around this proposal which will seek to amend planning controls for a 2,338m<sup>2</sup> site from a land use zoning of B6 Enterprise Corridor to B4 Mixed Use and an FSR from 1:1 to 3.1:1 to permit the development of a mixed use development including a 16 storey tower. The proposal includes a commercial and residential component of 1,059m<sup>2</sup> and a residential component of 5,935m<sup>2</sup> / 90 units.

**Reflection**  
The proposal seeks to reinforce the gateway location into the centre from the west. The arrangement of built form follows sound urban design principles. The transition of building height down to the lower scaled development to the south, as well as its overshadowing impact, will need to be assessed. Another aspect that will need to be considered is the expansion of commercial uses to the south of Cabramatta Road West given the natural boundary for the centre created by this busy arterial. The B6 Enterprise Corridor land use zone permits shop top housing, therefore a change in zoning is not essential. The Fairfield City Centres Study 2015 and accompanying Fairfield City Centres Policy 2015 places limits on the expansion of the boundaries of the existing B4 Mixed Use boundary.

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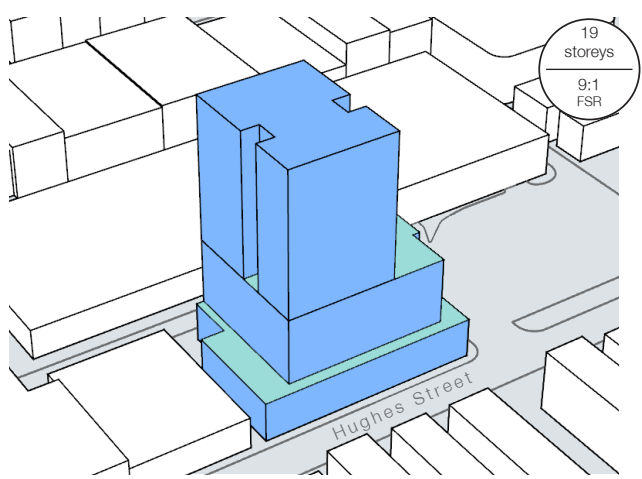
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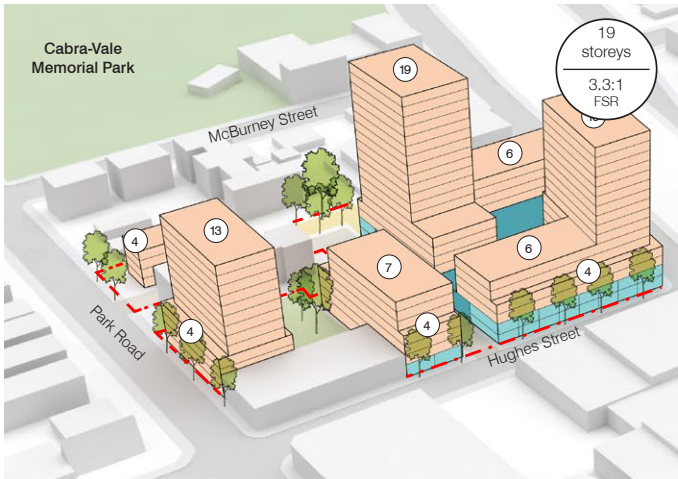
224 Railway Parade

This site is located on Railway Parade directly south of the Cabramatta Road bridge. It is strategically located within 400m of the Cabramatta train station. This proposal is for a mixed use development with 2,660m<sup>2</sup> of retail (including a 2,400m<sup>2</sup> supermarket) and 23,746m<sup>2</sup> of residential accommodation including 234 residential. The development comprises a 3 storey podium that is set back at ground level to create an arcade and they steps forward again for the next two levels. Above the street wall are two residential towers of 15 and 20 storeys set back from the street wall with a total FSR of 6.1:1



24-32 Hughes Street

This proposal maintains the existing B4 Mixed Use land use zone, and proposes increasing the building height controls from 10m to 66m to allow for a 19 storey development. The building has a 3 storey street wall to all streets to break down the perceived scale of the development. Shadow studies suggest that the building does not overshadow John Street. The development has a total proposed FSR of 9:1. The development provides a through site link to the east of the site as a public benefit.



180 Railway Parade Cabramatta Plaza

This proposal is on the rail arrival corridor from Leppington/ Liverpool from the south and Fairfield/ Sydney CBD/ Bankstown to the north. It includes a new mixed use development with new through site links between Hughes Street, the library and Cabra-Vale Park as well as between Park Road and Railway Parade. While no detailed plans were requested as this concept proposal, illustrations present two levels of commercial uses and residential components above ranging from 4 to 8 storeys, and from 13 to 16 and 19 storeys. A four storey street wall is provided to Hughes Street. The development proposes a total of 12,110m<sup>2</sup> of GFA and a FSR of 3.3:1.



5 – 9 Freedom Plaza

While no detail studies have been undertaken to support this change in land use the landowner has communicated their intention for a modest amendment in planning controls that would see the FSR control increasing from 2:1 to 2.5:1 and for building heights to increase from 10 to 13m to allow for a four storey development.

Reflection

While the site is zoned B4 Mixed Use the proposal includes a significant amount of retail floorspace south of Cabramatta Road and outside the traditional city centre core. The proposal seeks to achieve the highest development yield for the site and as a result the buildings have a high overshadowing impact on the adjacent properties. There is no transition in height to the current single storey buildings to the south and while these sites are currently underdeveloped given their location relative to the station they likely to be redeveloped at higher densities in the future. Access to the car park off Railway Parade is pragmatic however undermines the street frontage in such close proximity of the station. The development provides little public benefit to the community beyond the widening of the sidewalk through a colonnade.

Reflection

Whilst not overshadowing John Street and maintaining a street wall of three storeys that is generally in keeping within the scale of the existing centre, the proposed increase in scale and massing is significant and is a significant departure from the existing character and identity of the centre. While the building is set back from the eastern edge of the site by 12m it would impact on the potential to develop sites to the east.

Reflection

The new open spaces and through-site links would be a welcome addition to the centre and help to integrate this development site with both the community hub. The Whitlam Library and town centre proper. Residential frontages to the perimeter of the urban blocks help to repair the street wall and help create more active and surveyed public domain. The location of height towards the centre of the site helps to mitigate the impact of the scale and massing of the development. Detailed issues relating to vehicular access and servicing will need to be addressed at the next stage of planning.

Reflection

This modest amendment to the development controls could easily be accommodated without significant impacts on the character and identity of the centre. The site offers a rare opportunity, with street/public mall frontages on every boundary. Key considerations going forward would have to deal with how carparking and servicing could be addressed without impacting negatively on the public domain.



2.10 Opportunity sites analysis

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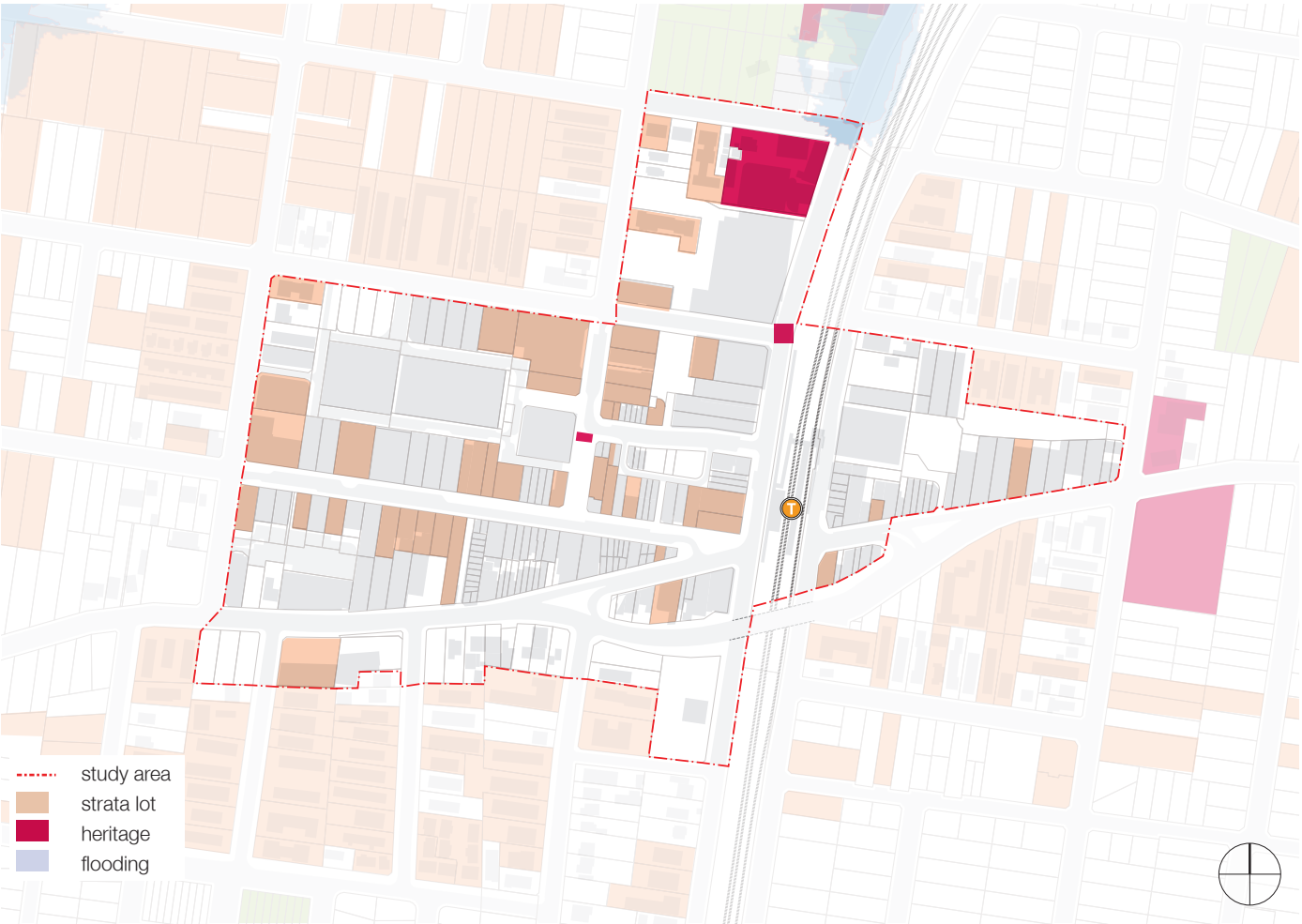


Figure 15: amalgamation constraints plan

The fragmented pattern of ownership within Cabramatta Town Centre requires the amalgamation of a number of properties to arrive at a site that is viable for redevelopment.

This urban design study seeks to identity potential opportunity / amalgamation sites based on an understanding of the constraints to amalgamation and the relative size of properties and their potential to accommodate greater density where supported by location (eg gateway), vehicular access on the periphery of the centre, and other potential adverse impacts (eg overshadowing) can be managed.

Amalgamation constraints

This plan illustrates the major constraints to amalgamation of lots. The three key factors are:

- flooding
- strata (both residential and commercial)
- heritage

In comparative examples in Sydney

- flooding makes development prohibitively costly
- strata requires significant capital investment and time to acquire all titles/gain agreement
- heritage has legal restrictions to change.



Figure 16: amalgamation opportunities plan

Amalgamation opportunities

This plan illustrates the major opportunities to amalgamation of lots. The three key factors are:

- lots of a significantly developable size (greater than 1,000m²)
- several contiguous parcels with a single owner
- sites with development proposals or submissions to Council in the preparation of this urban design study

2.11 Potential amalgamation opportunity sites

The adjacent plan illustrates that, while there are opportunities for the amalgamation and redevelopment in the centre core, the greatest potential for amalgamation and redevelopment is on the periphery of the centre. The ultimate size of each amalgamation site will depend on the appetite of landowners, tenancy limitations and local site level constraints. These sites will form the basis of opportunity site testing later on in this study.

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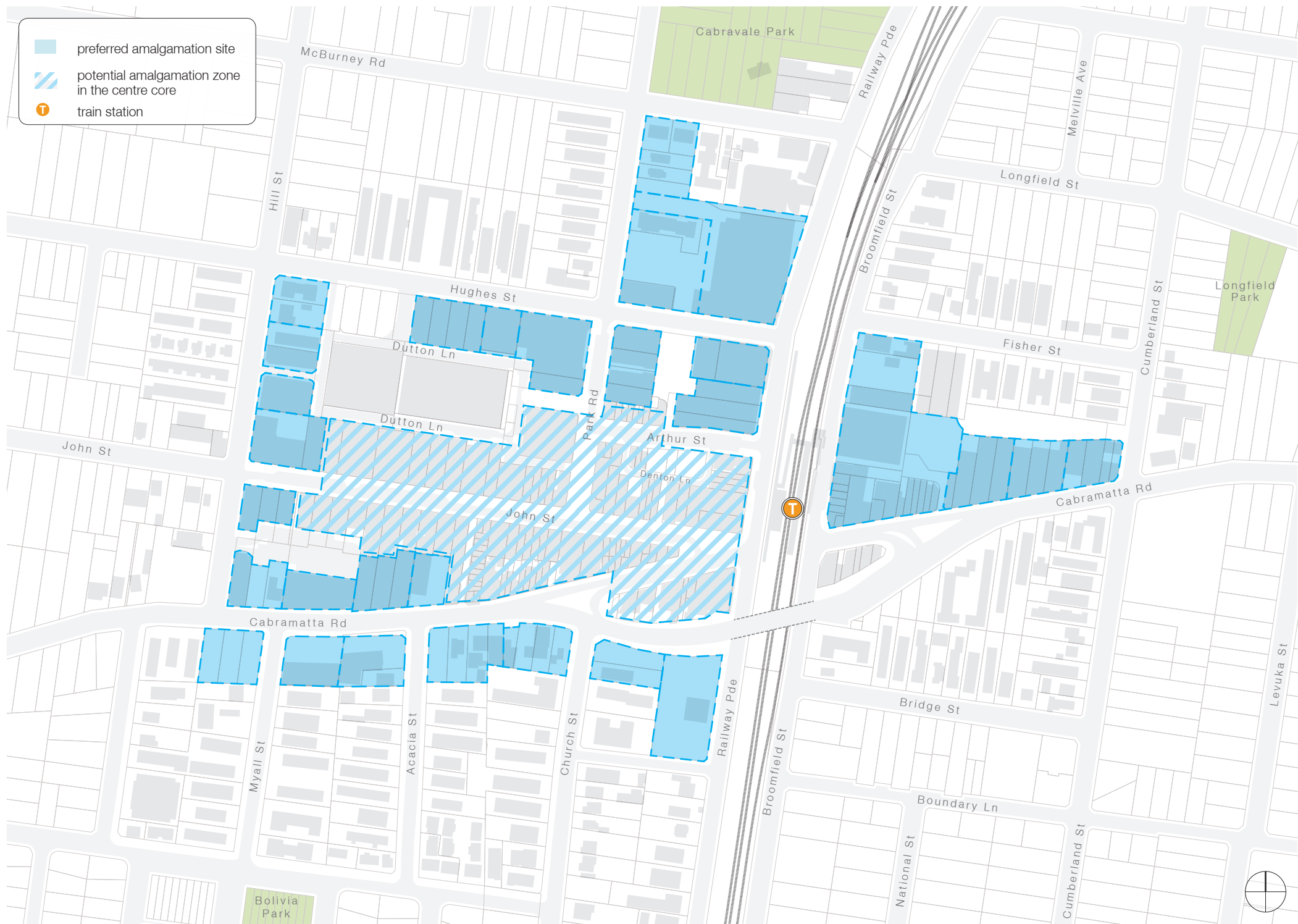


Figure 17: Potential amalgamation opportunities

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2.12 Constraints

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The constraints for the centre include:

- 1. Traffic constraints to the west of the railway limit growth to 10% of current GFA
- 2. Cabramatta Road is a fast moving road and divisive element that prevents effective integration with the business enterprise and residential precinct to the south of the town centre
- 3. Commercial and retail uses growth contained within the existing centre boundary due to the recommendation of the Fairfield Centre Study 2015
- 4. Fragmented property ownership of smaller land parcels in the town centre
- 5. Strata residential properties surrounding the town centre that prohibits progressive redevelopment of those sites
- 6. Aviation constraints associated with Bankstown Airport
- 7. Flooding constraints to parts of the town centre's catchment
- 8. Open space and public domain strategic land acquisitions, and required recreation embellishments in the short term due to cost
- 9. Community facility expansion due to competing financial priorities and limited public land to accommodate growth of facilities in appropriate locations
- 10. Freight railway line and associated noise impacts, particularly late at night.
- 11. Heritage assets and significant cultural elements (Cabramatta Library and Pau Lau Gate)

- study area
- strata lots
- flooding
- railway corridor barrier
- train noise
- Railway pde barrier
- poor station legibility and access
- poor station interface conditions
- barrier roads
- commercial and retail consolidation
- fragmented land ownership
- aviation height constraints
- heritage listed
- vehicular dominance and congestion
- poor condition of overpass



Figure 18: constraints plan

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2.13 Opportunities

Building on the above analysis this plan identified the key opportunities for Cabramatta, subject to traffic / road network constraints, which include:

- 1. Reinforce John Street as the central spine and focal point of the centre through public domain improvements
- 2. Celebrate the station gateway to the town centre and better connect east and west Cabramatta through bridges over the railway line
- 3. Intensify land uses to the east of the Cabramatta railway station
- 4. Explore opportunities on large sites located the periphery of the centre
- 5. Provide opportunities for medium size commercial users in appropriate locations
- 6. Support residential development in the town centre.
- 7. Open up and reinforce the civic / community centre around the library and connect this into the centre through laneways and public spaces
- 8. Improve pedestrian experience of street connections to Cabra-Vale Park, particularly Park Street as a priority
- 9. Optimise opportunities for peripheral public carparking to avoid cars having to come into the centre and encourage walking
- 10. Expand open space to improve quantity, proximity and recreational offer, inclusive of water play both east and west of the town centre
- 11. Open space “stepping stones” through the centre to provide greater connectivity north and south, while provide increased amenity opportunities.

- study area
- potential open spaces
- potential urban green link
- pedestrian activity on John st
- consolidation of east Cabramatta
- north-south green link
- community services
- through-block arcades
- consolidation of commercial activity
- inactive frontages to improve
- connections over railway lines
- gateway area
- potential landmark
- northern opportunity area

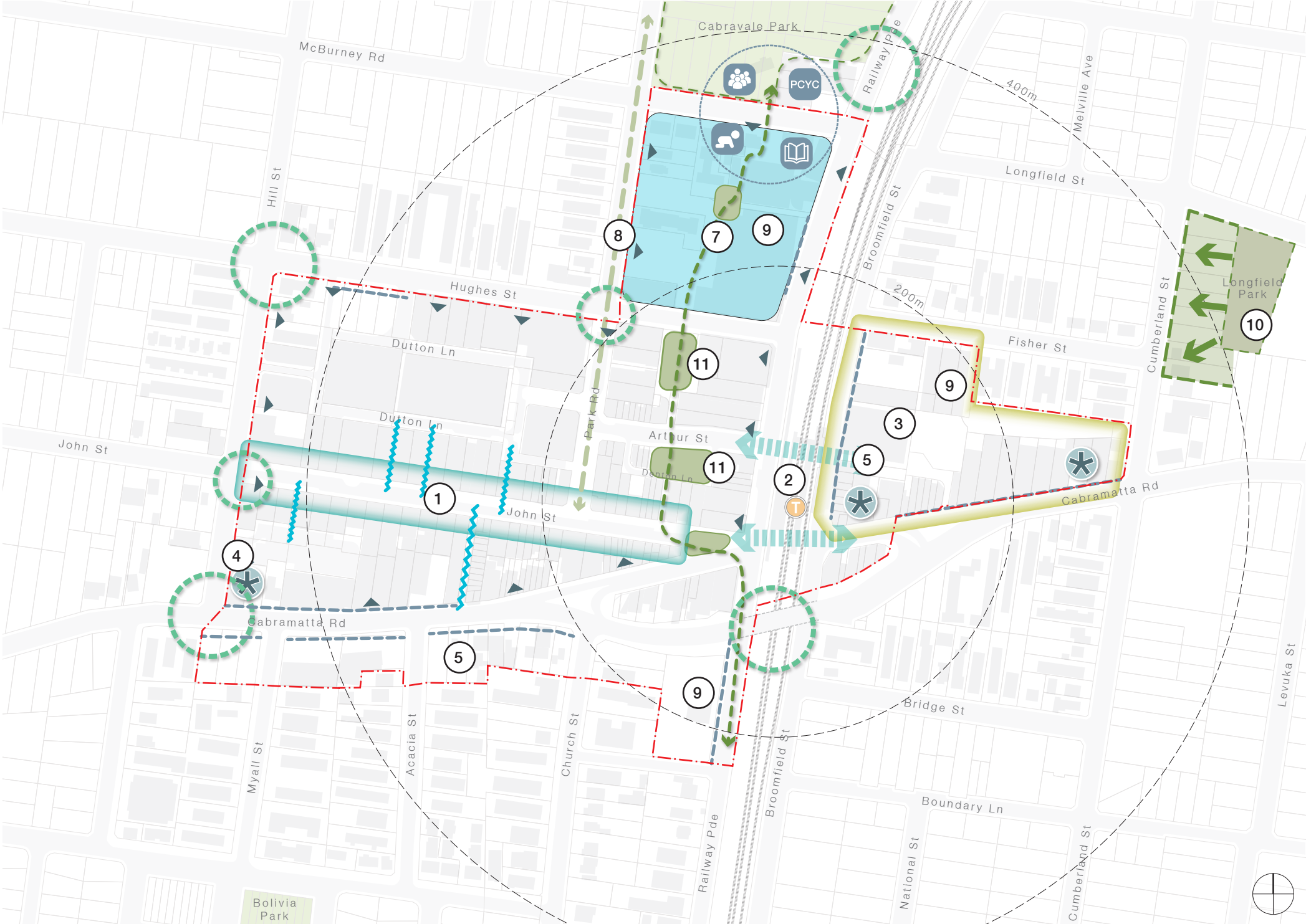


Figure 19: opportunities plan

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# Place Based Urban Design Framework

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This chapter outlines the objectives and priorities of the place based urban design framework. These are then distilled into recommendations for changes to the development controls from the perspective of landuse, public domain, built form and movement.

3.1 Vision

The Place Based Urban Design Framework is an objective based tool to guide the future growth of central Cabramatta. By amending the planning controls, the framework aims to deliver significant public benefits alongside development to support the balanced growth of the place for people. The adjacent info graphic communicates the qualities that the Cabramatta Town Centre has now and aspires to into the future.

- The main qualities of Cabramatta are:
- its reputation as a specialist retail centre with cultural authenticity that locals love and visitors admire
  - a vibrant and active streetscape
  - a fine grain, human scaled centre
  - a strong community focus around the library and Pai Lau Gate

- The main challenges for Cabramatta include:
- overcoming historic stigma associated with substance abuse
  - high retail and commercial rents
  - a lack of housing choice
  - fragmented ownership
  - car dominated public domain
  - quantity and access to open space

- In Cabramatta the community needs and desired public benefits include:
- an affordable range of housing types
  - additional car parking to support economic activity
  - improved public domain including street trees and widened footpaths
  - additional open space and improved access to open space to support residential growth
  - improved pedestrian linkages to destinations such as open space, community facilities

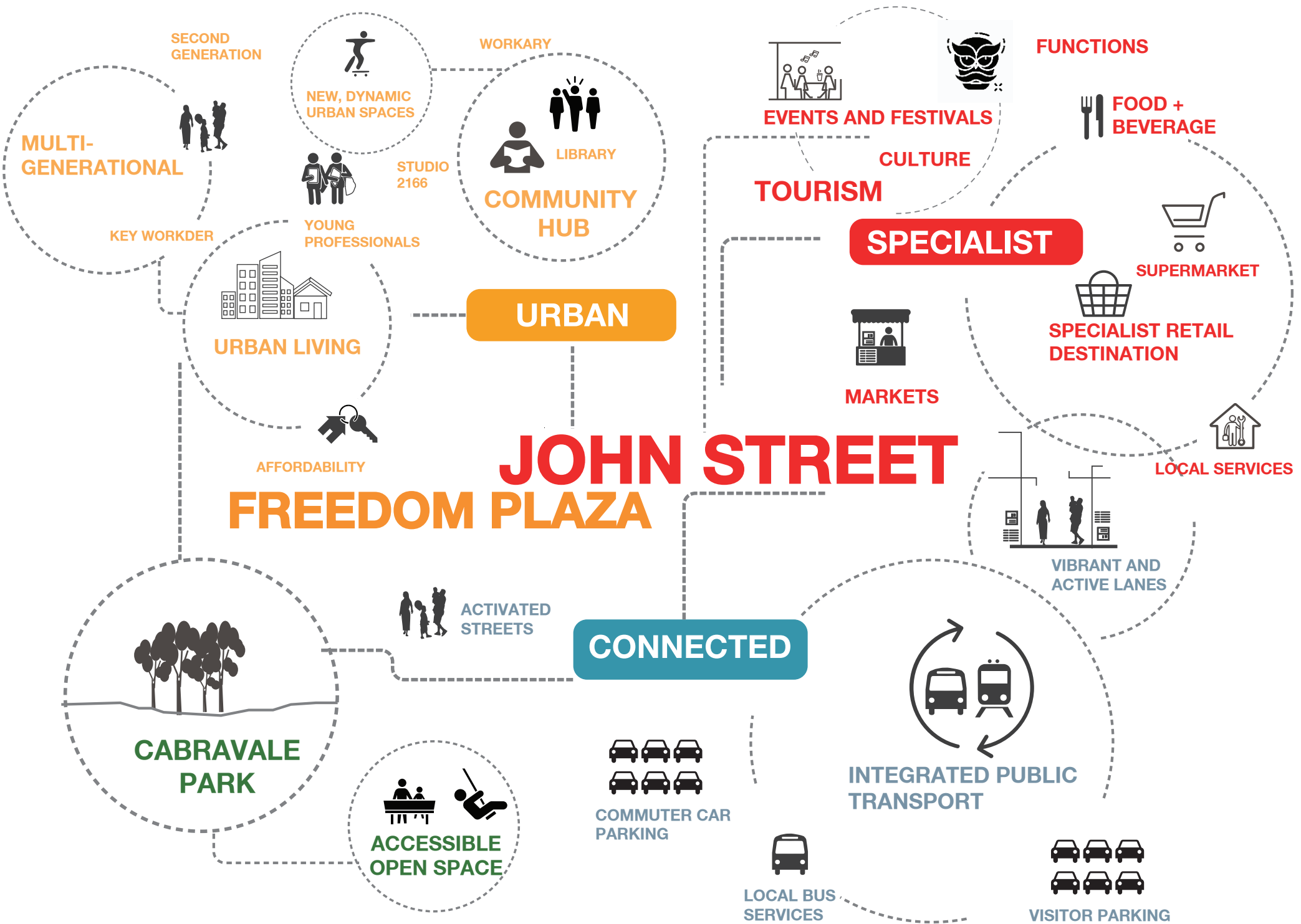
The place based framework that follows has been divided up into the following themes:

- Land use
- Built form
- Movement
- Public domain

Each section begins by outlining the key objectives under each theme. Precedent images have been carefully selected to accompany the objectives and provide an aspiration vision of what the centre could become. This is followed by a framework plan, a set of recommended actions for FCC and recommendations for amendments to development controls.

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3.2 Landuse objectives

Objectives

- Strengthen Cabramatta as a specialist retail and cultural destination
- Protect the character and identity of the centre, specifically around John Street
- Consolidate the retail and commercial land uses in the ‘centre core’ and provide clear direction for new development
- Support the development of commercial and retail uses that benefit from visual exposure from Cabramatta Road and the railway line in those areas
- Support mixed use development with shop-top housing in the ‘centre edge’ (not in the ‘centre core’) with a variety of dwelling types
- Ensure that any increase in residential population and density is supported with an increase in quality and quantity of accessible public open space
- Ensure land use complements the adjacent street, public space and built form and activates streets and spaces throughout the day and night
- Support the activation of the centre through events and programmes

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Carpark rooftops can be used as recreational spaces, playgrounds or cultural events



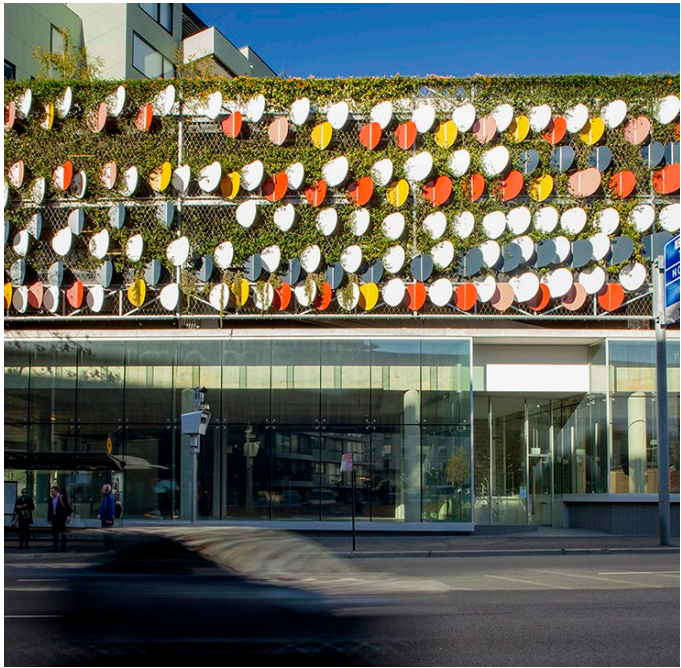
Retail ground floor uses complement hardscaped public space



Evening activity around public art



The Pai Lau gate is symbolic of the distinctive south-east Asian character of Cabramatta



Active showroom ground floor with screened parking above



Commercial addition atop an existing structure with ground floor retail



3.3 Landuse framework plan and recommendations

Recommended actions

- 1. FCC to prepare a contribution plan to secure funding for infrastructure and public benefits
- 2. FCC to develop an Affordably Housing Policy to support the increase of affordable housing provision in an equitable manner across the LGA
- 3. FCC to strategically acquire properties adjacent to existing open spaces close to the centre (i.e. Longfield Park) relative to the increase in population
- 4. FCC to investigate using the upper levels of the carparking structures and on-street carparking for social, cultural, recreational activities potentially through temporary events or structures
- 5. FCC to upgrade the public domain, investigate opportunities to remove on street car parking which would allow for widening of the footpaths as the town centre residential community and tourist economy grows
- 6. FCC to continue to invest in, improve access to and strengthen public domain around the civic and community cluster around the Library and McBurney Road
- 7. FCC to investigate formalising existing uses in the area west of the intersection of Hill Street and John Street to consolidate and regularise existing commercial uses at the western end of John Street and create a gateway
- 8. FCC to investigate developing multi-storey carparking on the periphery of the centre inclusive of rooftop recreation opportunities

Recommended changes to DCP and LEP controls

- 9. Rezone the 'centre core' from Zone B4 Mixed Use to Zone B3 Commercial Core to protect the commercial function and the character of the centre from the negative impacts of shop-top housing including fragmenting active street frontage with services, lobbys and parking access
- 10. DCP to include active frontage controls along John Street to protect it as the primary retail high street
- 11. DCP guidelines to consider the removal of requirements for car parking in the 'centre core' to encourage additional commercial development above ground floor. In-lieu of car parking, review of the Section 7.11 Development Contributions plan to investigate options for car parking development contributions, which would provide funding for a car park on the periphery of the centre without undermining development viability
- 12. LEP to retain the Zone B6 Enterprise corridor to the south of Cabramatta Road to accommodate larger retail functions such as motor vehicle and furniture show rooms not appropriate in the "centre core" and which allow for the activation of Cabramatta Road
- 13. DCP guidelines to support development of commercial and retail anchors in the 'northern opportunity area' and 'eastern opportunity area'
- 14. Reduce carparking requirements for all landuses within the centre

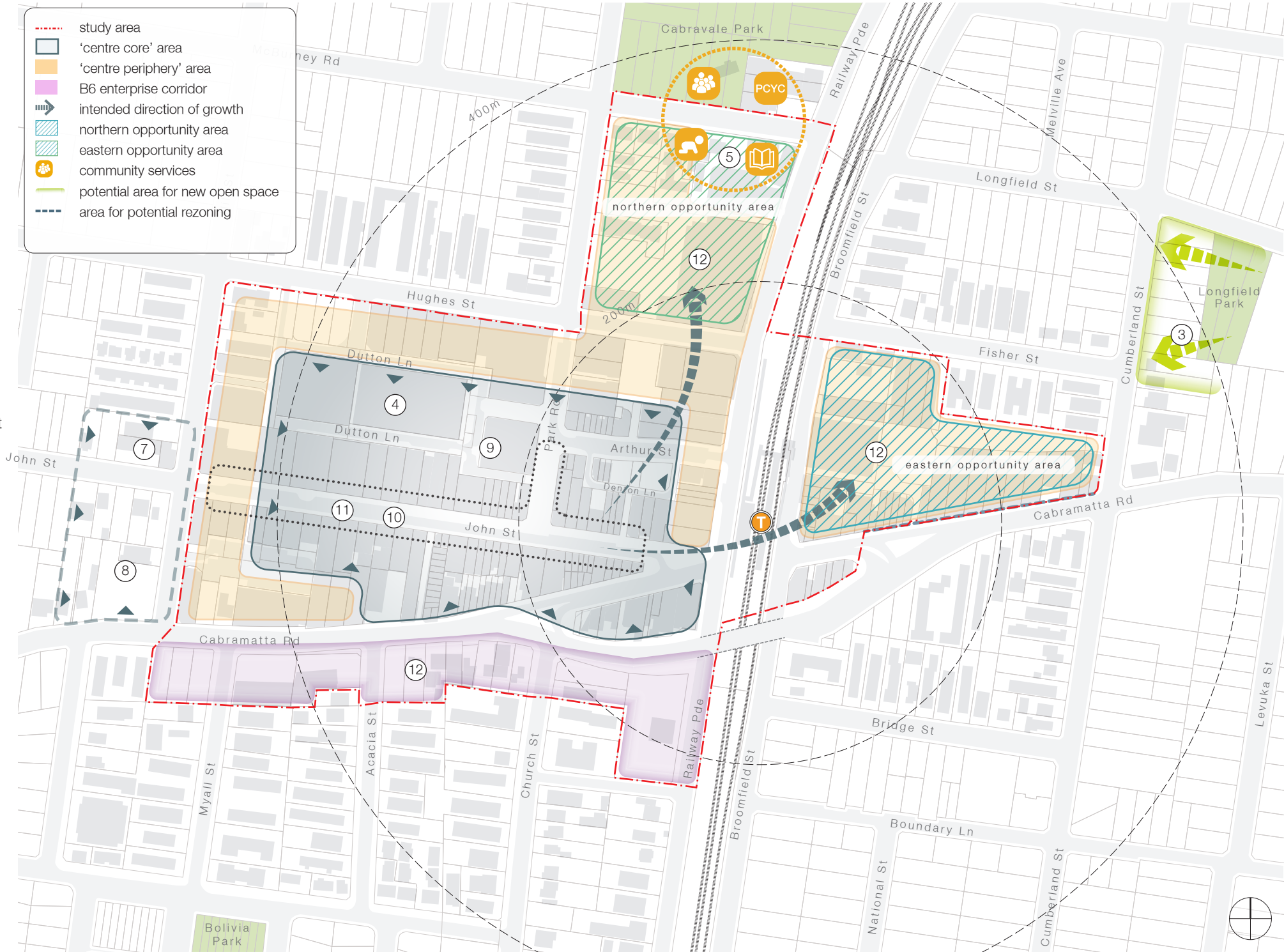


Figure 20: landuse framework plan

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3.4 Built form objectives

Objectives

- Strategically distribute building height to frame the centre and improve legibility
- Ensure buildings heights transition adequately in relation to the adjacent low rise strata properties that are unlikely to redevelop in the short to medium term
- Preserve the low scale, fine grain built form character of John Street
- Encourage the development of architectural forms and elements such as arcades that contribute to the character and identity of the centre
- Ensure the scale of streetwall and rhythm of building frontages is responsive to the existing character of low rise fine grain retail shopfronts
- Encourage retail and commercial ground floors in at ground floor activate streets and improve passive surveillance
- Encourage development in the immediate vicinity of the train station that maximises gateway opportunities, accessibility advantages and street activation
- Ensure direct solar access to key public streets and spaces at appropriate times of the day and year
- Ensure development establishes new public benefits such as new pedestrian connections, community spaces and other facilities

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Commercial podium with a residential tower atop



Pedestrian passageway through a building activated by corner shop



Distinctive towers screened with trees establish become key wayfinding markers



A sculpted tower base and level change offers opportunity for pedestrian dining



Building corners can be used to accentuate street corners



Buildings should positively define public space and have complementary uses



3.5 Built form framework plan recommendations

Recommended actions

- 1. FCC should require design reviews for sites at key gateways and landmark sites over six storeys where in the opinion of Council proposal does not meet design excellence
- 2. FCC to consider incentives (i.e. FSR bonuses) to encourage property owners and tenants to improve their shopfronts, particularly after hours when shops are shuttered up

Recommended changes to DCP and LEP controls

- 3. Remove height of building controls in the LEP and introduce corresponding FSR controls to encourage variation and flexibility in built form design, noting that building heights are limited by Bankstown Airport's Obstacle Limitation Surfaces (OLS)
- 4. Generally increase the base FSR controls across the centre and introduce FSR bonuses based on a preferred amalgamation plan (see Section 5.1)
- 5. The DCP should encourage building heights according to the adjacent plan:
  - i. commercial development up to 4 storeys in the 'centre core'
  - ii. medium rise buildings 1-8 storeys
  - iii. medium rise buildings 2-8 storeys
  - iv. tall buildings 2-12 storeys
  - v. tall buildings 1-19 storeys
- 6. DCP should allow tall landmark buildings in key gateway locations identified in the adjacent plan
- 7. DCP should ensure an adequate transition in building heights from the centre to the surrounding residential areas
- 8. The DCP should encourage 2-3 storey streetwalls with a minimum 3m upper storey setback within the centre
- 9. The DCP should stipulate active street frontage controls to encourage narrow shop frontages along areas with high levels of pedestrian traffic
- 10. The DCP should include a 'no-isolated site clause' to ensure development proposals do not create isolated sites or potential amalgamation sites that are less than 1,200m<sup>2</sup>
- 11. The DCP should to include a solar access control to ensure new development does not overshadow Freedom Plaza and John Street between 10am and 2pm during the winter solstice

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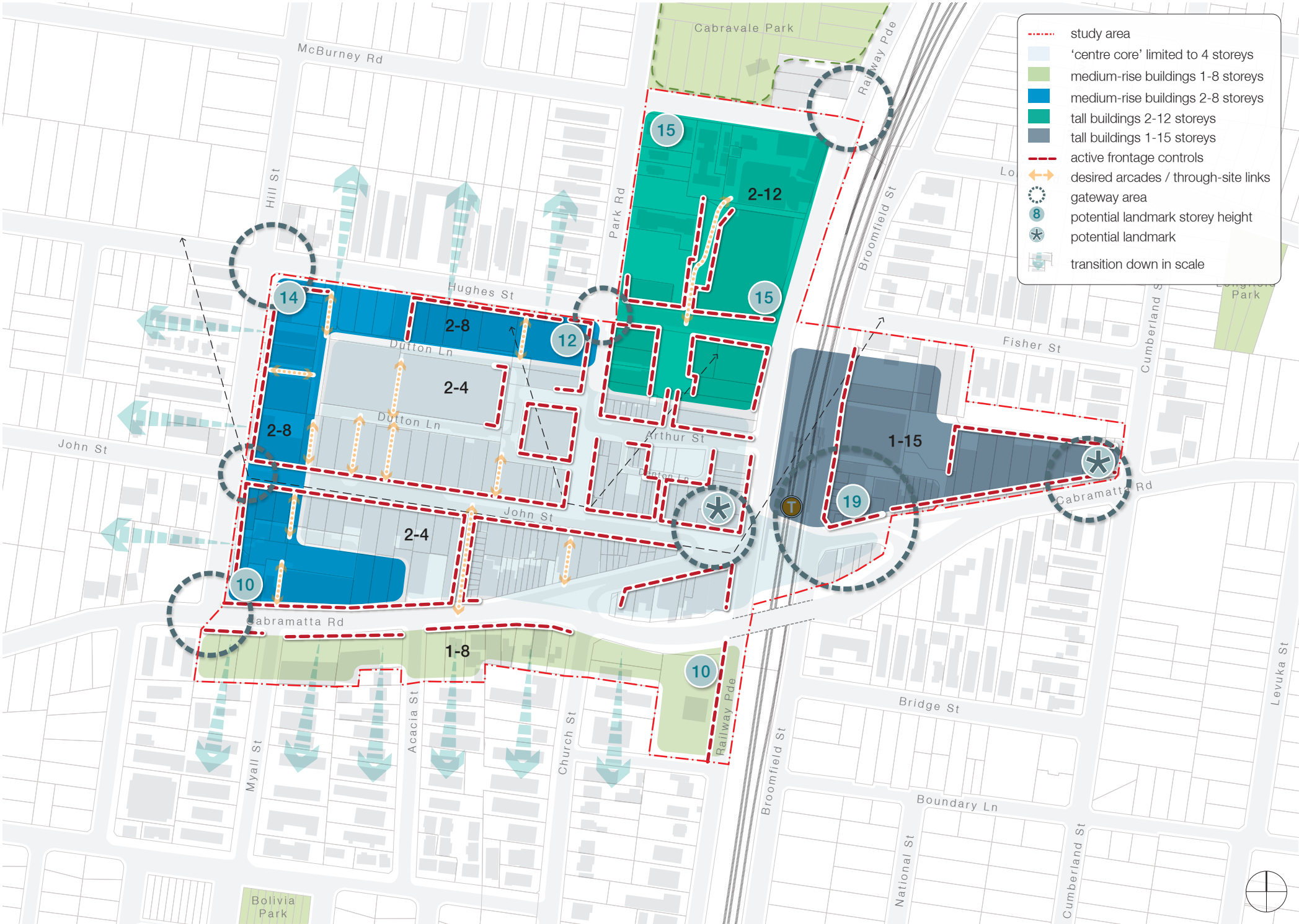


Figure 21: built form framework plan

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3.6 Public domain objectives

Objectives

- Prioritise pedestrian movement and recreation throughout the centre
- Overcome the barrier of the railway line through improved crossing at the station
- Maintain and strengthen John Street as the main pedestrian high street in the centre
- Strengthen Freedom Plaza, Whitlam Place and investigate creating more civic and social spaces
- Reinforce the connections such as laneways to improve the network of streets and spaces
- Create a range of shaded and sunny spaces for people of all abilities and ages
- Create a water play feature(s) to provide relief from summer heat
- Ensure detail in the public domain reflects the cultural diversity and is responsive to environmental and adjacent built form
- Reduce the dominance of vehicles in the centre
- Enhance the connection between Cabramatta and Cabravale Park
- Widen footpaths in line with levels of pedestrian foot traffic
- Deliver community benefits and public domain improvements in line with development uplift

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Narrow pedestrian laneway with trees and detailed paving



Swales which feed should be integrated into a broader network of drainage



Sunny spaces for people to sit in winter and shady spaces in summer



Public domain detailing should reflect the culture and history of the place



Station entrances should clearly defined and legible entrances



Public domain should be considered in tandem with the building ground floor



3.7 Public domain framework plan and recommendations

Recommended actions

- \$

1.

FCC to investigate a contributions plan to secure funding for public domain, streetscape upgrades and other public benefits. The focus of these upgrades should be:

i.

improving public domain around the station and connections over railway Parade

ii.

the reclamation public space from the carparking on John Street as additional public carparking is delivered (Hughes Street Car Park and others)

iii.

transforming the existing smaller car parks within the centre into active public spaces, specifically on the proposed laneway connection from the centre to Cabra-Vale Park as additional public carparking is delivered

iv.

strengthening the north-south connection to Canley Vale via Cabravale Park and to Bolivia Park via Myall Street

v.

Increasing soft landscaping (trees, WSUD, pergolas, and planters) throughout the centre and provide shaded spaces in summer

vi.

Increase the number of public seating spaces

2.

The public domain plans should be innovative and ensure that newly created spaces cater for all age groups

3.

FCC to strategically acquire properties adjacent to existing open spaces close to the centre (Longfield Park) to ensure good access to quality open space in line with population growth

4.

FCC to consider the transformation or adoption of the upper levels of the multi storey car parks to service a recreational purpose outside of business hours

5.

FCC to continue to strengthen the cultural offering in the centre by
  - organising / facilitating events in the centre
  - supporting stakeholders
  - marketing Cabramatta as a cultural destination

Recommended changes to DCP and LEP controls

6.

The DCP to include controls to ensure that servicing areas are screened and that the management strategy for the centre does not impact negatively on the public domain
  - \*note solar access controls for Freedom Plaza and John Street on built form framework plan

Figure 22: public domain framework plan

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SJB

Cabramatta Urban Design Study

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3.8 Movement objectives

Objectives

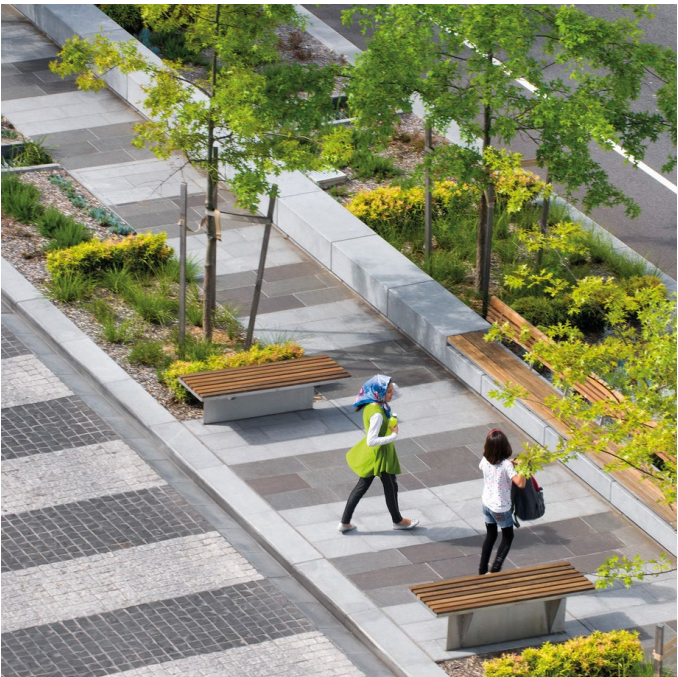
- Encourage access to the centre via public transport, walking and cycling
- Improve navigation and legibility for people coming to and moving around the centre
- Improve safety for pedestrian shoppers, young, elderly and disabled people
- Discourage undesirable vehicular traffic movement
- Minimise the impact of servicing on the public domain
- Improve access to open space for pedestrians and cyclists
- Provide efficient access to carparking structures
- Strengthen the network of active pedestrian laneways and arcades
- Improve the east-west connection over the railway corridor and north-south connection to Cabravale Park

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Pedestrian oriented laneway activated throughout the day and night with retail, cafes and restaurants



Paved streets with a range of detail, public seating and trees



Clearly defined cycle path intersection with integrated planting



Traffic calming measures can be designed to accommodate parking include planting and improve the quality of the public domain



Discreet servicing which minimises impact on the street character



Water sensitive urban design basin integrated into street parking and footpath



3.9 Movement framework plan and recommendations

Recommended actions

- 1. FCC should encourage travel to Cabramatta by public transport and bicycle
- 2. FCC to develop an integrated wayfinding strategy that assists visitors in navigating the centre
- 3. FCC to develop a clear servicing strategy and policy
- 4. FCC to undertake streetscape upgrades which improve pedestrian safety using crossing points along busy roads which also discourage speeding
- 5. FCC to investigate limiting vehicular access to John Street during specific time periods, reducing the number of street carparking spaces along John Street
- 6. FCC to invest in Fisher Street as a green connection from the centre to Longfield Park
- 7. FCC to monitor and evaluate car park usage and consider the future need and form of the carparks in the future
- 8. FCC together with the rail authorities to investigate improved connections across the rail corridor between east and west Cabramatta through a combinations of pedestrian signals, at-grade connection, bridges and underpasses

Recommended changes to DCP and LEP controls

- 1. The DCP is to remove all car parking requirements for commercial uses in the “centre core”
- 2. The DCP is to generally reduce parking requirements for residential land uses within the centre
- 3. The DCP should seek to secure additional short stay public carparking within new developments on the periphery of the centre as a public benefit to encourage walk in activation of retail frontages
- 4. The DCP is to include requirements for new arcades and open to air through-site links in key locations where development / amalgamation is proposed. Open through-site links to be registered as public right-of-ways or dedicated to Council.

Proposed open laneway connections (PROW) between:

- i. John Street, McBurney Road and Cabravale Park in the block between Railway Parade and Park Street
- ii. John Street and Cabramatta Road West
- iii. Railway Parade and Park Street to the south of the library
- iv. The proposed plaza in the Cabramatta East development site and Broomfield Street

New arcade connections between:

- v. John Street and Cabramatta Road West
- vi. Hughes Street and Dutton Lane through 20-22 Hughes Street
- vii. Between Dutton Lane and John Street through 111 John Street

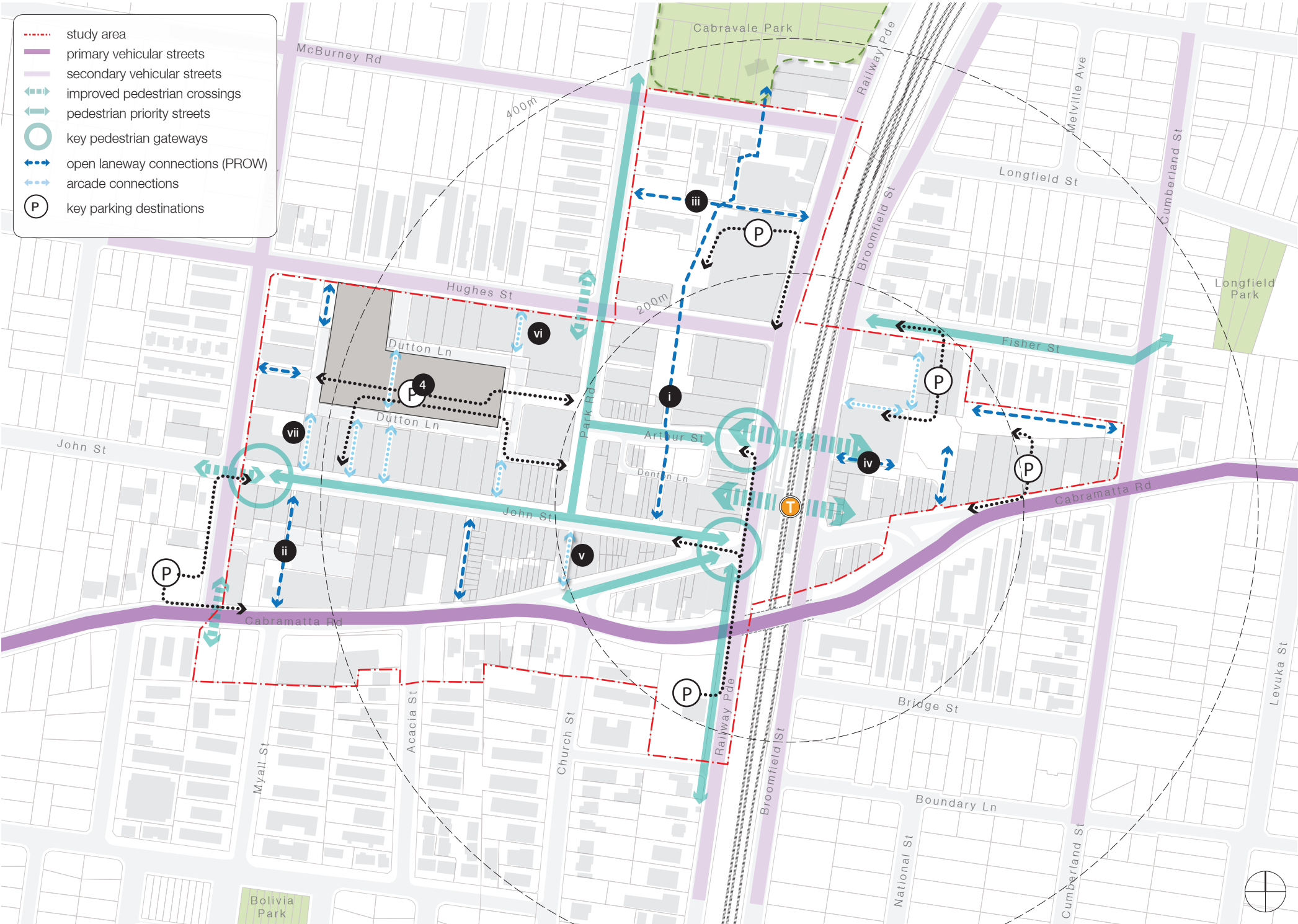


Figure 23: movement framework plan

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# Illustrative massing

The images presented in this chapter illustrate what Cabramatta could look like based on the recommendations and strategies outlined in chapter 3. It is important to note that the massing is conceptual and that the purpose of presenting them in the study is to provide stakeholders and community members with a visual picture of the implications of some of the more technical terms such as FSR mean in terms of built form

4.1 Massing

This drawing illustrates the potential future of Cabramatta according the masterplan framework recommendations and preferred amalgamation sites. It is important to note that these images are indicative and provide a sense of the proposed scale of change envisaged over time. The ultimate built form will look different from what is presented because each building will go through the development application process.

The numerical information below is an approximation of the existing, proposed and net increase in built form for the study area. This has been separated into two categories based on whether the development is located to the east or west of the railway line. Information for the net increase is based on assumptions on the existing floorspace in the study area because of the absence of a floorspace study.

	West	East	TOTAL
Estimate of existing commercial GFA (sqm)	137,603	18,099	155,702
Estimate of existinl residential GFA (sqm)	3,740	469	4,209
Estimate of existing residential dwellings	37	6	43
Proposed new commercial GFA (sqm)	80,629	36,745	117,374
Assumed uplift in "centre core" (sqm)	52,853		52,853
Proposed new residential GFA (sqm)	117,545	69,523	187,068
Proposed dwellings	1,383	818	2,201
Total commercial GFA (sqm)	174,205	36,745	210,950
Total residential GFA (sqm)	117,545	69,523	187,068
Total residential dwellings	1,383	818	2,201
net increase in commercial GFA (sqm)	36,602	18,646	55,248
net increase in residential GFA (sqm)	113,805	69,054	182,859
net increase in dwellings	1,346	812	2,158

- Assumptions:
- The estimate of the existing commercial GFA based on 80% of the existing footprint at ground floor level and 80% of the footprint at first floor level
  - Existing residential GFA based on 75% of the building footprint over 2 storeys and 100m2 per unit
  - Proposed yields have not been informed by traffic modelling and assume that any barriers to development from a traffic perspective are removed
  - Proposed new development calculated on
    - 75% GBA to GFA efficiency for residential
    - 80% GBA to GFA efficiency for commercial
    - 85m² GFA per dwelling
  - Uplift on the "centre core" calculated as an FSR of 2.5 minus the existing commercial floorspace in the centre as calculated above

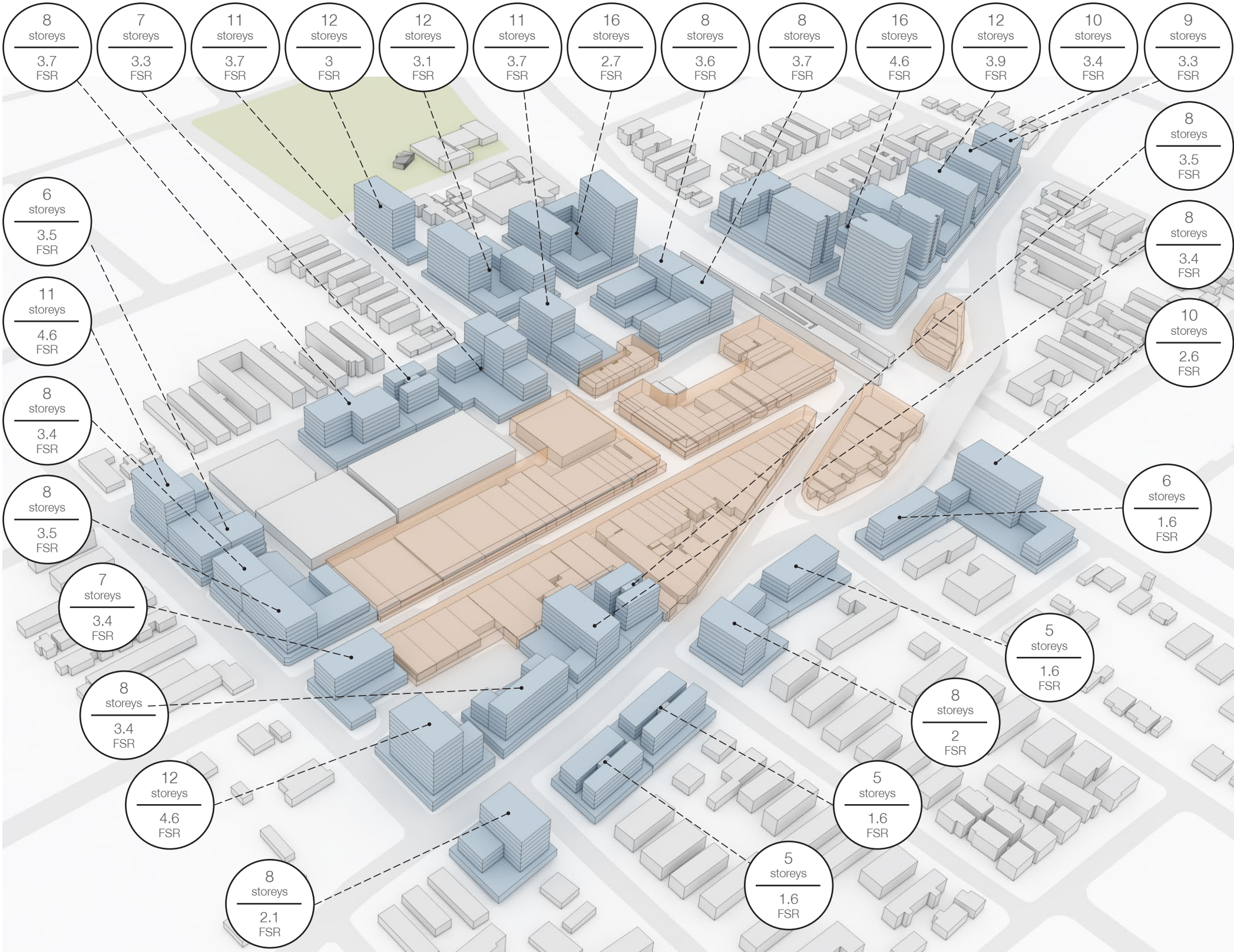


Figure 24: view of proposed massing from the southwest

proposed buildings on amalgamated lots  
uplift within the "centre core"



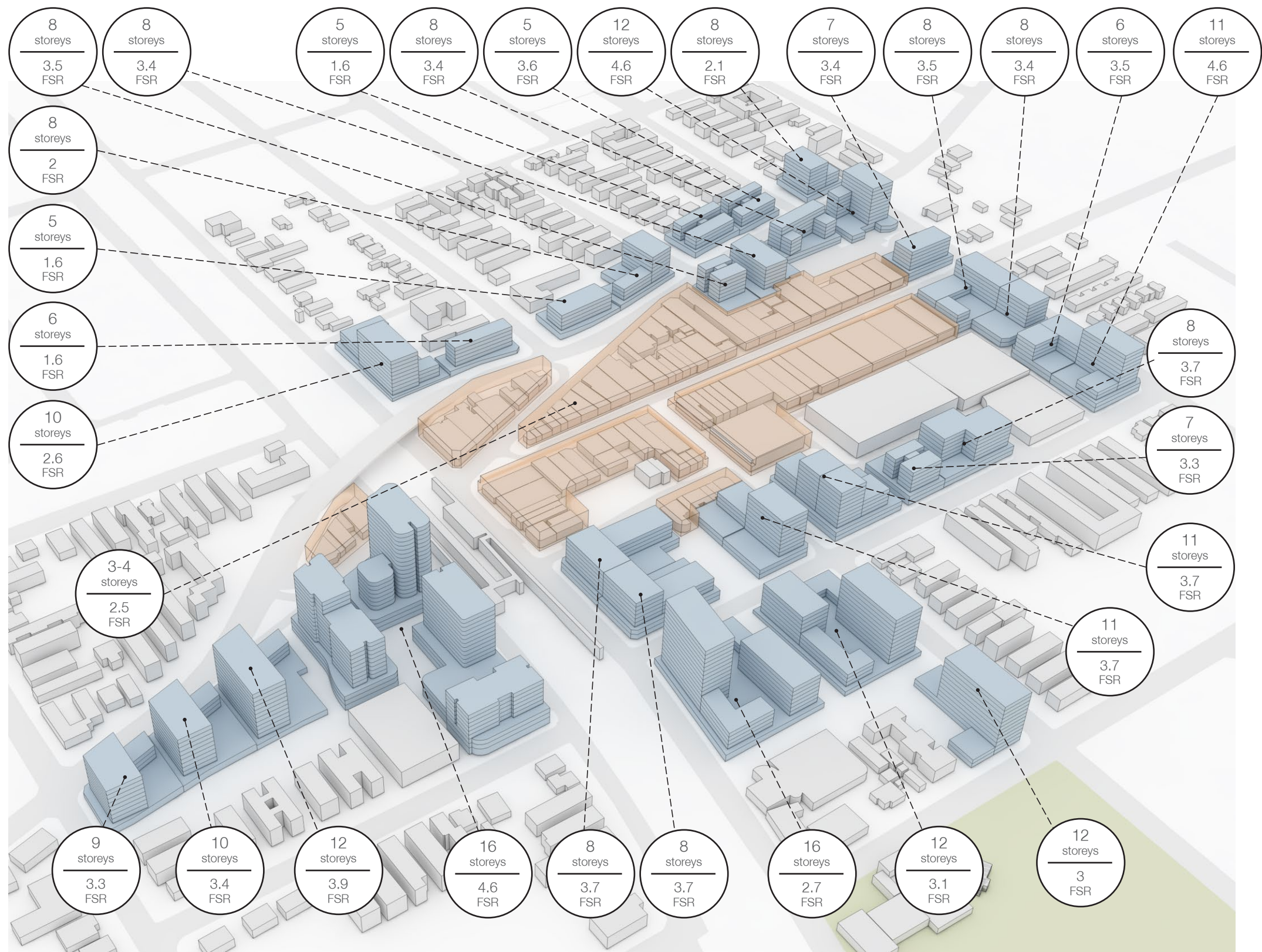


Figure 25: view of proposed massing from the northeast

proposed buildings on amalgamated lots  
uplift within the "centre core"



4.2 Shadow study

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9am

The shadow study demonstrates the movement of shadows on the 21<sup>st</sup> of June (winter solstice) which is the shortest and most shady day of the year.



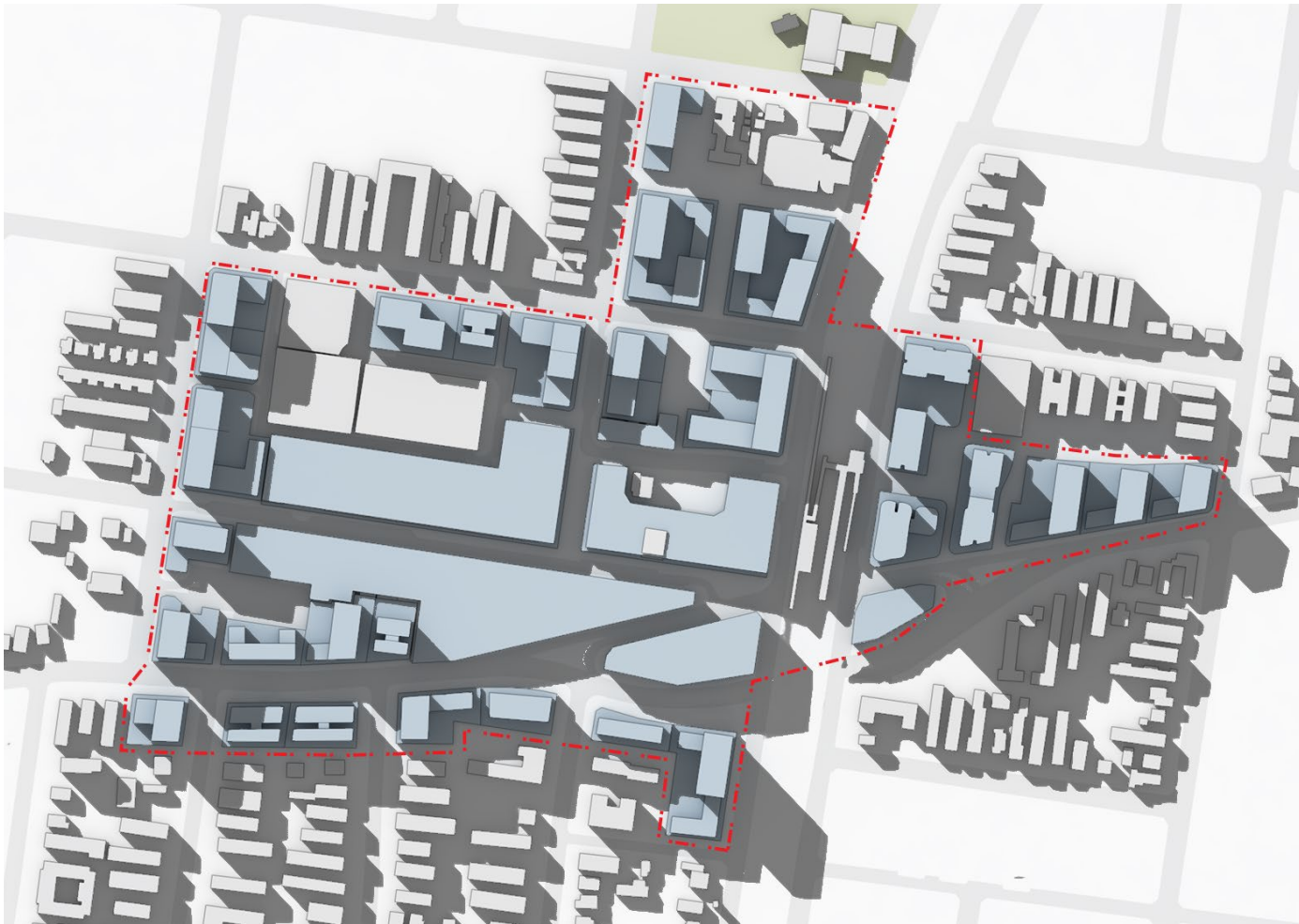
11am





1pm

The shadow study demonstrates the movement of shadows on the 21<sup>st</sup> of June (winter solstice) which is the shortest and most shady day of the year.



3pm

# Recommendations

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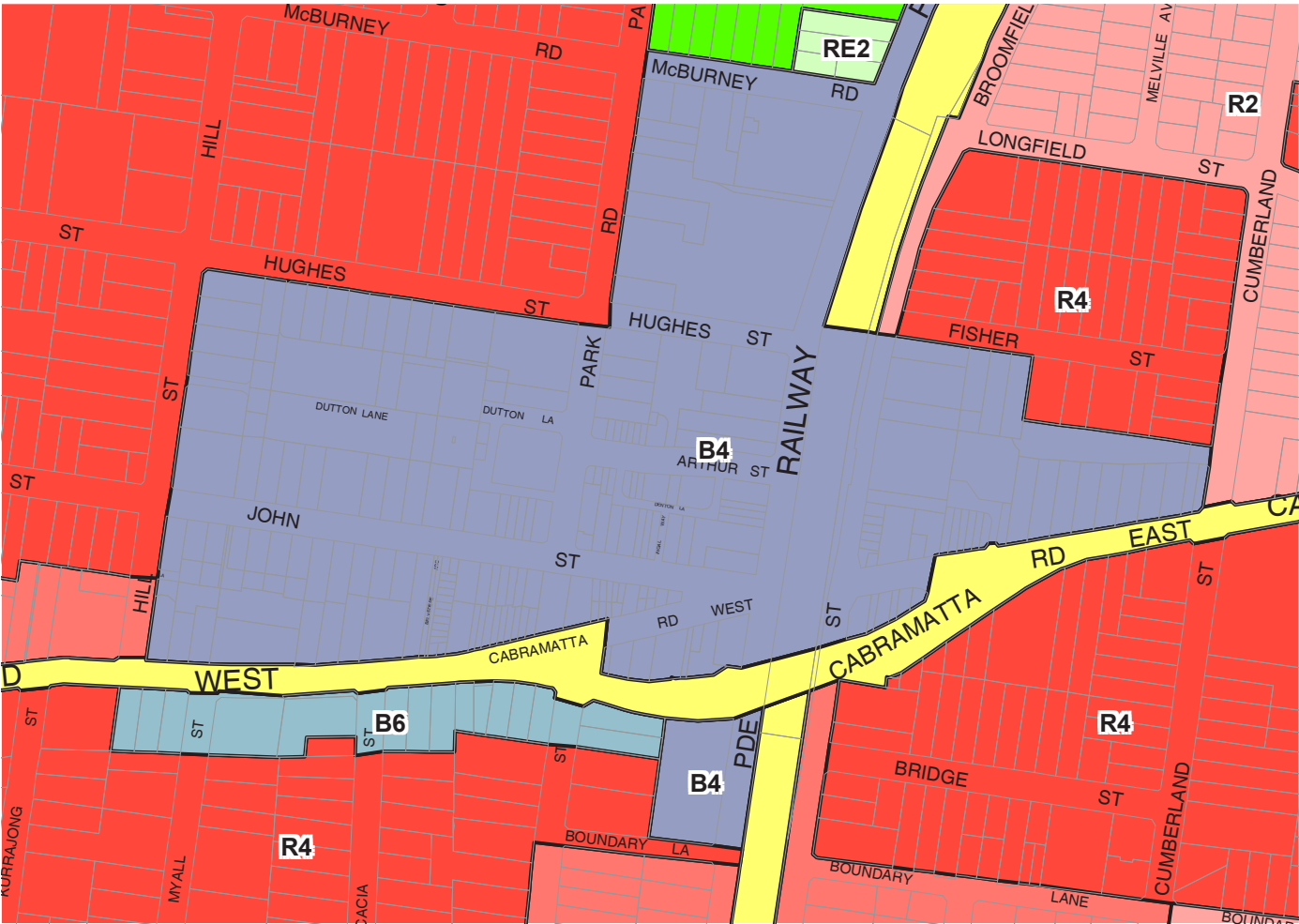
This final chapter consolidates all the above recommendations and proposals into a series of development control plans that could form part of the revised LEP or DCP



Recommendations

5.1 Recommended LEP zoning

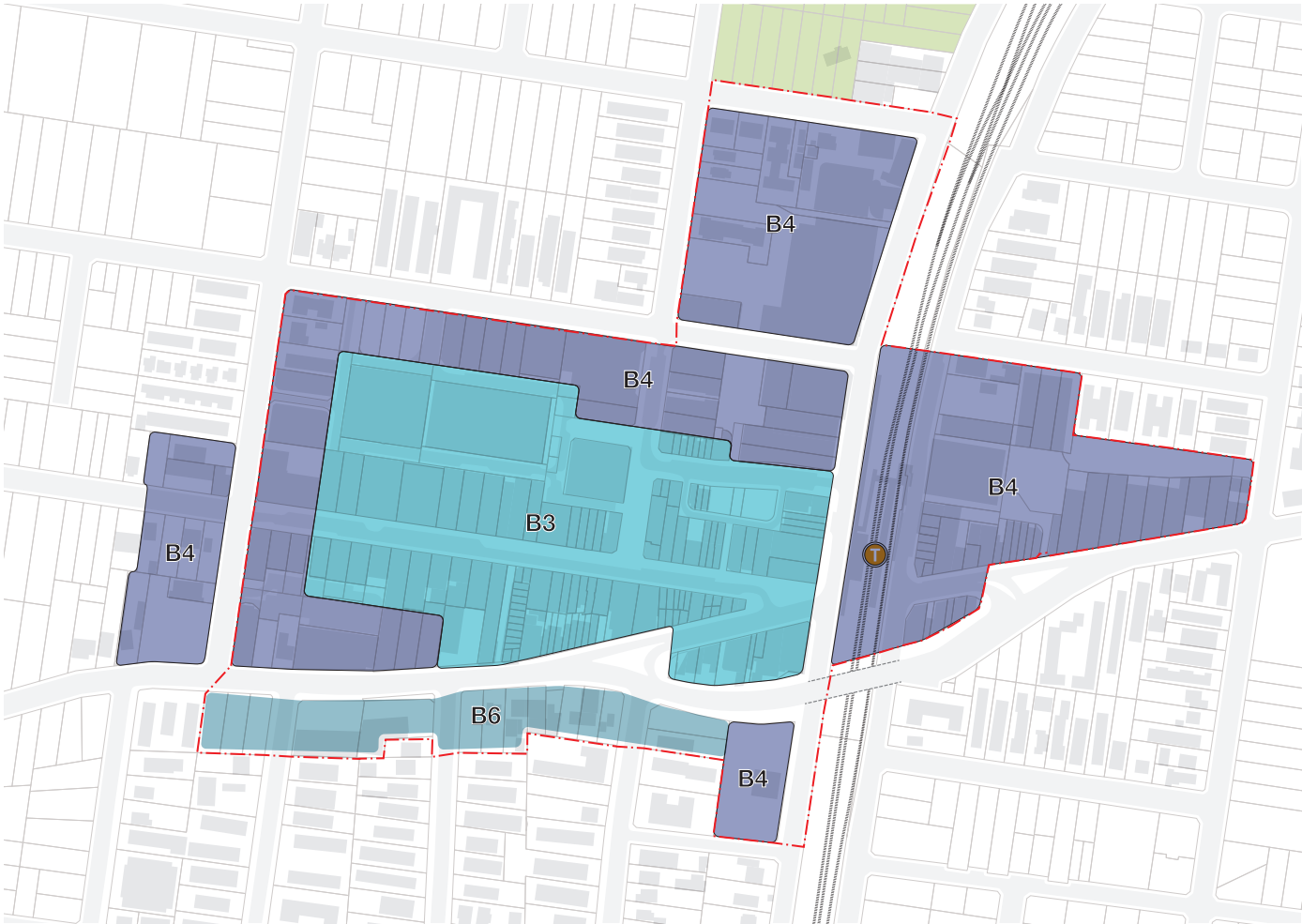
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Existing Zoning

The plan above illustrates the current landuse zoning LEP map 2013.

<b>B1</b> Neighbourhood Centre	<b>RU2</b> Rural Landscape
<b>B2</b> Local Centre	<b>RU4</b> Primary Production Small Lots
<b>B3</b> Commercial Core	<b>RU5</b> Village
<b>B4</b> Mixed Use	<b>SP1</b> Special Activities
<b>B5</b> Business Development	<b>SP2</b> Infrastructure
<b>B6</b> Enterprise Corridor	<b>SP3</b> Tourist
<b>E2</b> Environmental Conservation	<b>W2</b> Recreational Waterways
<b>E3</b> Environmental Management	<b>MD</b> SEPP (Major Development) 2005
<b>IN1</b> General Industrial	<b>WSP</b> SEPP (Western Sydney Parklands) 2
<b>IN2</b> Light Industrial	<b>WSE</b> SEPP (Western Sydney Employment)
<b>R1</b> General Residential	<b>DM</b> Deferred Matter
<b>R2</b> Low Density Residential	
<b>R3</b> Medium Density Residential	
<b>R4</b> High Density Residential	
<b>RE1</b> Public Recreation	
<b>RE2</b> Private Recreation	
<b>RU1</b> Primary Production	
<b>RU2</b> Rural Landscape	



Recommended Zoning

The plan above illustrates the proposed landuse zoning.

- study area
- B3 commercial core
- B4 mixed use
- B6 enterprise corridor

Recommendations

5.2 Recommended LEP Base Floor Space Ratio Plan

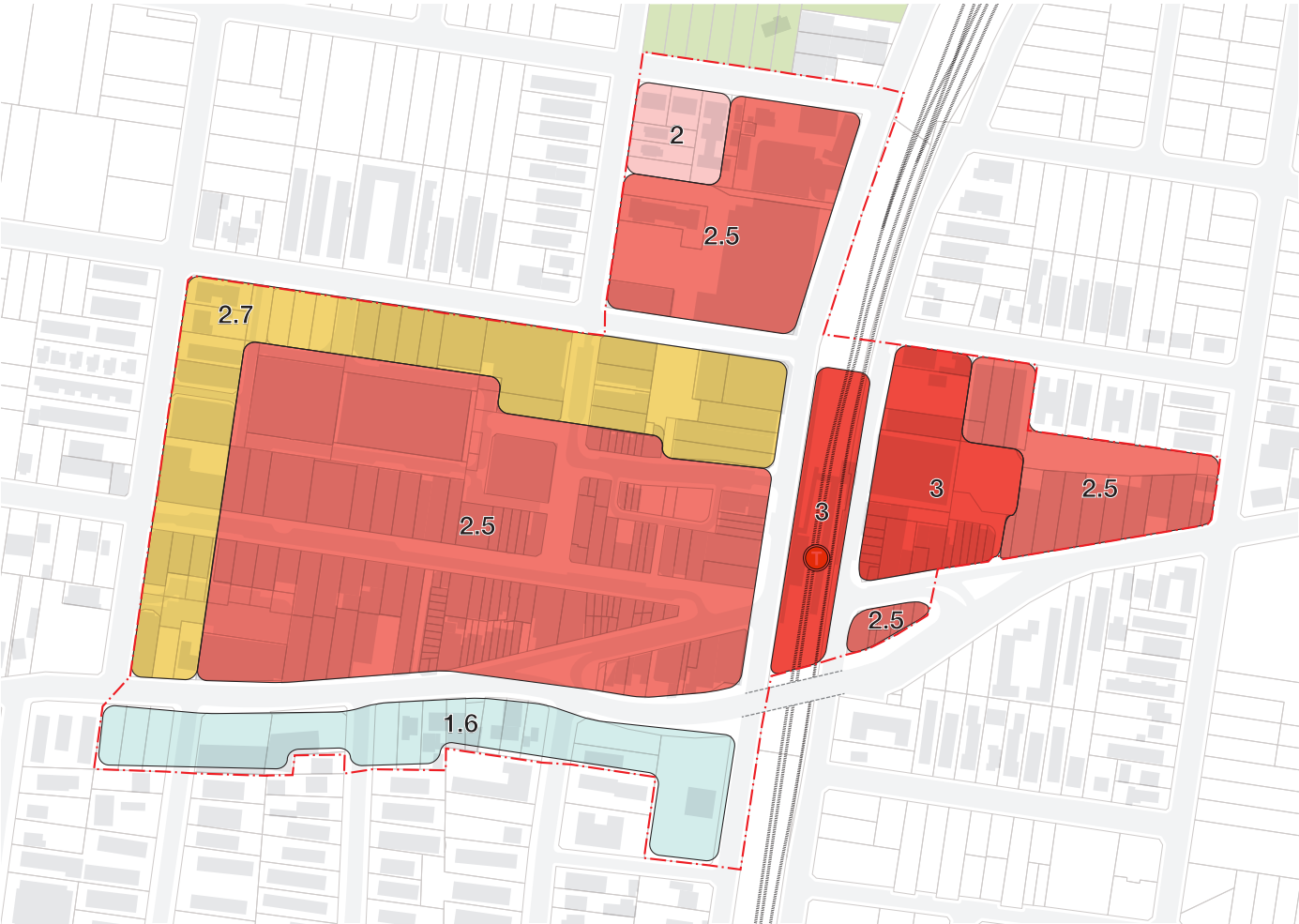
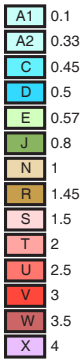
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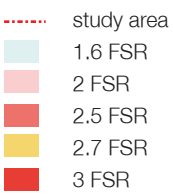
Existing FSR

The plan above illustrates the current floor space ratio LEP map 2013.



Recommended base FSR

The plan above illustrates the proposed base floor space ratio.





Recommendations

5.3 Preferred amalgamation plan and opportunity sites

The adjacent plan illustrates the preferred amalgamation pattern as well as opportunity sites. It is based on a combination of the opportunity sites analysis, opportunities and constraints plans and logical aggregation of smaller sites into sites bigger than 1,200m² which can also deliver key public benefits.

It approximately reflects recent development applications or preliminary discussions with council officers, other sites identified by the consultant team as a result of analysis and publicly owned sites that show development potential. It also includes the privately owned sites that have been the subject of a planning proposal east of the railway line.

site index	address	site area (m²)
1	252-256 Cabramatta Rd West	2324
2	263,261,259 Cabramatta Rd West	1905
3	100,102,104 John St	1431
4	48-50 Hill St	1409
5	111,117 John St	2767
6	44,46 Hill St	1758
7	40,42 Hill St	1848
8	246 Cabramatta Rd West	2070
9	251-257 Cabramatta Rd West	1802
10	238 Cabramatta Rd West and 1A Acacia St	2352
11	245,247,249 Cabramatta Rd West	2187
12	243 Cabramatta Rd West	1328
13	24-32 Hughes St	2452
14	220-224,226,230,234 Cabramatta Rd West	2919
15	20 Hughes St and 20A Hughes St	1231
16	208,216 Cabramatta Rd West	2225
17	47,49 Park Rd	3552
18	2,2A Church St	1902
19	44,46,48,50 Park Rd	2606
20	32,40 Park Rd and 180 Railway Pde	5493
21	24,26 Park Rd and 6,8 McBurney Rd	2984
22	224 Railway Pde	4311
23	193 Railway Pde	2752
24	2,4 Hughes St	2216
25	179,180 Railway Pde	8030
26	refer to planning proposal	12803
27	123,121,119 Cabramatta Rd East	2842
28	113,115,117 Cabramatta Rd East	2171
29	103,107,109 Cabramatta Rd East	1793

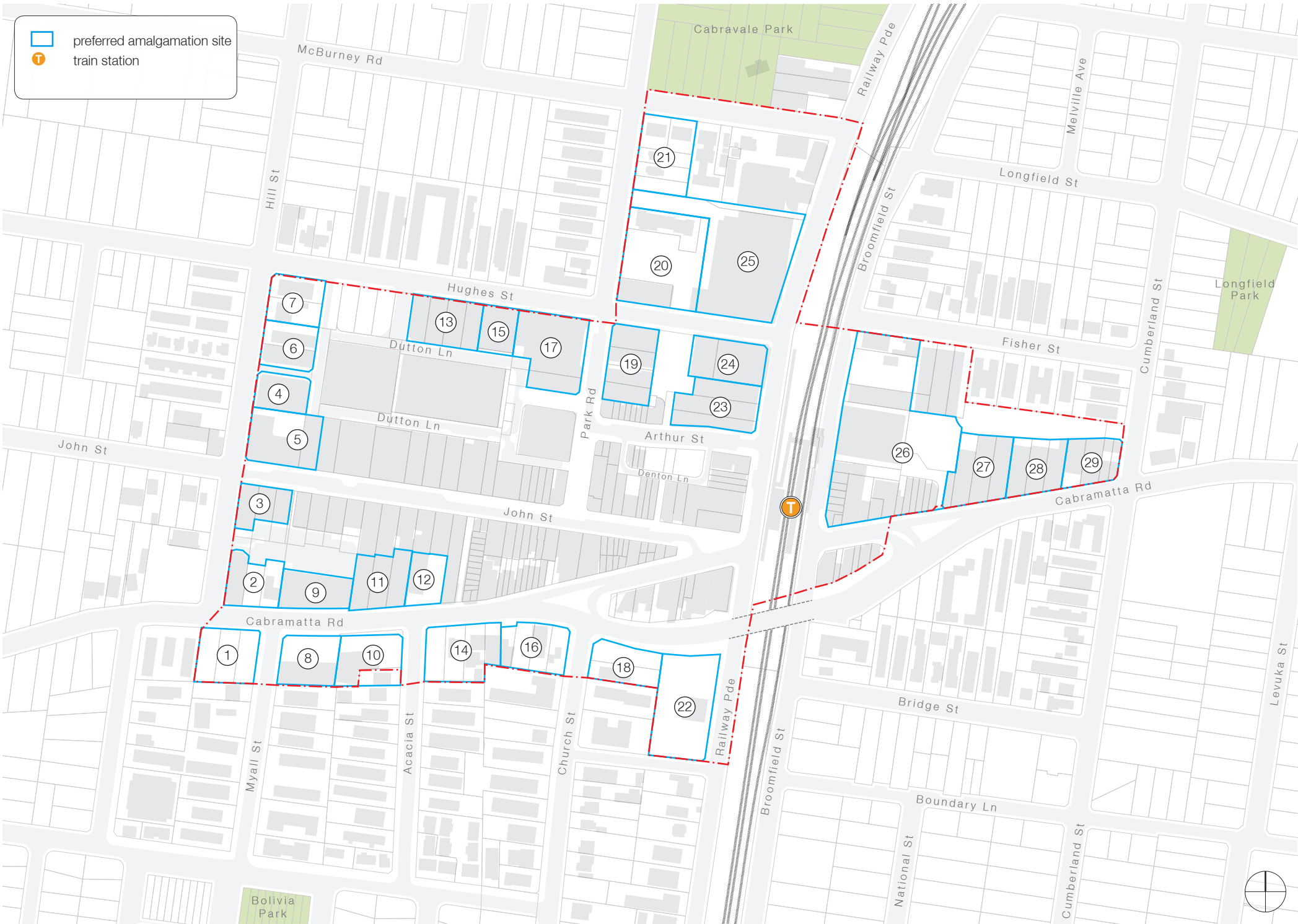


Figure 26: preferred amalgamation plan

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Recommendations

5.4 Recommended LEP floor space ratio bonuses

In order to encourage amalgamation the following sites are subject to bonus FSR if the preferred amalgamation is delivered through a development application.

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Figure 27: floor space ratio bonus plan

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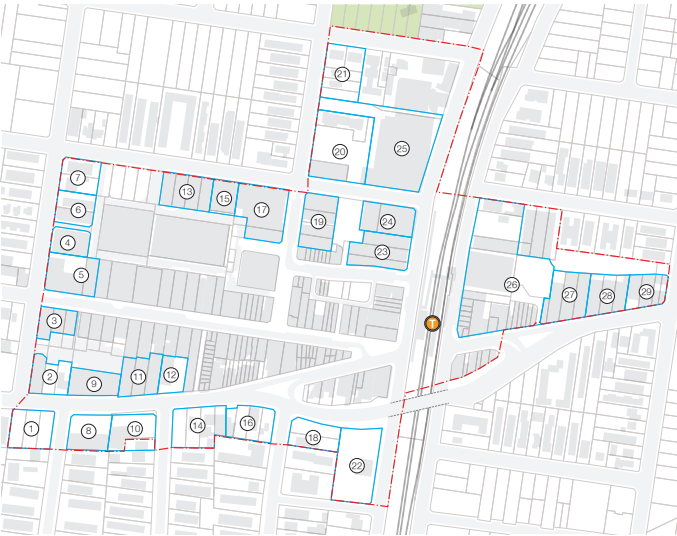


Recommendations

5.5 Floor Space Ratio and yield schedule

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The adjacent table presents a summary of the existing and proposed FSRs and yields for the proposed amalgamated sites including and excluding the bonus FSR (subject to further transport studies). It is important to highlight that this yield does not reflect the overall uplift in the study area as the “central core” has not been included in the schedule due to the number of properties within this area. What the table illustrates is that there is a approximately 23% increase in development yield under the base consideration. Should the sites be amalgamates as recommended the bonus FSR would result in an overall increase of 65% of the existing GFA permitted under current controls.

Index	Site Area (sqm)	Existing		Proposed base		Bonus		Potential total yield				
		Existing FSR	Existing permissible GFA (sqm)	Proposed base FSR	Proposed Possible GFA (sqm)	Proposed Bonus FSR	Potential permissible GFA (sqm)	Potential Total FSR	Potential permissible GFA with bonuses (sqm)	Comm/ Retail GFA (Assumed FSR1:1)	Res GFA	Est potential Units
1	2,324	1.00	2,324	1.60	3,718	0.50	1,162	2.10	4,880	2,324	2,556	30
2	1,905	1.50	2,857	2.70	5,143	2.00	3,810	4.70	8,953	1,905	7,048	83
3	1,431	2.00	2,862	2.70	3,864	0.80	1,145	3.50	5,009	1,431	3,578	42
4	1,409	2.00	2,818	2.70	3,805	0.80	1,127	3.50	4,932	1,409	3,523	41
5	2,767	2.00	5,535	2.70	7,472	0.80	2,214	3.50	9,686	2,767	6,919	81
6	1,758	2.00	3,516	2.70	4,747	0.80	1,406	3.50	6,153	1,758	4,395	52
7	1,848	2.00	3,696	2.70	4,990	2.00	3,696	4.70	8,687	1,848	6,839	80
8	2,070	1.00	2,070	1.60	3,312	0.00	-	1.60	3,312	2,070	1,242	15
9	1,802	1.50	2,703	2.50	4,505	1.00	1,802	3.50	6,307	1,802	4,505	53
10	2,352	1.00	2,352	1.60	3,764	0.00	-	1.60	3,764	2,352	1,411	17
11	2,187	1.50	3,281	2.50	5,468	1.00	2,187	3.50	7,655	2,187	5,468	64
12	1,328	1.50	1,992	1.50	1,992	1.00	1,328	2.50	3,320	1,328	1,992	23
13	2,452	2.00	4,904	2.70	6,620	1.00	2,452	3.70	9,072	2,452	6,620	78
14	2,919	1.00	2,919	1.60	4,671	0.50	1,460	2.10	6,131	2,919	3,211	38
15	1,231	2.00	2,463	2.70	3,325	0.00	-	2.70	3,325	1,231	2,093	25
16	2,225	1.00	2,225	1.60	3,561	0.00	-	1.60	3,561	2,225	1,335	16
17	3,552	2.00	7,105	2.70	9,592	1.00	3,552	3.70	13,144	3,552	9,592	113
18	1,902	1.00	1,902	1.60	3,043	0.00	-	1.60	3,043	1,902	1,141	13
19	2,606	2.50	6,514	2.70	7,035	1.00	2,606	3.70	9,641	2,606	7,035	83
20	5,493	2.50	13,732	2.50	13,732	0.60	3,296	3.10	17,028	5,493	11,535	136
21	2,984	1.50	4,477	2.00	5,969	1.00	2,984	3.00	8,953	2,984	5,969	70
22	4,311	1.00	4,311	1.60	6,898	1.00	4,311	2.60	11,209	4,311	6,898	81
23	2,752	2.50	6,879	2.70	7,429	1.00	2,752	3.70	10,181	2,752	7,429	87
24	2,216	2.50	5,539	2.70	5,982	1.00	2,216	3.70	8,198	2,216	5,982	70
25	8,030	2.50	20,075	2.50	20,075	0.60	4,818	3.10	24,893	8,030	16,863	198
26	12,803	2.50	32,007	3.00	38,408	0.90	11,522	3.90	49,930	12,803	37,128	437
27	2,842	2.50	7,106	2.50	7,106	1.50	4,264	4.00	11,370	2,842	8,527	100
28	2,171	2.50	5,427	2.50	5,427	1.00	2,171	3.50	7,598	2,171	5,427	64
29	1,793	2.50	4,483	2.50	4,483	1.00	1,793	3.50	6,276	1,793	4,483	53
TOTALS			168,075		206,135		70,074		276,210	85,465	190,745	2,243

38,061

Net GFA increase

70,074

Net GFA increase

108,135

Net GFA increase

5.6 Recommended height of buildings

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Existing height of buildings (LEP)

The plan above illustrates the current height of buildings LEP map 2013

G	7	S	23
H	7.5	T1	25
I	8	T2	26
J	9	T3	27
K	10	T4	29
L	11	U1	30
M	12	U2	33
N1	13	V1	38
N2	14	V2	39
O1	15	W	42
O2	16	AA	66
P1	17		
P2	18		
Q	20		
R	21		



Recommended height of buildings (DCP)

The plan above illustrates the recommended range of heights for buildings that should be included in the DCP. As FSR is the key factor that governs the overall quantum of development per site, the heights are suggested as a range. This encourages variation in building scale and allows proponents to be generous with the floor-to-floor storey heights within the development resulting in an improved outcome for residents. Buildings heights are further limited by the Obstacle Limitation Surface (aviation control) associated with Bankstown airport.

.....	study area
1-4	1-4 storeys
3-6	3-6 storeys
3-8	3-8 storeys
3-10	3-10 storeys
3-12	3-12 storeys
3-16	3-16 storeys



# Recommendations

## 5.7 Recommended active frontages controls

The adjacent plan illustrates the recommended active frontage controls that may form part of the DCP. Two levels of active frontage control are identified:

### Primary frontages

- Commercial or retail ground floor uses with active frontages for a minimum of 80% of the length of the street frontage.
- Shop / commercial street frontages should be narrow (between 5 and 12m) and where a retail or commercial tenancy is wider than 12m the shopfront must include visually permeable panels every 6-12m.
- Vehicular access, plant and serving entrances on these frontages should be avoided
- Blank walls longer than 5m are discouraged.

### Secondary frontages

- Commercial or retail ground floor uses with active frontages for a minimum of 50% of the length of the street frontage.
- Shop / commercial street frontages should be narrow (between 5 and 20m). Where a retail or commercial tenancy is wider than 12m the shopfront must include visually permeable panels every 6-12m.
- Vehicular access, plant and serving entrances on these frontages should be carefully located and designed to have minimum impact on the streetscape
- Blank walls longer than 5m are discouraged

- primary frontage
- secondary frontage

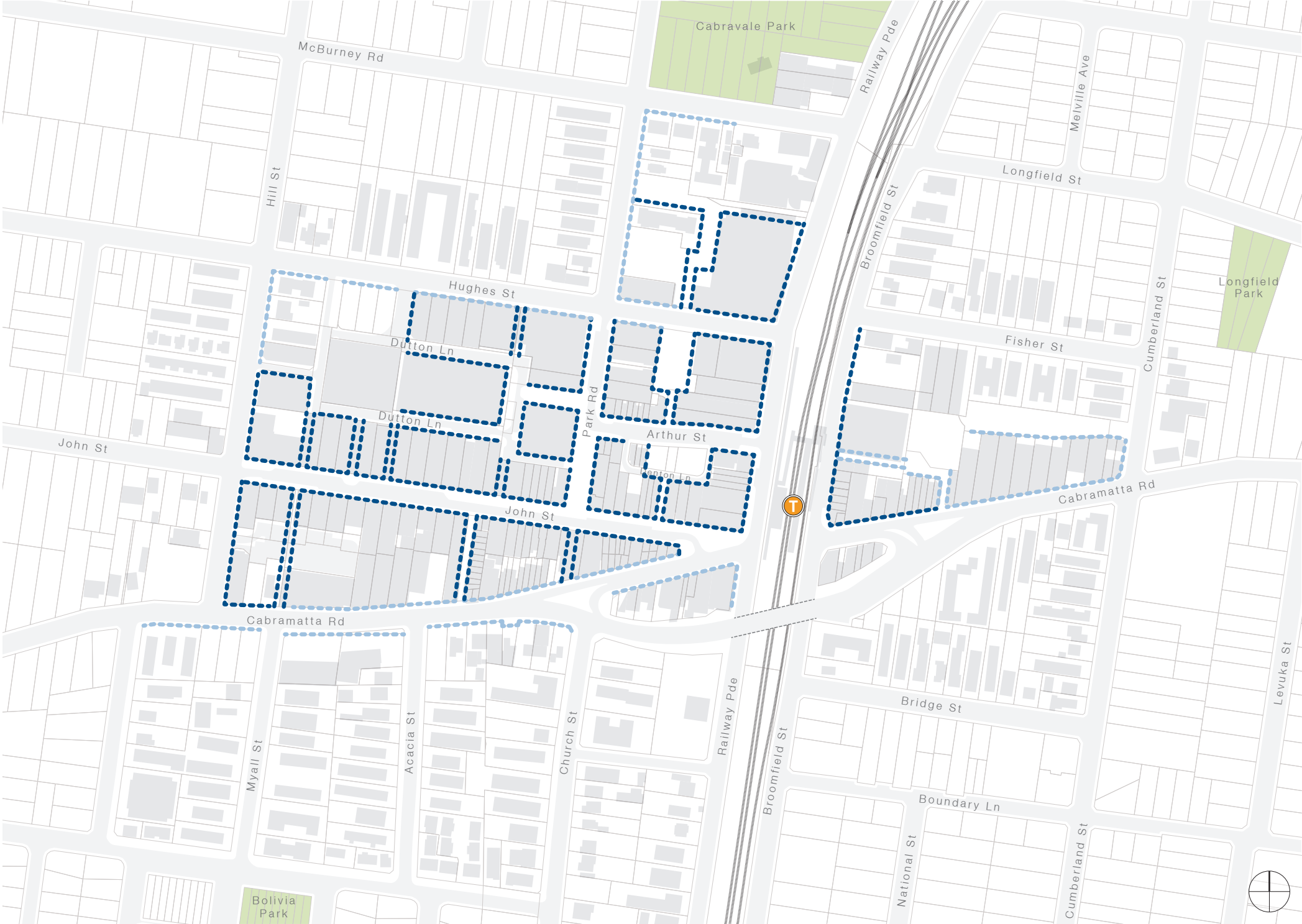


Figure 28: active frontage plan

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5.8 Recommended DCP streetwalls and setbacks

The adjacent plan illustrates the recommended minimum and maximum streetwall storey heights in order to define streets, spaces and the public domain. In addition to the streetwall height, every building should have a 3m above-podium setback to ameliorate potential environmental impacts and provide built form articulation.

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Figure 29: streetwalls and setbacks plan

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Recommendations

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5.9 Recommended through-site links

In order to improve levels of pedestrian permeability and build upon the existing character of Cabramatta that has been created through its network of narrow lanes and shopping arcades the adjacent plan identifies where additional through site links are required as part of any development proposals.

- Two categorises of through site links are proposed:
- 1. Private arcades that provide an internalised connection through the blocks. Some of these exist and should be maintained and other which are proposed or new. These may be closed after hours
  - 2. Open laneway connections that should be open to sky. These could be registered as public right-of-ways or dedicated to Council.

- Proposed open laneway connections (PROW) between:**
- i. John Street, McBurney Road and Cabravale Park in the block between Railway Parade and Park Street
  - ii. John Street and Cabramatta Road West
  - iii. Railway Parade and Park Street to the south of the library
  - iv. The proposed plaza in the Cabramatta East development site and Broomfield Street
- v. New arcade connections between:**
- vi. John Street and Cabramata Road West
  - vii. Hughes Street and Dutton Lane through 20-22 Hughes Street
  - viii. Between Dutton Lane and John Street through 111 John Street

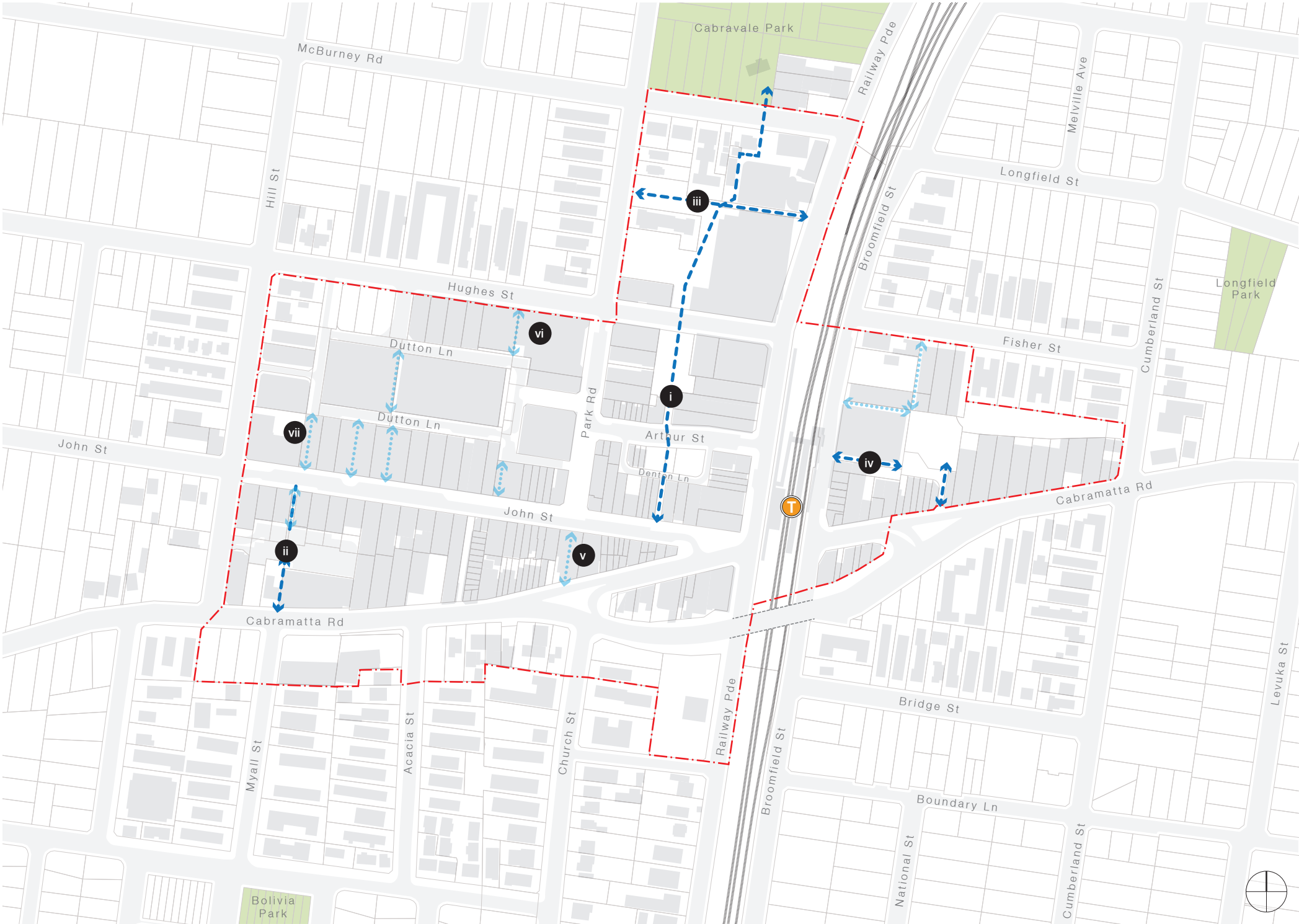


Figure 30: through-site links plan

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## Recommendations

## 5.10 Recommended solar access controls

This drawing illustrates the solar access controls for Freedom Plaza and John Street. It is important to protect an appropriate level of solar access to these civic spaces to safeguard current and future amenity.

Solar access controls include:

- No additional overshadowing of Freedom Plaza between 10am and 2pm on the winter solstice (usually June 21<sup>st</sup>)
- No additional overshadowing of the south side of John Street (3m north of the building line) between 10am and 2pm on the winter solstice (usually June 21<sup>st</sup>)

The RLs shown on the drawing are an indicative guide to the height of the solar clipping plane any proposals should test the controls stated above with shadow studies. Buildings heights are further limited by the Obstacle Limitation Surface (aviation control) associated to Bankstown airport.



Figure 31: proposed solar access controls for John Street and Freedom Square

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Recommendations

5.11 Public benefits

Due to the compact nature of development opportunities within Cabramatta it is difficult to deliver public benefits on each site. It has been recommended that a contributions plan is prepared to ensure that funding is pooled so that public investment can be made strategically.

It is possible to link certain development sites (such as East Cabramatta Planning Proposal) to specific projects (such as the expansion of Longfield Park). The adjacent plan and accompanying table that follows should be used to inform the contributions plan.

Public benefits

- 1 Public domain upgrades to John Street and beyond
- 2 Expansion to Longfield Park
- 3 Recreational decks above car parks
- 4 Through-site links
- 5 Improved green links to public open spaces (public domain upgrades and tree planting)
- 6 Additional town centre parking
- 7 Strategic council acquisition for additional parking and recreational facilities

- study area
- urban green links
- open laneway connections (PROW)
- expansion of Longfield Park
- new/expanded public space
- public domain upgrades on John Street
- upgraded carpark roof for community recreation

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Figure 32: public benefits plan

1:4000 @a3

Recommendations

Public benefits

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Public benefit	Description	Associated amalgamated parcel number
Affordable housing	A provision of affordable housing within a development in proportion to the development uplift achieved through amendments to planning controls as per Council Policy to be developed	1,2,3,4,5,6,7,8,9,10,11,12,13,14,15,16,17,18,19,20,21,22,23,24,24,25,26,27,28,29
Centre car parking	The provision of on-site parking that can be accessed by visitors to the centre	22,25,26,
Expansion of Longfield Park	The acquisition of properties adjacent to the park for its expansion	26,27,28,29
Green links	Public domain upgrades along those streets connecting to existing parks (Bolivia Park, Cabravale Park and Longfield Park)	1,2,3,4,5,6,7,8,9,10,11,12,13,14,15,16,17,18,19,20,21,22,23,24,24,25,26,27,28,29
Financial contributions towards the delivery of additional public facilities	Financial contributions towards the delivery of new public facilities to support increased residential densities in line with Councils Community Infrastructure Needs Study	1,2,3,4,5,6,7,8,9,10,11,12,13,14,15,16,17,18,19,20,21,22,23,24,24,25,26,27,28,29
Financial contributions to public domain improvements within the centre	Improvements to the public domain including the rationalisation of on-street car parking, new hard and soft landscaping, bubblers and incidental play opportunities	1,2,3,4,5,6,7,8,9,10,11,12,13,14,15,16,17,18,19,20,21,22,23,24,24,25,26,27,28,29, any development within the “centre core”
Widening of the footpath	The widening of the footpath adjacent to the site by setting the building back from the property boundary	1,2, 22
Dutton Lane carpark recreation deck	Conversion of the upper level of the existing car park into a publicly accessible amenity deck	1,2,3,4,5,6,7,8,9,10,11,12,13,14,15,16,17,18,19,20,21,22,23,24,24,25,
Hill street car park and recreation facility	The acquisition of properties between Cabramatta Road West, John Street and Hill Street for a additional town centre car parking and future recreational / open space needs	1,2,3,4,5,6,7,8,9,10,11,12,13,14,15,16,17,18,19,20,21,22,23,24,24,25,any development within the “centre core”
On site-through site link	The provision of an open through site link with a public right of way / the link dedicated to council	9,25

site index	address
1	252-256 Cabramatta Rd West
2	263,261,259 Cabramatta Rd West
3	100,102,104 John St
4	111,117 John St
5	48-50 Hill St
6	44,46 Hill St
7	40,42 Hill St
8	246 Cabramatta Rd West
9	251-257 Cabramatta Rd West
10	238 Cabramatta Rd West and 1A Acacia St
11	245,247,249 Cabramatta Rd West
12	243 Cabramatta Rd West
13	24-32 Hughes St
14	220-224,226,230,234 Cabramatta Rd West
15	20 Hughes St and 20A Hughes St
16	208,216 Cabramatta Rd West
17	47,49 Park Rd
18	2,2A Church St
19	44,46,48,50 Park Rd
20	32,40 Park Rd and 180 Railway Pde
21	24,26 Park Rd and 6,8 McBurney Rd
22	224 Railway Pde
23	193 Railway Pde
24	2,4 Hughes St
25	179,180 Railway Pde
26	refer to planning proposal
27	123,121,119 Cabramatta Rd East
28	113,115,117 Cabramatta Rd East
29	103,107,109 Cabramatta Rd East



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