



Planning Proposal to amend Penrith Local Environmental Plan 2010

Penrith City Park

July 2016

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INTRODUCTION

This Planning Proposal seeks to amend Penrith Local Environmental Plan 2010 (LEP 2010) to rezone land on the corner of Station and Henry Street from RE1 Public Recreation and B3 Commercial Core to B4 Mixed Use, as shown in Figure 1, to allow for the development of a central park within the Penrith Central Business District (CBD). This document sets out the justification for, and explains the intended effect of, the proposed amendment.

The preparation of a Planning Proposal is the first step in the NSW Department of Planning and Environment's (DP&E's) Gateway Process for amending LEP 2010. The Gateway Process is the current process for making or amending local environmental plans. It has a number of steps that may require this document to be revised as it progresses through the Gateway Process. This process is set out in Table 1.

Table 1: The Gateway Process

No.	Step	Explanation
1	Planning Proposal	Council prepares a document explaining the effect of and justification for the making or amending of a local environmental plan
2	Gateway	The Minister for Planning and Environment, acting as a checkpoint, determines whether a Planning Proposal should proceed.
3	Community Consultation	The Planning Proposal is publicly exhibited.
4	Assessment	Council considers the submissions received in response to the public exhibition, varying the Planning Proposal as necessary.
5	Drafting	Parliamentary Counsel prepares a draft local environmental plan.
6	Decision	The Minister approves the local environmental plan, making it law.

This Planning Proposal has been prepared in accordance with Section 55 of the Environmental Planning and Assessment Act 1979 (the Act) and the DP&E's *A guide to preparing planning proposals* (October 2012) and includes the following:

Table 2: Parts of the Planning Proposal

Part	Explanation
1	The objectives and intended outcomes of the proposal
2	An explanation of the provisions to be included in LEP 2010
3	Justification for the objectives and intended outcomes
4	Maps identifying the area to which this Planning Proposal applies
5	Details of the community consultation
6	Project timeline

SITE AND CONTEXT

SITE DETAILS

The subject site is bound by Station Street to the west, Henry Street to the north, Allen Place to the south and Woodriff Street North to the east. The site is rectangular in shape and has an overall area of approximately 22,280m².

Retail developments currently occupy the Station and Henry Street frontages of the site. The Allen Place Carpark makes up the southern half of the site.

Figure 1: The Subject Site



SITE CONTEXT

The site is located on the southern edge of the “Commercial Core” of the Penrith City Centre, which extends from Mulgoa Road to the west, Evan Street to the east and north of the subject site to the railway line. The land immediately joining the site to the south is zoned B4 Mixed Use.

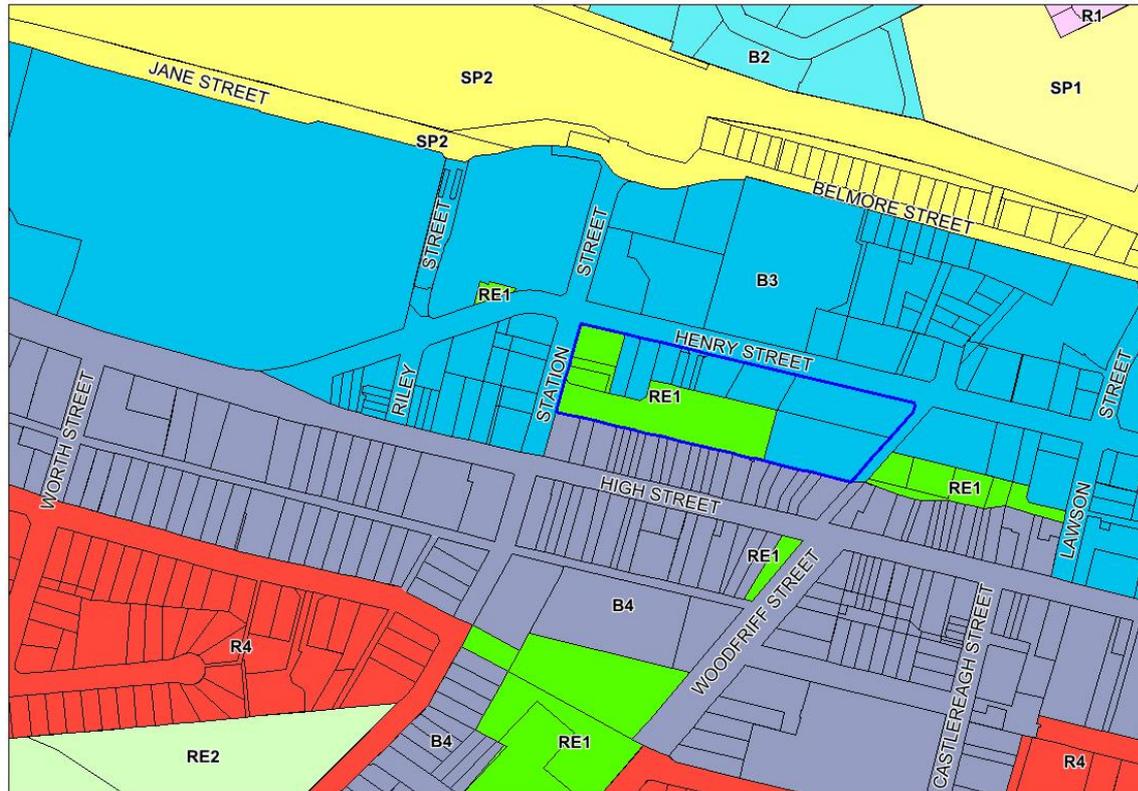
Development in the area generally reflects the zoning of the land, primarily consisting of small scale retail and commercial land uses. The land to the north of the site, zoned B3 Commercial Core, contains only two large scale commercial office buildings, being the Australian Tax Office building located at 121-127 Henry Street and the State Government office building at 2-6 Station Street.

The site is located approximately 200m south of Penrith Railway Station and is readily accessible by regular bus services.

CURRENT ZONING

Penrith Local Environmental Plan (LEP) 2010 is the principle planning instrument applying to the subject land. The site is currently zoned part RE1 Public Recreation and part B3 Commercial Core.

Figure 2: Current land zoning of the site



The land use table for RE1 and B3 zones are included below:

RE1 Public Recreation

Objectives of zone

- To enable land to be used for public open space or recreational purposes.
- To provide a range of recreational settings and activities and compatible land uses.
- To protect and enhance the natural environment for recreational purposes.
- To ensure that development is secondary and complementary to the use of land as public open space, and enhances public use, and access to, the open space.
- To provide land for the development of services and facilities by public authorities for the benefit of the community.

Permitted without consent

Nil

Permitted with consent

Boat launching ramps; Boat sheds; Building identification signs; Business identification signs; Car parks; Charter and tourism boating facilities; Child care centres; Community facilities; Environmental facilities; Environmental protection works; Flood mitigation works; Function centres; Information and education facilities; Jetties; Kiosks; Markets; Moorings; Public administration buildings; Recreation areas; Recreation facilities (indoor); Recreation facilities (outdoor); Respite day care centres; Restaurants or cafes; Roads; Water recreation structures; Water storage facilities

Prohibited

Any other development not specified in item 2 or 3

Zone B3 Commercial Core

Objectives of zone

- To provide a wide range of retail, business, office, entertainment, community and other suitable land uses that serve the needs of the local and wider community.
- To encourage appropriate employment opportunities in accessible locations.
- To maximise public transport patronage and encourage walking and cycling.
- To strengthen the role of Penrith City Centre as the business, retail and cultural centre of the region.

Permitted without consent

Nil

Permitted with consent

Amusement centres; Car parks; Child care centres; Commercial premises; Community facilities; Educational establishments; Entertainment facilities; Environmental facilities; Environmental protection works; Flood mitigation works; Function centres; Helipads; Hotel or motel accommodation; Information and education facilities; Medical centres; Mortuaries; Passenger transport facilities; Places of public worship; Recreation areas; Recreation facilities (indoor); Registered clubs; Respite day care centres; Restricted premises; Roads; Sex services premises; Signage; Tourist and visitor accommodation; Veterinary hospitals

Prohibited

Bed and breakfast accommodation; Farm stay accommodation; Any other development not specified in item 2 or 3

BACKGROUND

High quality urban spaces have a significant impact on the overall liveability of cities. They help local businesses thrive and attract people to live, visit and work in a location. As cities increasingly compete with one another to attract investment, the presence of good civic spaces and public parks becomes a vital economic lever to first attract and then retain new businesses.

The development of a City Park has been considered an important component in the transformation of the Penrith City Centre since 2006, and was recently identified as one of the first priorities of the Penrith Progression, a process seeking to revitalise the City Centre through economic investment. When delivered, the City Park will represent a significant infrastructure investment by Council for the benefit of the Penrith community.

Worldwide, successful city parks integrate urban elements such as cafes, alfresco dining areas, galleries, art installations, programmed events and active recreation including water play. Each of these urban elements do not, by themselves activate the spaces – thriving open spaces are surrounded by activated adjacent uses that complement one another and the civic space to increase vibrancy.

The current B3 Commercial Core zone applying to most of the site does not support the range of activities required to attract viable development. To enable the types of land uses needed to stimulate economic activity around the City Park, a Planning Proposal to apply a B4 Mixed Use zone for the land surrounding the park site must be prepared.

THE PLANNING PROPOSAL

PART 1 – OBJECTIVES OR INTENDED OUTCOMES

To rezone land to enable development of a City Park and expand the range of adjacent land uses to attract development within the vicinity of the City Park.

PART 2 – EXPLANATION OF PROVISIONS

The proposed outcome will be achieved by:

- Amending the Penrith LEP 2010 Land Zoning Map on the Allen Place Carpark in accordance with the proposed zoning shown as Figure 3.
- Amending Clause 8.2 Sun access of Penrith LEP 2010.
- Amending the following maps:
 - Land Zoning Map Sheet LZN_006
 - Land Zoning Map Sheet LZN_013
 - Height of Buildings Map Sheet HOB_006
 - Height of Buildings Map Sheet HOB_013
 - Active Street Frontages Map Sheet ASF_006
 - Active Street Frontages Map Sheet ASF_013

The proposed amendments are discussed in greater detail below.

B4 Mixed Use Zone

It is proposed to rezone part of the site from B3 Commercial Core and RE1 Public Recreation to B4 Mixed Use. The current RE1 Public Recreation zone would be retained on the corner of Station and Henry Street, responding to the principles outlined in the City Park Review (Appendix B) and include the land that has already been acquired by Council, as well as other parcels yet to be acquired.

The proposed rezoning of the site from B3 – Commercial Core to B4 Mixed Use would expand the permissible uses of the site, specifically by making residential uses permissible.

Figure 3: Proposed zoning of the site



A number of strategic planning and place making studies have been undertaken for the Penrith City Centre, which have highlighted the importance of an activated, central hub to revitalise the City Centre.

The rezoning would enable the development of apartment style dwellings on a site that has excellent access to transport, health and recreation facilities and Penrith’s retail centre. The addition of residential would also support Council’s aim of activating the city centre on a 24/7 basis and would encourage the development of a more sustainable night-time economy for the Penrith City Centre.

Further detail regarding the proposed rezoning is included at Part 3 of this Planning Proposal.

Clause 8.2 Sun Access

The objective of clause 8.2 is to protect specified public space from overshadowing impacts caused by development on adjoining land that wish to exceed the maximum building height. This clause currently applies only to land identified as “Area 4” on the Height of Buildings Map, which is located around the land currently zoned RE1 Public Recreation, being the Allen Place Carpark. As a result of the proposed rezoning, the land to which this clause applies must be reassessed.

There is merit in describing the outcome that the control should achieve rather than identifying a fixed area on a map to which this clause applies. In doing so, all public open space in the Penrith City Centre will be protected from overshadowing. Furthermore, this allows the park to expand in the future and still be protected from overshadowing.

The following amendments are proposed to Clause 8.2 Sun Access of Penrith LEP 2010:

8.2 Sun access

- 1) *The objective of this clause is to protect ~~specified~~ public **open** space from overshadowing.*
- ~~2) *This clause applies to land in the vicinity of Allen Place, Memory Park and Judges Park and to High Street between Station Street and Lawson Street, identified as “Area 4” on the Height of Buildings Map, being part of the land to which this Part applies.*~~
- 2) *Despite clauses 4.3, 5.6 and 8.4, development consent may not be granted to development on land **to which this Part applies** adjacent to land to which this clause ~~applies~~ if the development would result in overshadowing **of public open space** to a greater degree than would result from adherence to the controls indicated for the land on the Height of Buildings Map.*
- 3) *This clause does not prohibit development that does not alter the exterior of any existing building.*

The proposed mapping amendments are included at Part 4 of this Planning Proposal.

PART 3 – JUSTIFICATION

SECTION A – NEED FOR THE PLANNING PROPOSAL

Q.1 *Is the planning proposal a result of any strategic study or report?*

The development of a Penrith City Park has been a central part of Penrith’s public domain aspirations since it was first identified in 2006. It has since been incorporated into the following strategic documents:

- *Penrith City Centre Strategy (2006)* – According to the Strategy, Council should “provide an accessible central City Park (possibly in Allen Place) around which a range of activities such as cafes, restaurants, shops, bars and the like can be located.” This is the first mention and identification of the need for a central City Park focused on the Allen Place car park.
- *Penrith City Centre Vision (2007)* – A Penrith City Park is a central part of the Penrith City Centre Vision and is included as the centrepiece of the city’s civic and cultural precinct. The Vision was prepared by the NSW Cities Taskforce and was endorsed by Council. The location of a Penrith City Park is shown to be on the Allen Place car park surrounded by active building uses in the City Centre. This promises to contain green public spaces to enliven the precinct, making it attractive and vibrant after hours.
- *Penrith Civic Improvement Plan (2008)* – The Penrith Civic Improvement Plan was prepared by the NSW Cities Taskforce and was endorsed by Council. It is one of a suite of plans introduced to implement the Penrith City Vision. The new park and square are proposed at Allen Place to provide improved amenity to the City Centre. Its boundaries are confined to the existing surface car park in the interior of the block bounded by Henry

Street to the north, Station Street to the west, High Street to the south and Lawson Street to the east.

- *Penrith Local Environmental Plan 2010 Amendment 4 (2010)* – In 2008 the Penrith City Centre LEP zoned the Allen Place Car Park RE1 Public Recreation, but did not include any recreation zoning on land fronting High and Henry Streets. After consulting urban design experts on the size and scale of the City Park it was determined that the park should exhibit a square form. The LEP amendment changed the zone at the corner of Henry and Station Streets to RE1 Public Recreation, and included an acquisition clause. The amendment also changed the zoning of the eastern end of the Allen Place Car Park from RE1 to B3 Commercial Core, to recognise future incorporation of Council's buildings along Henry Street into the park area.
- *Penrith Progression: A Plan for Action (2014)* – This document locates the Penrith City Park as the central civic place of Penrith linked to the city's identity as a Regional City. In order for it to succeed, the Penrith City Park must be grounded by economic drivers in and around the park to ensure its long term success as a true place within the Penrith CBD. This Planning Proposal is a key step in realising one of the key actions identified within the Penrith Progression, as discussed below.

Penrith Progression: A Plan for Action

The Penrith Progression – A Plan for Action outlines Council's vision for the City Centre by identifying key projects, attracting investors and creating thousands of local jobs to support the current and potential needs of our growing community. The Action plan outlines 100 actions to transform the City Centre and deliver jobs of the future around the opportunity precincts and catalyst projects.

The Planning Proposal responds to the following actions of the Penrith Progression:

- | | |
|------------|--|
| Action 3.2 | Review planning controls for the signature sites to encourage quality sustainable development of a mature Regional City scale. |
| Action 6.1 | Landscape and upgrade public squares, parks and spaces to 'cool down' the City Centre |
| Action 6.3 | Encourage public spaces and permeability in and around new developments |

The Penrith Progression also identifies a centrally located City Park as a significant catalyst to stimulate investment in the Penrith City Centre. The City Park will create an uplift in property values for surrounding properties and improve public amenities. Throughout the engagement process for the Penrith Progression, a wide range of stakeholders spoke of the importance of a centrally located 'city park' for Penrith.

In response to this feedback, the Plan identifies the 'Central Park Village Opportunity Precinct'. The Plan outlines the vision for the Central Park Village as a contemporary public space, surrounded by a mix of housing and specialist retail opportunities. Housing close to the park should be compact, contributing to a walkable City Centre attractive to young professionals seeking inner city apartment living. A City Park Review was undertaken to establish what form the future Park may take, which is discussed below.

The Plan specifically identifies the Central Park Village Opportunity Precinct as the first priority for the Penrith Progression delivery framework, with the first short term actions being to design and deliver Stage 1 of the City Park, and to work with providers of apartment buildings and mixed use development to deliver housing density in the precinct.

A copy of Penrith Progression: A Plan for Action is provided as **Appendix A**.

The Penrith City Park Review

The Penrith City Park Review (**Appendix B**) was undertaken by consultants Hames Sharley Pty Ltd, as part of the Penrith Progression process. This review established the context for the development of a new city space that will enhance the public realm of the Penrith City Centre and foster redevelopment of private land within its precinct.

Through research, analysis and benchmarking, the consultants determined that the City Park in Penrith should be around 7,500m². The study also confirmed that the City Park should address Station and Henry Street and receive adequate activation from adjacent and adjoining land uses. The importance of a mix of hard and soft surfacing was highlighted as a common feature of exemplar open spaces, offering the flexibility of shared spaces for community events while also incorporating leisure recreation in an attractively landscaped setting.

Further investigation and detailed design work for the City Park itself is currently being undertaken. To fully achieve the vision and development of a broader Central Park Village Precinct as described in the Penrith Progression Action Plan, the next step in the process is to rezone the land in and around the City Park site. The rezoning will accommodate mixed use development and introduce opportunities for increased housing density in the precinct.

Q.2 *Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?*

The current B3 Commercial Core zone applying to most of the site does not support the range of activities required to attract viable development to the Penrith City Centre. To enable the types of land uses needed to stimulate economic activity around the City Park, a Planning Proposal to rezone land surrounding the park to B4 Mixed Use has been prepared.

SECTION B – RELATIONSHIP TO STRATEGIC PLANNING FRAMEWORK

Q.3 *Is the planning proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?*

A Plan for Growing Sydney

In December 2014, *A Plan for Growing Sydney* (the Sydney Metropolitan Strategy) was released and is the NSW Government's 20-year plan for the Sydney Metropolitan Area.

The Plan consists of a number of directions and actions focused around four goals:

- **ECONOMY**; a competitive economy with world class services and transport;
- **HOUSING**; a city of housing choice with homes that meet our needs and lifestyles;

- LIFESTYLE; a great place to live with communities that are strong, healthy and well connected; and
- ENVIRONMENT; a sustainable and resilient city that protects the natural environment and has a balanced approach to the use of land and resources.

Penrith is identified as a Regional City within the Plan and falls within the West subregion. The priorities of the Plan for the West subregion is a competitive economy, accelerated housing supply, choice and affordability, and the protection of the natural environment.

Relevant directions from *A Plan for Growing Sydney* are addressed below:

Table 3: Consistency with *A Plan for Growing Sydney*

Goal 1: A competitive economy with world-class services and transport	
Direction 1.4 Transform the productivity of Western Sydney through growth and investment	The key objective of this Planning Proposal is to attract economic investment. This will help to transform and revitalise the City Centre, reflecting Penrith's role as a Regional City.
Direction 1.7 Grow strategic centres – providing more jobs closer to home	The site is located within proximity to the Penrith Health and Education Precinct, which is identified as a Strategic Centre in the Plan. The Planning Proposal seeks to introduce residential accommodation options into the City Centre, providing housing close to an existing employment catchment.
Goal 2: A city of housing choice, with homes that meet our needs and lifestyles	
Direction 2.1 Accelerate housing supply across Sydney	The Planning Proposal will introduce residential accommodation into the heart of the Penrith City Centre. Penrith has traditionally provided detached housing in the form of greenfield development and this Planning Proposal seeks to encourage development of higher densities, offering more affordable and diverse housing types and in an area close to public transport, jobs and services.
Direction 2.2 Accelerate urban renewal across Sydney – providing homes closer to jobs	Penrith's City Centre is located adjacent to the Penrith Health and Education Precinct, an identified Strategic Centre within <i>A Plan for Growing Sydney</i> . This Planning Proposal will provide for residential development opportunities close to an existing workforce population.

	The Penrith City Centre is well serviced by public transport and this Planning Proposal recognises the benefits of providing high densities close to jobs, transport and services. The Planning Proposal is aimed at revitalising the City Centre to truly reflect Penrith's role as a Regional City.
Direction 2.3 Improve housing choice to suit different needs and lifestyles	The Planning Proposal will improve housing choice through introducing apartment style development to the City Centre, targeting a different demographic to those traditionally catered for within the Penrith market.
Goal 3: A great place to live with communities that are strong, healthy and well connected	
Direction 3.3 Create healthy built environments	The Planning Proposal will facilitate the development of an activated, vibrant City Park Precinct for the Penrith community. It will allow a flexible space that meets the daily needs of residents, workers and visitors.
West Subregion	
Accelerate housing supply, choice and affordability and build great places to live	This Planning Proposal is consistent with this action, as discussed for Direction 2.1, above.
Retain a commercial core as required for long term employment growth	<p>This Planning Proposal reduces the extent of the City Centre's commercial core zone by approximately 4%. The reduction in the extent of the B3 Commercial Core zone is considered appropriate, as the retention of the existing zone would fetter the near term potential of the land so that it could not likely be developed concurrently with the Park. This would not be in the broader public interest, which achieves benefit from the Park and surrounding active uses.</p> <p>Since the land use zonings were applied to the Penrith City Centre by the NSW Government's Cities Taskforce, it has been recognised that the extent of the B3 Commercial Core zone, comprising approximately 30 hectares, is excessive for any future needs. This has had the effect of stifling legitimate land uses needed to revitalise the City, which are available in the B4 Mixed Use zone.</p>

<ul style="list-style-type: none"> • Provide capacity for additional mixed-use development in Penrith including offices, retail, services and housing 	The rezoning will provide capacity for additional mixed use development in the Penrith City Centre.
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Subregional Strategy

A Plan for Growing Sydney states the following:

“Subregional plans will build on the actions set out in A Plan for Growing Sydney. Councils, the community, the Greater Sydney Commission and the NSW Government will work together to finalise and implement these plans.”

A Plan for Growing Sydney has displaced the draft sub-regional strategies, and specific targets remain under consideration. This Planning Proposal has therefore not been assessed for consistency against any subregional plan.

Q.4 *Is the planning proposal consistent with a council’s local strategy or other local strategic plan?*

The Planning Proposal’s consistency with *Penrith Progression: A Plan for Action* is addressed in Section A of the Planning Proposal.

The Planning Proposal is also consistent with the *Penrith Community Plan* and the *Penrith City Strategy*, as demonstrated below.

Penrith Community Plan

The Penrith Community Plan was adopted by Council on 24 June 2013 and represents the community’s vision for the Penrith LGA over the next 20 years. It establishes the strategies that will need to be prioritised by a range of agencies, groups and government departments in order to achieve this vision.

The following table identifies the relevant outcomes for consideration and demonstrates how this Planning Proposal is consistent with those outcomes.

Table 4: Penrith Community Plan Review

Outcome 1 – We can work close to home	
Strategy 1.1 Diversify the region’s economy and attract investment, particularly targeting new and emerging employment sectors	A key message that was communicated through the Penrith Progression was that Penrith requires an “anchor” to attract commercial investment into the City Centre. The development of the City Park aims to increase the amenity in the centre and act as a catalyst to attract a diverse range of uses.

<p>Strategy 1.2 Secure infrastructure that improves economic opportunities for existing and new businesses</p>	<p>As mentioned above, the inclusion of high quality public spaces close to businesses ultimately adds value to development. Tenants pay a premium to be located within close proximity to areas that offer high amenity, such as parks.</p>
<p>Outcome 2 – We plan for our future growth</p>	
<p>Strategy 2.1 Facilitate quality development that encourages a range of housing types, employment, recreation and lifestyle opportunities</p>	<p>The Planning Proposal will introduce residential development, in the form of apartments, into the City Centre. Future residents will have easy access to employment, recreation and lifestyle opportunities located within the Penrith City Centre.</p>
<p>Strategy 2.3 Ensure services, facilities and infrastructure meet the needs of a growing population</p>	<p>The intent of the Planning Proposal is to provide greater flexibility to the planning controls within the City Centre that will allow a diverse range of services and facilities for the growing Penrith population.</p>
<p>Outcome 4 – We have safe, vibrant places</p>	
<p>Strategy 4.1 Improve our public spaces and places</p>	<p>There is a notable absence of quality public open space within the Penrith City Centre. The main objective of the Planning Proposal is to provide a contemporary City Park that can accommodate a range of community uses such as markets and community festivals.</p>
<p>Strategy 4.2 Grow and revitalise our centres and neighbourhoods</p>	<p>Introducing a mixed use zone to the land surrounding the Park will act to revitalise the Penrith City Centre through attracting investment, and drawing pedestrian activity into the heart of the Centre.</p>
<p>Outcome 6 – We are healthy and share strong community spirit</p>	
<p>Strategy 6.1 Provide opportunities for our community to be healthy and active</p>	<p>There is currently an absence of high quality open space within the Penrith City Centre. The development of a City Park will provide leisure opportunities for residents, workers and visitors.</p>

Strategy 6.2 Encourage social connections and promote inclusion in our community	The City Park will provide a flexible space capable of accommodating a range of community and cultural events, encouraging social connections within the community.
Strategy 6.3 Support cultural development, activating places and creativity	The Planning Proposal seeks to activate the City Park precinct to create a vibrant space that encourages creativity.

Penrith City Strategy

The Penrith City Strategy provides directions for the City's futures over the next 20 years and beyond and informs the Community Strategic Plan.

The City Strategy addresses the seven themes of housing, jobs and economy, transport and access, infrastructure delivery, community wellbeing, the environment and places.

Table 5 below identifies the relevant outcomes for consideration and demonstrates how this Planning Proposal is consistent with those outcomes.

Table 5: Penrith City Strategy Review

Outcome	Consistency
<p>Housing</p> <p>Plan for housing that meets community needs with regard to supply, choice, design quality, sustainability and affordability</p>	<p>There is an undersupply of inner city living opportunities in the Penrith City Centre. Residential development has traditionally taken the form of single dwellings in traditional residential subdivisions.</p> <p>The introduction of mixed use development will provide a different style of housing product in an extremely accessible location which provides a high level of amenity.</p>
<p>Jobs and Economy</p> <p>Attract strategic investment, facilitate employment diversity and growth, promote job clusters and encourage local workforce skills and training</p>	<p>The intent of the Planning Proposal is to activate the City Park Precinct in order to attract private investment into the Penrith City Centre. This investment will encourage employment growth and diversity and encourage a local work force.</p>
<p>Infrastructure Delivery</p> <p>Facilitate the infrastructure necessary to sustain past and planned growth in the City</p>	<p>The Planning Proposal will facilitate the delivery of a significant infrastructure investment by Council for the benefit of the Penrith community.</p>

<p>Community Wellbeing</p> <p>Promote and encourage the wellbeing of our communities</p> <p>Provide leadership in achieving a vibrant and creative City</p> <p>Provide recreation facilities and programs to support community health and wellbeing</p>	<p>The development of the City Park will promote and encourage the wellbeing of the Penrith community through providing a vibrant, shared space that will allow for community events while incorporating leisure recreation in an attractive setting.</p>
<p>Places</p> <p>Revitalise our major centres to create vibrant places and offer quality living, working and leisure experiences</p>	<p>A key objective of the rezoning proposal is to revitalise the Penrith City Centre through allowing a diverse range of residential development, employment and leisure experiences that will attract pedestrian traffic into the heart of the City.</p>

Q.5 *Is the planning proposal consistent with the applicable State Environmental Planning Policies?*

The following State Environmental Planning Policies (SEPPs) are applicable to the Planning Proposal:

Table 6: Consistency with applicable SEPPs

SEPP	Comment
<p>State Environmental Planning Policy No. 32 – Urban Consolidation (Redevelopment of Urban Land)</p>	<p>This Planning Proposal satisfies the objectives of this SEPP through enabling suitable residential development in close proximity to existing public transport and services.</p> <p>The subject site is ideally placed to utilise existing public infrastructure, transport and community facilities.</p> <p>The Planning Proposal will enable the revitalisation of a significant land holding within the Penrith CBD and provide appropriate commercial and retail services in keeping with the changing needs of the community.</p>
<p>State Environmental Planning Policy No. 55 – Remediation of Land</p>	<p>The B4 Mixed Use zone permits residential uses (specifically residential flat buildings) that is not permitted in the current B3 Commercial Core zone. Educational</p>

<p>Clause 6 of the SEPP states that all planning proposals that seek to rezone land are to consider whether the subject land is contaminated and if remediation is required. In particular, Clause 6(4)(c) states that, for rezoning proposals that seek to rezone land to permit a change of use to carry out development on it for residential, educational, recreational or child care purposes, Council is to consider:</p> <ul style="list-style-type: none"> • whether the land is contaminated • if the land is contaminated, Council is to be satisfied that the land is suitable in its contaminated state (or will be suitable, after remediation) for all the purposes for which land in the zone concerned is permitted to be used, and • if the land requires remediation to be made suitable for any purpose for which land in that zone is permitted to be used, Council is satisfied that the land will be so remediated before the land is used for that purpose 	<p>establishments and child care centres are already permitted in the current B3 Commercial Core zone. Based on this, Council will need to be satisfied that the land is not contaminated.</p> <p>Shop 3 of 134-138 Henry Street, Penrith is currently used as a dry cleaning business. “Dry cleaning establishments” are identified as a potentially contaminating activity in Table 1 of the <i>Managing Land Contamination: Planning Guidelines</i>, which have been produced under <i>State Environmental Planning Policy No. 55 – Remediation of Land</i> (SEPP 55). In turn, as part of the rezoning process, contamination investigations are required to be undertaken.</p> <p>To satisfy the requirements of SEPP 55, Council engaged Geo-Logix to undertake a Preliminary Site Investigation to determine whether contaminating activities have occurred on the site, provide a preliminary assessment of site contamination and assess the need for further investigations. The Preliminary Site Investigation is currently being undertaken to determine if contaminating activities have occurred on the site and whether significant remediation is to be undertaken.</p>
<p>State Environmental Planning Policy No.64 – Advertising and Signage</p>	<p>Consistent. The Planning Proposal does not affect the application of this SEPP.</p>
<p>State Environmental Planning Policy No.65 – Design Quality of Residential Apartment Development</p>	<p>Consistent. The Planning Proposal does not affect the application of this SEPP.</p> <p>Future development applications for apartment buildings would be required to demonstrate consistency with this SEPP and satisfy the key controls for apartment development in the associated Apartment Design Guidelines.</p>
<p>State Environmental Planning Policy (Affordable Rental Housing) 2009</p>	<p>Consistent. The Planning Proposal does not affect the application of this SEPP.</p>

State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004	Consistent. The Planning Proposal does not affect the application of this SEPP.
State Environmental Planning Policy (Exempt and Complying Development Codes) 2008	Consistent. The Planning Proposal does not affect the application of this SEPP.
State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004	Consistent. The Planning Proposal does not affect the application of this SEPP.
State Environmental Planning Policy (Infrastructure) 2007	Consistent. The Planning Proposal does not affect the application of this SEPP.
State Environmental Planning Policy (Major Development) 2005	Consistent. The Planning Proposal does not affect the application of this SEPP.
State Environmental Planning Policy (Mining, Petroleum Production and Extractive Industries) 2007	Consistent. The Planning Proposal does not affect the application of this SEPP.
State Environmental Planning Policy (Miscellaneous Consent Provisions) 2007	Consistent. The Planning Proposal does not affect the application of this SEPP.
State Environmental Planning Policy (State and Regional Development) 2011	Consistent. The Planning Proposal does not affect the application of this SEPP.
Sydney Regional Environmental Plans (deemed SEPPs)	
Sydney Regional Environmental Plan No. 20 – Hawkesbury Nepean River	The Planning Proposal is not expected to impact upon any environmentally sensitive areas associated with the River catchment. Appropriate consideration of water management from the site will form part of future development applications.

Q.6 *Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?*

The Planning Proposal is consistent with the majority of applicable Ministerial Directions, as demonstrated below.

The Planning Proposal is partly inconsistent with the following Ministerial Directions:

- 1.1 Business and Industrial Zones

This inconsistency is discussed further in Table 7.

Table 7: Consistency with s.117 Directions

S117 Direction	Comment
1. Employment and Resources	
<p>1.1 Business and Industrial Zones</p> <p>The objective of this direction is to encourage employment growth in suitable locations, protect employment land in business and industrial zones, and support the viability of identified strategic centres.</p>	<p>The Planning Proposal is partly consistent with the objectives of this Direction in that it seeks to encourage economic investment and growth within the Penrith City Centre, and to support the viability of the Penrith Health and Education Precinct.</p> <p>The Planning Proposal is inconsistent with this Direction in that it reduces the extent of the Commercial Core by approximately 4%.</p> <p>Since the land use zonings were applied to the Penrith City Centre by the NSW Government’s Cities Taskforce, it has been recognised that the extent of the B3 Commercial Core zone, currently comprising approximately 30 hectares, is excessive for any future needs. This has had the effect of stifling legitimate land uses needed to revitalise the City, which are available in the B4 Mixed Use zone.</p> <p>The intent of the Planning Proposal is to use the activation of the City Park Precinct as an economic lever to ultimately attract private investment into the heart of the City Centre. There is still a significant portion of land within the City Centre zoned B3 Commercial Core even with the proposed rezoning. Additionally, it is intended that Council will undertake investigations in the near future to identify additional ways in which the B3 Commercial Core zone may operate at its full potential.</p> <p>It is considered that on balance, the Planning Proposal is consistent with the overall objective of this Direction.</p>
2. Environment and Heritage	
<p>2.3 Heritage Conservation</p>	<p>The Planning Proposal is consistent with this direction. This Planning Proposal does not prevent the ongoing conservation of</p>

<p>The objective of this direction is to conserve items, areas, objects and places of heritage significance.</p>	<p>items of local heritage significance within the vicinity of the site.</p>
<p>3. Housing, Infrastructure and Urban Development</p>	
<p>3.1 Residential Zones</p> <p>The objectives of this direction are:</p> <ul style="list-style-type: none"> a) to encourage a variety and choice of housing types to provide for existing and future housing needs b) to make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services c) to minimise the impact of residential development on the environment and resource lands 	<p>The Planning Proposal is consistent with this direction.</p> <p>The Planning Proposal would introduce residential land uses into the Penrith City Centre, providing the potential for apartment style dwellings and inner city living opportunities.</p> <p>The site is well serviced by existing infrastructure and services due to its urban location.</p> <p>Providing apartment style development within the Penrith City Centre would ease pressure on Penrith’s rural land by providing housing in an established urban area, forestalling the need to develop greenfield sites.</p>
<p>3.3 Home Occupations</p> <p>The objective of this direction is to encourage the carrying out of low-impact small businesses in dwelling houses.</p>	<p>This Planning Proposal is consistent with the direction as it will permit Home Occupations.</p>
<p>3.4 Integrating Land Use and Transport</p> <p>The objective of this direction is to ensure that urban development achieves the following planning objectives:</p> <ul style="list-style-type: none"> a) improving access to housing, jobs and services by walking, cycling and public transport b) increasing the choice of available transport and reducing dependence on cars c) reducing travel demand including the number of trips generated by the development and the distances travelled, especially by car 	<p>The Planning Proposal is consistent with this direction.</p> <p>The Planning Proposal will permit mixed use development within the Penrith City Centre in a highly central and well serviced location close to amenities and public transport.</p> <p>It will also enable the development of a mixed use environment around the City Park within walking distance to Penrith Station. As the site is within walking distance to Penrith Station and Westfield, future development will provide the geographic potential to minimise unnecessary car travel.</p>

d) providing for efficient movement of freight	
6. Local Plan Making	
<p>6.2 Reserving Land for Public Purposes</p> <p>The objectives of this direction are:</p> <ul style="list-style-type: none"> (a) to facilitate the provision of public services and facilities by reserving land for public purposes, and (b) to facilitate the removal of reservations of land for public purposes where the land is no longer required for acquisition. <p>A planning proposal must not create, alter or reduce existing zonings or reservations of land for public purposes without the approval of the relevant public authority and the Director-General of the Department of Planning</p> <p>A planning proposal may be inconsistent with the terms of this direction only if the relevant planning authority can satisfy the Director-General of the Department of Planning (or an officer of the Department nominated by the Director-General) that, with respect to a request referred to in paragraph (7), that further information is required before appropriate planning controls for the land can be determined, or the provisions of the planning proposal that are inconsistent with the terms of this direction are of minor significance.</p>	<p>The Planning Proposal seeks to rezone certain land from RE1 Public Recreation to B4 mixed Use. Specifically, the RE1 Public Recreation land comprises of the Allen Place Car Park, which is currently used as a road and car park. This land is not useable open space in its current state. In addition, whilst the proposal seeks to rezone part of the Allen Place Carpark, any future development proposal for the site would need to account for the current parking through retention, or relocation and replacement. This would be addressed at the development application stage.</p> <p>A number of studies and strategies support the concept of a central City Park around the Allen Place Car Park. These include the Penrith City Centre Strategy (2006), Penrith City Centre Vision (2007), the Penrith Civic Improvement Plan and the Penrith Progression: A Plan for Action (2014). Provision of a city park at this location, supported by mixed use development, will provide improved amenity to the City Centre and stimulate economic activity.</p> <p>If the agreement of the Department's Secretary is required to comply with the relevant directions, this would be undertaken prior to the Plan being made.</p>
<p>6.3 Site Specific Provisions</p> <p>The objective of this direction is to discourage unnecessarily restrictive site specific planning controls</p>	<p>The Planning Proposal is consistent with this direction in that it does not introduce any additional permitted land uses or development controls for the site.</p>
7. Metropolitan Planning	

<p>7.1 Implementation of A Plan for Growing Sydney</p> <p>The objective of this direction is to give legal effect to the planning principles; directions; and priorities for subregions, strategic centres and transport gateways contained in A Plan for Growing Sydney.</p>	<p>Consistency with <i>A Plan for Growing Sydney</i> is demonstrated in Table 3 above.</p>
--	--

SECTION C – ENVIRONMENTAL, SOCIAL AND ECONOMIC IMPACT

Q.7 *Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?*

It is unlikely that the Planning Proposal will result in any impact on critical habitat or threatened species, or their habitats, given the site's urban location.

Q.8 *Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?*

There are no other likely environmental impacts that will result from the Planning Proposal.

The Planning Proposal seeks to rezone land only. Further detailed environmental review will be undertaken on site as part of the preparation and assessment of future development applications.

Q.9 *Has the planning proposal adequately addressed any social and economic effects?*

The growth and evolution of Penrith as a Regional City is important for existing stakeholders as well as the broader residential population that relies on the City Centre for essential services.

As demonstrated in this Planning Proposal, there is considerable public benefit in creating urban renewal opportunities within the Penrith City Centre. The vision for the City Park Precinct is to create a vibrant mixed use area that contributes to the overall liveability and productivity of the City Centre.

The introduction of a more diverse range of land uses, including residential accommodation, will support existing City Centre functions. The ultimate development of a City Park Precinct will not only provide the activation required of Penrith as a Regional City, but also create alternative housing options in close proximity to existing services, jobs and transport.

The provision of residential land uses within the City Park Precinct is intended to provide social and economic benefits through the delivery of housing in a location close to public transport, community facilities and jobs. Further, the introduction of a residential population will assist in activating the City Centre after hours, contributing to the economic growth of existing commercial premises within the City Centre.

It is considered that the Planning Proposal will have positive social and economic benefits for the Penrith City Centre, in that it will establish a planning framework for the ultimate revitalisation of an important site within the City.

SECTION D – STATE AND COMMONWEALTH INTERESTS

Q.10 Is there adequate public infrastructure for the planning proposal?

The City Centre is well serviced by a range of public transport options including rail and regular bus services and is also accessible to cyclists.

Whilst the proposal seeks to rezone part of the Allen Place Carpark, any future development proposal for the site would need to account for the current parking through retention, or relocation and replacement. This would be addressed at the development application stage.

Q.11 What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway determination?

There has been no preliminary consultation with State and Commonwealth public authorities. The Gateway Determination issued by the DP&E has specified that consultation with the following public authorities is required:

- Family and Community Services – Housing NSW
- NSW Police Force
- Transport for NSW
- Transport for NSW – Roads and Maritime Services
- Department of Education and Communities
- Sydney Water, and
- Telstra.

Consultation with these authorities has been undertaken concurrently with public exhibition. The views of the State and Commonwealth Public Authorities consulted are detailed in the Discussion Paper, and attached as **Appendix D** to this Planning Proposal

PART 4 – MAPPING

The Planning Proposal will require amendment of the following maps under Penrith Local Environmental Plan 2010:

- Land Zoning Map Sheet LZN_006
- Land Zoning Map Sheet LZN_013
- Height of Buildings Map Sheet HOB_006
- Height of Buildings Map Sheet HOB_013
- Active Street Frontages Map Sheet ASF_006
- Active Street Frontages Map Sheet ASF_013

The site is identified on the Height of Buildings Map (LZN_006 and LZN_013) as “Area 4”, to which Clause 8.2 applies. This clause specifies special provisions regarding solar access requirements. As discussed in Part 2, it is proposed to remove “Area 4” from the Height of Buildings Map and instead amend Clause 8.2 to ensure solar access is a consideration for all public open space in the Penrith City Centre, not just the City Park site.

The Active Street Frontages Map (ASF_006 and ASF_013) align to the current RE1 zoned land along Allen Place. It is proposed to amend the Active Street Frontages around the Park site to reflect the pedestrian movement concepts identified within the City Park Review, as shown below.

Figure 4: Proposed Active Street Frontages



The proposed mapping amendments are provided as **Appendix C** to this Planning Proposal.

PART 5 – COMMUNITY CONSULTATION

In accordance with the Department of Planning and Infrastructure's (now the Department of Planning and Environment) *'A Guide to preparing local environmental plans'*, an indication of the proposed community consultation strategy is outlined below:

- Letters to individual land owners, residents and tenants advising of the exhibition and how to make a submission.
- Advertising through local media to inform the community that the exhibition has started, how long it will run, how information can be obtained and how to make a submission.
- Fact sheets available at exhibition points highlighting key features of the Planning Proposal, the closing date for the exhibition and how to make a submission.
- Targeted consultation with relevant public authorities.
- Staff available to answer enquiries.

A number of supporting documents will be exhibited with the Planning Proposal to assist in understanding the planning documents. The supporting documents will include:

- The Gateway Determination.
- Penrith Local Environmental Plan 2010 and Penrith Development Control Plan 2014.
- A full list of the relevant State Government policies, plans and directions, which have been taken into account when developing the Planning Proposal.
- Fact sheets, as described above.
- Technical studies and supporting documentation.

In accordance with the Gateway Determination, the Planning Proposal has been publicly exhibited for 28 days. The views of the community are detailed in the Discussion Paper, and attached as **Appendix D** to this Planning Proposal.

PART 6 – PROJECT TIMELINE

Pending any time limit that would be provided by the Gateway determination, the draft project timetable is presented below:

Table 8: Project Timeline

Milestone	Timeframe
Gateway Determination issued	7 April 2016
Revision of Planning Proposal as per Gateway Determination	April 2016
Timeframe for government agency consultation (concurrent with public exhibition as per Gateway Determination)	May 2016
Assessment of submissions received during the public exhibition	June 2016
Timeframe for consideration of Planning Proposal post-exhibition	June 2016
Council Report seeking Council's endorsement of the Planning Proposal	July 2016
Date of submission to the Department to finalise the LEP	August 2016
Anticipated date of LEP notification on the NSW Legislation website	September 2016

APPENDICES

Appendix A – *Penrith Progression: A Plan for Action*

Appendix B – Penrith City Park Review (Hames Sharley Pty Ltd)

Appendix C – Proposed Mapping Amendments

Appendix D – Discussion Paper



PENRITH
PROGRESSION

PENRITH PROGRESSION

A PLAN FOR ACTION



**PENRITH HAS THE
RIGHT INGREDIENTS
FOR TRANSFORMATION.**

**A BOLD VISION FOR ITS FUTURE.
A PROGRESSIVE CITY COUNCIL.**

**SPIRITED COMMUNITY
LEADERSHIP.**

**A ROBUST AND DIVERSE
LOCAL ECONOMY.**

CALL TO ACTION

As an officially recognised Regional City Centre, Penrith is already a vital hub for regional business, health, education, employment and logistics. It is also a place where there is great potential yet to be tapped... a place of limitless opportunities.

This is the premise of the **PENRITH PROGRESSION**, a collaborative process and project catalyst aimed at Transforming the City Centre and Delivering Jobs for the Future.

Penrith is the Growth City, the heart of the New West.

The announcement that Sydney's second airport will be built on Penrith's doorstep is both an opportunity and a challenge for a City already grappling with a rapidly growing population, residential growth and local job shortages. Penrith Progression is ready for the opportunity and ripe for the challenge.

The Penrith Progression process has been an exciting collaboration with the community of Penrith and has led to the development of this document.

The **VISION** marks a fresh phase, a new beginning. The 5 **OUTCOMES** are the spirit of our shared future, the 25 **PERFORMANCE MEASURES** will keep us on track, and the 100 **ACTIONS** are evidence of our commitment.

It's time to transform the great ideas from Penrith Progression's collaboration into bold action, to create a bold **NEW WEST** and a creative blueprint for living. This document is a Call to Action with:

1 VISION

5 OUTCOMES

25 PERFORMANCE MEASURES

100 ACTIONS

STATEMENT OF COMMITMENT

Penrith is the **NEW WEST**. It's a place, an attitude and an opportunity...to step up and answer the call to grow and change. The New West will meet the 2031 challenge of 40,000 new jobs and a regional economic catchment of 1 million people with smart and sustainable growth.

Transforming Penrith City Centre is the key to becoming the beating heart of the New West. We love the Penrith lifestyle, but Greater Western Sydney's fastest-growing population needs both a river lifestyle and a vibrant city centre to stay connected and inspired as we grow and change in bold new ways.

As joint sponsors of Penrith Progression, Penrith City Council and the Penrith Business Alliance see the comprehensive renewal of Penrith's City Centre as the catalyst for a new era of investment, business activation and job creation in this fast-growing regional city.

Council has the capacity to directly leverage positive change by strategically using publicly held land. This capacity can unlock the City Centre for renewal in a way that anchors the future evolution of Penrith Progression.

Through strong and targeted advocacy, Council has the ability to influence the delivery of key infrastructure and funding for roads, sporting, community and cultural facilities, public transport and recreation facilities.

However, Council is only one part of the puzzle. The true power of Penrith lies in its people, its ideas, its innovation, its collaboration and commitment. Council, the Penrith Business Alliance and the people behind Penrith Progression are committed to a bold **NEW WEST**.

This Plan for Action is based on more than 12 months collaboration between community members, investors, government, arts and education providers, and businesses.

The 100 actions are backed by hard economic research, market testing and community feedback. The research provides evidence, but it's the collaborative process - the gathering of minds and the vigorous debate and discussion - that's bold and unique.

The result is **PENRITH PROGRESSION A PLAN FOR ACTION**.

Now that's progress.



PAUL BRENNAN
PENRITH BUSINESS ALLIANCE



MAYOR ROSS FOWLER
PENRITH CITY COUNCIL

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PENRITH PROGRESSION STORY

Penrith Progression is an initiative of Penrith City Council and the Penrith Business Alliance, to transform the City Centre and deliver jobs for the future. It is a process of collaborative discovery to identify new economic, social and environmental drivers. It addresses barriers to investment and identifies catalyst projects.

The Penrith Progression Plan for Action has the potential to bring more than 10,000 jobs and 5,000 dwellings to the City Centre. Through investment, development and business growth it will help meet the 2031 target of 40,000 new local jobs in the City. Local jobs mean less travel costs, and more time with family and in the community.

The Penrith Progression Plan for Action determines how we will act and work with local partners and investors to improve our City Centre. As Professor Ed Blakely has told us...

'IF THE CITY CENTRE IS NOT TRANSFORMED, THERE IS LITTLE HOPE OF GENERATING SUSTAINABLE ECONOMIC DEVELOPMENT FOR PENRITH CITY AND THE REGION' .

Our community wants transformation in the City Centre – vibrant outdoor spaces, well-managed traffic and parking, inner city living, and a City Centre that's easy and safe to get around.

We have engaged in a meaningful way with our community. We have listened, discussed, debated, researched, collaborated and now we will act!

The transformed City Centre will connect people with jobs, investors with opportunities and businesses with people working or living in the City Centre. It will employ, house and entertain our growing population.

The Action Plan is a blueprint for delivering a City Centre that is economically thriving, and a unique and wonderful place to live. Connecting people with local jobs is a focus, but it's not enough. It is crucial to grow in a way that is smart and sustainable, while maintaining our identity as a City and as people.

OUR COLLABORATIVE APPROACH

One of the key projects to influence Penrith Progression has been 'The Future of Penrith, Penrith of the Future' by Campement Urbain, a French-Australian art and architecture team. It brought together the issues, observations and ideas of our community with urban design analysis to create a three-dimensional vision.

This project engaged the community in a most unique fashion. It asked them both the pertinent and impertinent questions about their city, and what needed to change. It revealed the dreams of the community and expressed their desires as an urban fiction. Penrith Progression is the bridge from today to that desirable city of the future.

Another strong message from our community, which was received through the Penrith is Here project, is to be bolder, and to speak out for our identity, our people, and our future. They want to see our approach being more qualitative, active, vibrant, inclusive, colourful and extroverted (see diagram below).



COMMUNITY IDEAS & ENGAGEMENT

More than 640 individuals and 160 organisations said 'WE WANT PROGRESS' when they registered to be part of Penrith Progression following its launch by former Premier, Barry O'Farrell on 7 February, 2014.

The project launch, workshops, focus groups and finale event brought together more than 550 participants. These included investors, landowners, business groups, government agencies, not-for-profit/community sectors, creative and educational groups. Their purpose was to explore opportunities and potential catalyst projects to revitalise the City Centre.

Penrith Progression recognises the untapped potential of a City Centre with more than 40% of land owned by Council, state and federal government and available to stimulate private sector investment. It also acknowledges the power of expertise, seeking industry best practice through people and organisations such as Arup (economic analysis and transport planning), Hames Sharley (urban design and planning), Jacobs (urban economist), Urbis (social planning, funding and project delivery models), Roberts Day (community and stakeholder engagement), Aurecon (sustainability and environment), Savilles (property analysis and delivery), Global Foresight (futures architect) and McCrindle Research (infographics).

The keys to Penrith Progression's success:

COLLABORATE

Penrith Progression is built on collaborative discovery between government, community and business leaders to identify new economic, social and environmental drivers to revitalise the City Centre.

ADVOCATE

Penrith Progression advocates through Council to deliver key infrastructure and funding for roads, sporting and cultural facilities, public transport and recreation facilities.

INVESTIGATE

Penrith Progression uses economic analysis, market testing, place shaping, strategic and delivery frameworks in its decision-making. Thorough investigation + ideas + collaboration = powerful results.

ACTIVATE

Penrith Progression addresses real barriers to investment and development in the City Centre to unlock its potential. It builds on vast work and thorough process to deliver real, measurable results.

More on Penrith Progression at PenrithProgression.com.au

550+

EVENT PARTICIPANTS

Over 550 people attended the project launch, workshops, focus groups and forums.

500

ONLINE FORUM VIEWS

The online forum was viewed 500+ times, with 39 people responding to existing ideas and bringing fresh ones.

644

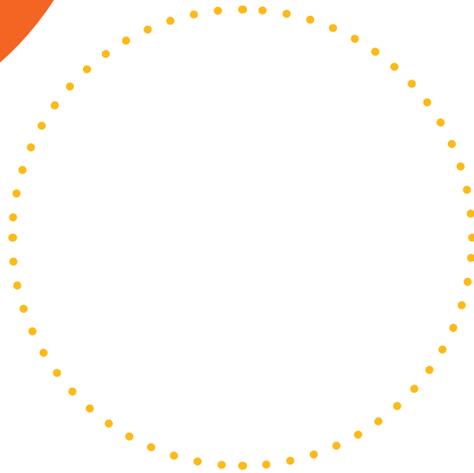
REGISTRANTS

More than 640 individuals and 160 organisations registered to be part of the Penrith Progression collaboration.

6

KEY EVENTS

Over 8 months a series of workshops, focus groups and forums explored ideas, opportunities and potential catalyst projects to transform the City Centre.



"I appreciated the positive energy of all participants in the workshop to get behind the growth of Penrith City. I look forward to all the exciting developments and planning for the local area."

**Denise Thornhill, Sydney Medical School Nepean,
The University of Sydney**

"Congratulations on another successful Penrith Progression workshop. It was an insightful half day with a number of positive directions for the City of Penrith. We look forward to working with your team to identify new opportunities."

Theo Fotopoulos, LIDIS

"Many thanks. I will watch future progress with great interest. This was a great session; keeps the discussion alive in Penrith."

**Gordon Henwood,
Local City Centre property owner / manager**

COMMUNITY IDEAS TO TRANSFORM PENRITH CITY CENTRE



PUT PENRITH ON THE MAP

Events & festivals

Share our story, how far we've come

Collaboration not competition

Build on 'Adventure Capital'



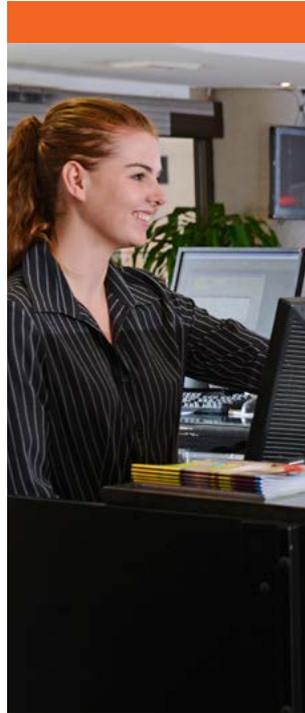
CREATE A GREEN CITY

Innovative buildings

Roof top gardens

Renewable energy

Shade & greenery



FOSTER INVESTMENT AND INNOVATION

Jobs of the future

Help start-up businesses

Leverage our strength in health and medicine

Digital economy & NBN advantage

Business & learning hubs

Capitalise on airport



MAKE PEDESTRIAN AND CYCLE FRIENDLY STREETS

Pedestrian priority zones

Bike hire

Improved public transport

Less cars in the city centre

Connect to hospital, river, station, university, Thornton

Connected north & south with green linkages



**CREATE
A CITY
HEART**

-
- A central park - to meet, relax, hold events, share experiences
-
- Community & cultural events
-
- Activate arcades



**A 24 HOUR
CITY**

-
- Vibrant, lively & safe 24/7
-
- Extended hours for dining, entertainment, roof-top bars
-
- Night-time economy
-
- Laneway culture



**MORE
DENSITY
AND
DIVERSITY**

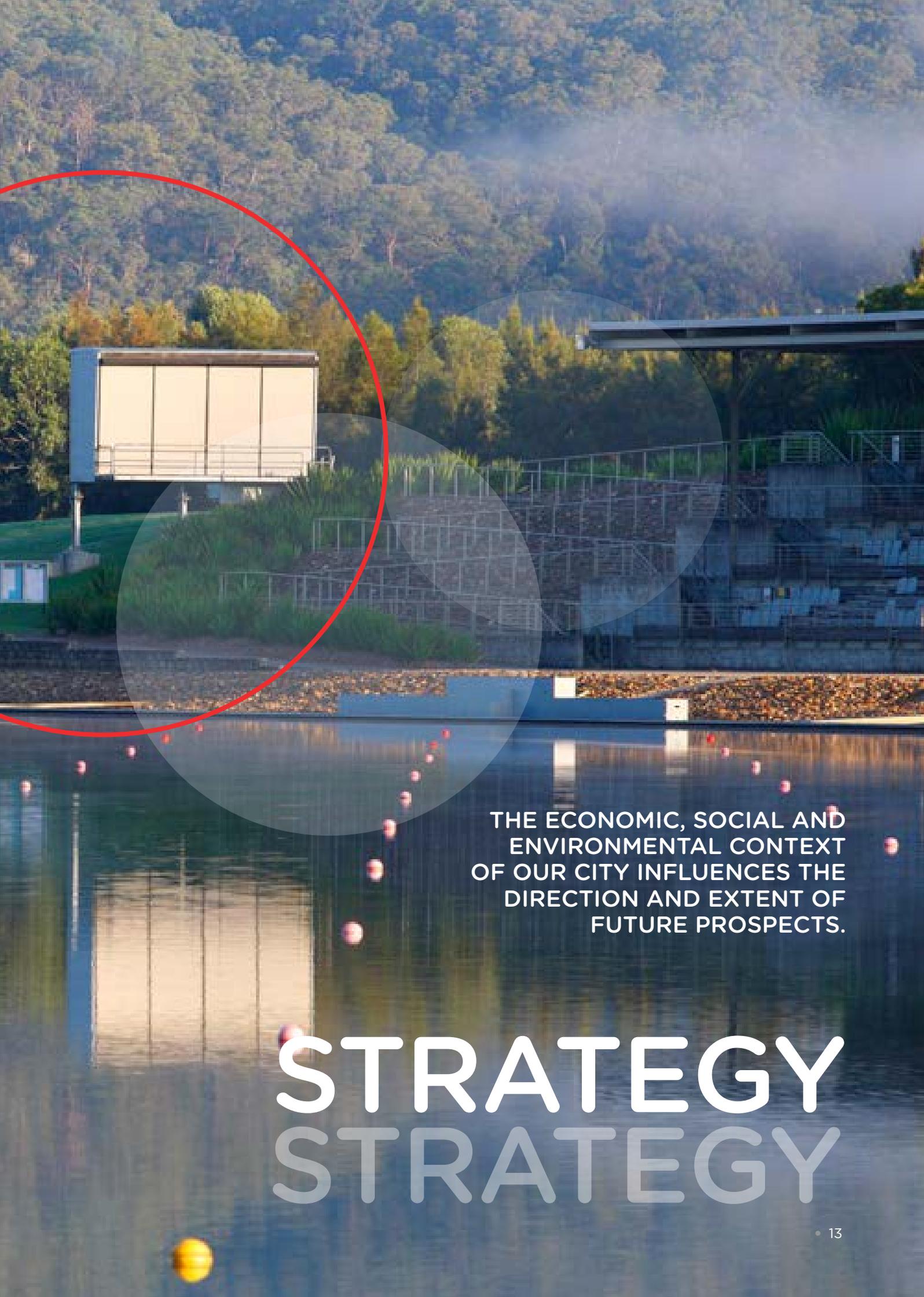
-
- Compact residential, commercial/retail
-
- Smart mixed use design
-
- Cafés, restaurants, bars
-
- More housing types
-
- Business and development opportunities
-
- Boutique shops, virtual shopping wall



**CONNECT
TO OUR
RIVER**

-
- Cultural & entertainment opportunities
-
- Accessible & family friendly
-
- Restaurants, cafés, markets, outdoor cinema & jazz evenings
-
- Create a green corridor of parks for mixed use
-
- Tourism opportunities of river link





THE ECONOMIC, SOCIAL AND
ENVIRONMENTAL CONTEXT
OF OUR CITY INFLUENCES THE
DIRECTION AND EXTENT OF
FUTURE PROSPECTS.

STRATEGY STRATEGY

STRATEGY THE BIG PICTURE

NEW WEST

Located 55 kilometres west of Sydney's CBD, Penrith is a thriving regional City Centre, supporting and servicing Sydney's growth areas. The City's population and strong economic growth have helped Penrith's economy reach \$7.24 billion (gross regional product).

We have a large commuting working population – 54,000 people – with daily travel putting pressure on roads and reducing time spent with family and enjoying the Penrith lifestyle. Only 7.8% of residents currently use public transport to get to work.

The number of people living in Western Sydney is expected to rise from 2 million in 2011 to 2.9 million in 2031. Our economic catchment reaches well beyond the city and is expected to grow to 1 million people.

Penrith City has a 2031 target of 40,000 new jobs to provide a sustainable future for our residents, almost doubling the current 59,000 full-time equivalent jobs.

We are opening the door to new projects, capital investment and partnerships to revitalise the City Centre. There is \$3 billion of investment capital already mobilised in pipeline projects.

We will work to:

- leverage the under-developed public and private landholdings in the City Centre to strengthen the local economy, attract investors, and create more jobs
- attract strategic investment, facilitating employment diversity and growth
- promote job clusters and encourage local workforce skills and training so we can be more resilient to changing economic circumstances
- focus on building on our strengths in five key sectors
 - » advanced engineering, manufacturing and construction
 - » health and lifestyle health
 - » creative information, digital media and telecommunication, creative arts
 - » global advanced education
 - » advanced logistics.

Investment in Penrith will deliver jobs closer to home. Investment in Penrith's City Centre will attract people, jobs and retail spending to its heart.



NOW
\$3B
PIPELINE
PROJECTS

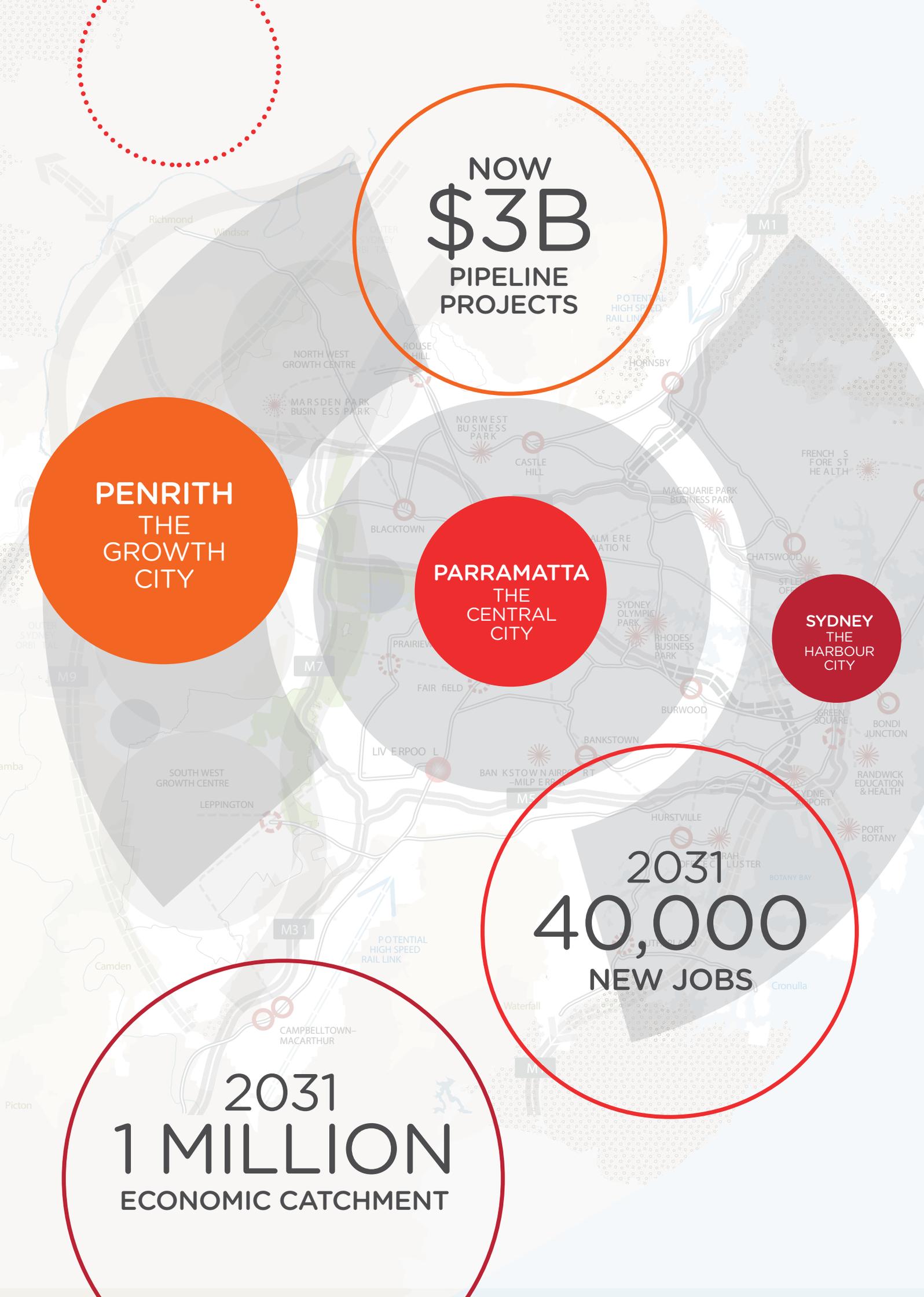
PENRITH
THE
GROWTH
CITY

PARRAMATTA
THE
CENTRAL
CITY

SYDNEY
THE
HARBOUR
CITY

2031
40,000
NEW JOBS

2031
1 MILLION
ECONOMIC CATCHMENT





STRATEGY
THE BIG PICTURE

RIVER CITY

Penrith is nestled in a rural and natural setting, with the Nepean River as a focal point and the backdrop of the World Heritage listed Blue Mountains to the west.

The river connects us with our environment and brings a focus for our leisure. It links us with the area's aboriginal history, and continues to shape our growth and development, through both its impacts and its opportunities.

It is a wonderful setting for our events, festivals, activities, parks and recreation, giving us a unique point of difference and a place people want to live, work, play and invest in. Our future success will depend on nurturing our lifestyle, by investing in the City's cultural and recreational strengths, along with the City Centre.

There is so much potential for invigorating the City's river and green spaces and connecting them with a vibrant City Centre. The river is Penrith's greatest natural asset. We will continue to capitalise on its potential as a regional gathering space.

Council is advocating to create a destination space near the proposed Green Bridge landing points, creating a focal point for residents and visitors using the Great River Walk and river surrounds. The Our River Masterplan outlines an exciting program of works which can be staged depending on funding allocations.

Compared to metropolitan Sydney, Penrith's micro-climate is hotter and drier in summer, and colder with frosts in winter. Our buildings and streets must be designed to minimise urban heat island impacts.

Opportunities to cycle and walk will be supported by access to drinking water, and shady pathways. Tree-lined streets, verandahs and awnings will provide cooling and shelter from the sun. Water play and connections with water will become essential elements of our City Centre.



STRATEGY
THE BIG PICTURE

VIBRANT CITY

With Penrith's population expected to grow to 224,000 in 2031, the City will need another 35,000 new dwellings to house our new residents.

Penrith City is home to many young people, and an increasing proportion of older people. As a community, we are growing more culturally diverse, with more people speaking languages other than English at home.

Cultural development and creativity are critical to realising Penrith's potential as a Regional City Centre, contributing to the city's economic vitality, social equity and environmental sustainability. Engagement in cultural activities and programs can focus on what is special about the city and its people, and how building on the past and present can contribute to its future.

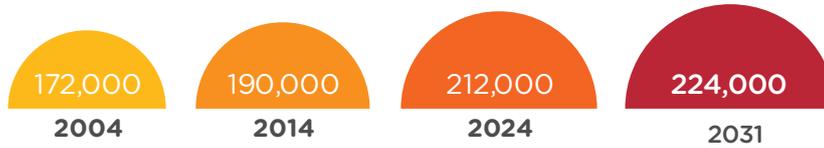
Penrith's culture is more than the arts – it is also about the lived experience of the diverse communities of the city, including those of different ages and interests.

We enjoy the benefits of great schools, leading health facilities, a major teaching hospital, and major shopping centres. We also embrace the arts, entertainment and outdoor adventure. Our attractions include Sydney International Regatta Centre, Penrith Whitewater Stadium, the Joan Sutherland Performing Arts Centre, Penrith Regional Gallery, iFly and Penrith Panthers.

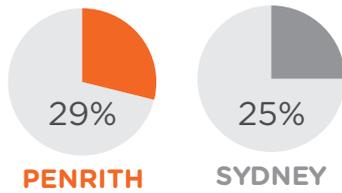
There are opportunities in the City for new industry and investment, more cultural and recreational events and facilities, and for education and innovation. Access to relevant training and education will help our residents work in the industries of the future.

There is also an excellent collection of surviving well-designed, Modernist era buildings, which represent the confidence and aspirations of the post-war residents of Penrith, and contribute to the streetscape of the city.

POPULATION GROWTH

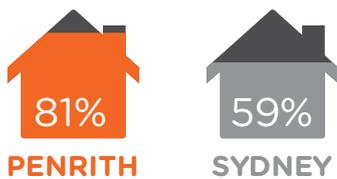


% under 20 population - 2011



HOUSING

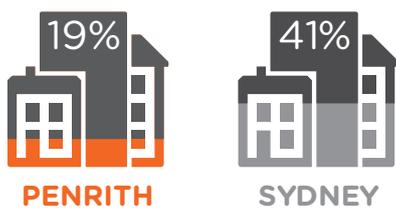
Detached homes



4+ bedroom homes



Units/townhouses



Different types of houses are needed to suit our changing community needs, including smaller houses and apartments for our younger residents, and older residents who want to 'down size' but stay in their own neighbourhoods.

Inner city living will play a vital role in meeting our housing needs and help to create a night time economy with vibrancy, more entertainment, cafés and activities.



MEETING THE JOBS CHALLENGE

Penrith City is the principal gateway to Sydney for western New South Wales, and is also well positioned to service the northwest and southwest Growth Centres. Penrith's economic catchment will expand to more than 1 million people over the next two decades, creating a strong market for existing and new businesses.

The Council has set a target of an additional 40,000 jobs by 2031, 10,000 of which will be in the Penrith City Centre. This will bring employment levels back up to a more sustainable level, taking into account the projected population growth over the next 20 years. Our economy could be more balanced, we have a deficit of managerial and professional jobs.

- The City's growing population creates challenges around employment.
- The dispersed nature of employment centres and the distance of employment centres from public transport are critical issues for the city.
- The retention of young people with higher level qualifications is another emerging issue.

SUSTAINABLE EMPLOYMENT

To be a sustainable region, the employment base needs to diversify so the current reliance on manufacturing is reduced, and replaced by growth in emerging employment sectors. There are opportunities to encourage and promote growth in industries involved in:

- advanced engineering, manufacturing and construction
- health and lifestyle health
- creative information digital media and telecommunication, creative arts
- global advanced education
- advanced logistics.

The City also has potential as a future agricultural hub, using new technologies to bring fresh produce to the region and markets in Asia, and reinforcing our focus on health and wellbeing.

INNOVATION

A key strategy to strengthen our economy is to drive innovation across the Penrith economy. Penrith is one of the first 40 communities across Australia to receive the National Broadband Network (NBN). The increased speeds and capacity of optic fibre technology will change how we work and live.

The NBN opportunities will encourage innovation among new and existing businesses. It will support growth and economic sustainability, while providing new job opportunities and prosperity.

Council has committed to help grow a digital sector. The NBN provides the platform to build a smart city that can better integrate into a fast evolving global economy.

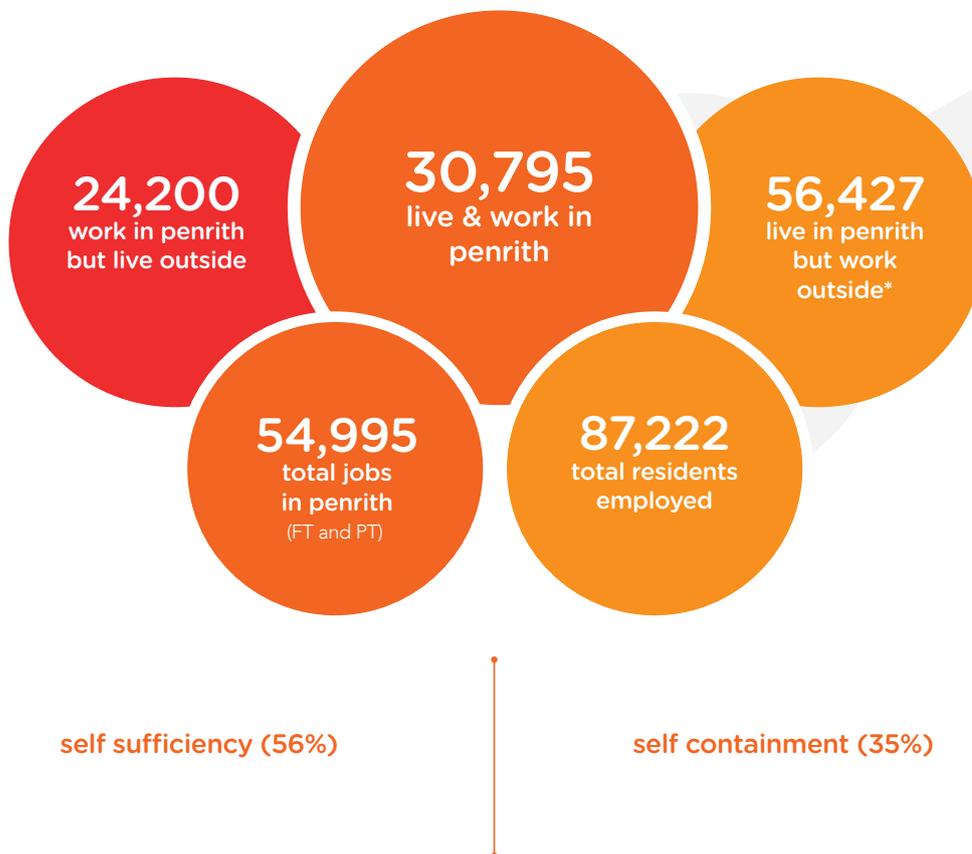
EMPLOYMENT

In 1971 Penrith had a population of 61,000. There were 86 jobs for every 100 workers. Then decades of 'dormitory suburb' housing developments in the 1980s and 1990s brought additional residents and workers but few jobs. In the 1990s the population was 150,000, but there were fewer than 40 jobs for every 100 workers in Penrith's workforce.

Of Penrith's 87,200 employed local residents in 2011, around 30,800 (35%) worked in Penrith and 56,400 (65%) travelled outside the City each day to work.

Employment self-sufficiency is a measure of jobs in the city filled by residents. Penrith City had an employment self-sufficiency of 56% in 2011.

Employment self-containment is a measure of working residents employed in Penrith. Penrith city had an employment self- containment measure of 35.2 % in 2011.



* Includes 'work location unknown' 11,852

EMPLOYMENT SECTORS

Figures produced by the National Institute of Economic and Industry Research for 2012-13 for Penrith City provide some insight into the employment capacity in key industries.

One key industry sector - education and training - has provided more jobs than we have residents working in that industry. This sector will continue to have significant employment capacity, together with such industries as health care and social services, and manufacturing.

However, the employment capacity of more knowledge based industry sectors such as financial and insurance services, and information media and telecommunications, is currently quite limited, due to the agglomeration of these businesses in Sydney's 'global arc', and emerging centres such as Parramatta.

JOB NUMBERS BY SECTOR

Half of the full-time equivalent jobs located in Penrith (51.6%), come from Health care and social assistance; Manufacturing, Construction, Education and training, and Transport, postal and warehousing.

These industries also account for more than two thirds of growth in the city's jobs. Retail trade, wholesale trade and accommodation and food services account for more than 20% of the local workforce. Professional, scientific and technical services (representing 3.5% of total local workforce), Financial and insurance services (1.4%), and Information media and telecommunications (0.8) sit below the average workforce employed in these industries in NSW.



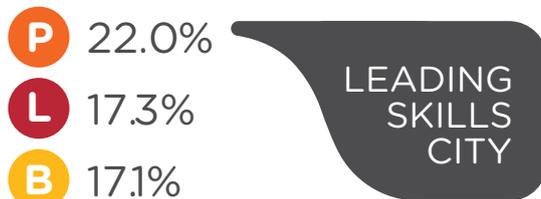
WORKFORCE & EDUCATION

Penrith is a leading skills city, with residents more likely to be educated vocationally (Certificate III or IV) than most other 'growth' councils in the region. Of Penrith residents with a post-school qualification, 44% have a certificate, 14% have an advanced diploma, 16% have a bachelor degree and 5% have a postgraduate certificate, diploma or degree.

Although more residents (8,872) attained higher qualifications between 2006 and 2011, higher education attainment continues to be an opportunity for growth to ensure a more resilient population in terms of future employment.

For residents with higher educational qualifications, the opportunities for working locally as professionals, managers and technical and trade workers are currently limited. The availability of a skilled pool of workers significantly adds to the employment capacity of industry sectors such as banking, finance and insurance, in which the city is under represented.

Highest Tertiary Qualification Vocational Certificate



Bachelor or Higher Degree



P PENRITH L LIVERPOOL B BLACKTOWN



FUTURE JOBS GROWTH

If we combine Gross Regional Product growth – dollars with sector growth – there are a number of sectors where Penrith can compete and create jobs:

- Lifestyle Health
- Creative Information, Digital Media and Telecommunications - Creative Arts
- Advanced Engineering, Manufacturing and Construction
- Global Advanced Education
- Advanced Logistics
- Housing, Amenities, Lifestyle and Learning (as supporting initiatives for economic growth).

A diverse economy that targets 'future' jobs and strong employment sectors, and improves access to education and training will build our resilience so that we can change and adapt quickly to future economic conditions.

**STRATEGY
ECONOMICS**

LIFESTYLE HEALTH

People 65+ make up 18% of Penrith's population (and growing). People under 20 make up 29% of the population. These two significant population groups have diverse healthcare needs, and people want choice in how, where and when their health care is delivered. This is driving a new industry based on preventive health systems.

SUB-SECTORS INCLUDE:

- Women and children's health
- Cosmetic surgery
- Allied health and non-traditional lifestyle education
- Personal training and fitness, and food and nutrition programs
- Senior health and wellbeing
- Physiotherapy
- Day surgery hospital
- Medihotel
- Medical / surgery tourism
- Research, innovation and cooperation
- Geriatric care

The present healthcare model is focused on healing and caring for the sick. The potential opportunity within this segment of the economy is the provision of wellness rather than healthcare. This focus on preventive care and health will create a number of industries.

An important step in keeping a community healthy is early diagnosis. Revolutionary imaging and scanning devices enable early and accurate diagnoses, which lead to better intervention and less cost (physical, emotional and financial). The use of digital technology will soon enable machines to operate and perform medical

interventions, and the rise of nano-technology and bio-technology is a significant step.

Soon, big data and wearable technologies will also support a better understanding of how and why diseases occur. There is potential for a secured connection (protecting users' privacy and identity) to send individual information on health status (heartbeat, breathing rhythm, level of fatigue) to a database managed by a public body, which could analyse data and recommend lifestyle strategies.

Penrith can be part of this journey.

group
personal
training

health &
wellness centre

community
pedometer

fresh food market

green
grids

city private
hospital

HEALTH IN THE CITY CENTRE	PRIMARY & MULTIPLIER JOBS	PAYROLL	LOCAL SPEND
Private hospital (100 bed)	4,700	\$322 m	\$96.6 m
Wellness centre	225	\$13.5 m	\$4 m
Day surgery	*	*	*
Medical centre	*	*	*
Allied health	*	*	*
International health hub	10	\$1 m	\$0.6 m
Total	4,935	\$336.5 m	\$101.2 m

* Dependent on scale of project

CREATIVE INFORMATION AND DIGITAL MEDIA AND TELECOMMUNICATION CREATIVE ARTS

Penrith offers great potential in the creative digital media sector, arts and culture. Penrith boasts an impressive performance venue in The Joan and a quality Regional Gallery. The University of Western Sydney (UWS) Penrith has an internationally recognised graphics program, together with a TV station and other digital capacities.

SUB-SECTORS INCLUDE:

- Telecommunication services and digital economy
- Design arts, creative arts and graphics
- Electronic storage
- Libraries and archives.

Penrith city is one of the first 40 communities across Australia to receive the National Broadband Network (NBN). Increased speeds and capacity of optic fibre technology will create new possibilities.

Penrith Council has committed to encouraging the growth of the high value digital sector. Being a leader in the digital creative space will build a more innovative and open economy.

Just as digital technology is an important driver of health outcomes, it is also important as a key driver of economic opportunities. Penrith aims to be a recognised digital economy, encouraging digital companies to either relocate or start up in the city.

The opportunities for a digital future are not limited to media and telecommunications, but can drive innovation and improve competitive position in any sector. The interface of digital technology with design and visual arts and manufacturing open opportunities to attract large data users such as an airline, freight forwarders or defence.

smart
business
hub

international
education care

5g lab
& smart
work hub

online
presence

TV broadcasting
unit

CREATIVE INFO IN THE CITY CENTRE	PRIMARY & MULTIPLIER JOBS	PAYROLL	LOCAL SPEND
Creative arts, info & graphics	50	\$2 m	\$1.5 m
5G lab & TV studio / broadcast	6	*	*
International education centre	10	*	\$0.5 m
Smart business hub	*	*	*
Smart work hub	n/a	n/a	\$0.6 m
Total	66	\$2 m	\$2.6 m

* Dependent on scale of project

GLOBAL ADVANCED EDUCATION

The presence of the University of Western Sydney (UWS) in Penrith provides good opportunities to develop high quality education for national and international students in a range of fields. UWS has a strong appeal for students from China, India, Indonesia, Malaysia, the UK and USA. Penrith has the potential for a university presence in the City Centre.

SUB-SECTORS INCLUDE:

- International collaborative design or industry based centre
- Digital based education
- International service education
- Environmental education
- Multi-lingual education
- Special education
- Education and retraining of local workforce.

There are three major tertiary education institutions in Penrith City – WSI TAFE NSW, University of Western Sydney (Werrington and Kingswood campuses) and University of Sydney (Sydney Medical School, Nepean). Nepean Community College also offers pathways to training and employment. These institutions will be important in providing opportunities for re-skilling the many people and industries facing considerable change into the future.

There are a growing number of disaster management courses in NSW but limited standardisation. A Centre of Excellence in this field could take advantage of the proximity of the Nepean River, the city's flood prone areas, the Museum of Fire, and the swift-water rescue capacity at Penrith Whitewater Stadium. There could also be synergies with an emerging sustainable and modular construction industry to create rapid shelter and emergency habitat solutions for climate and crisis refugees in remote areas.

New campus education opportunities are also found in the fields of food and agribusiness, or planning for the high growth suburbs at the edge of the metropolis (our region and the city centre being the laboratory). These are fields of study exportable to the world.

environmental
product design

international
education centre

community
workforce training

crisis
management

sustainable
construction

EDUCATION IN THE CITY CENTRE	PRIMARY & MULTIPLIER JOBS	PAYROLL	LOCAL SPEND
International Education Centre	10	\$1m	\$0.5 m
International collaborative design or industry based centre	*	*	*
University presence	*	*	*
Total	10	\$1 m	\$0.5 m

* Dependent on scale of project

ADVANCED ENGINEERING, MANUFACTURING AND CONSTRUCTION

Penrith City has a strong manufacturing base, due to highway and freight routes, affordable land and a good skills base. Penrith can play a role in the move to new sustainable and bespoke designed products and industries.

SUB-SECTORS INCLUDE:

- Customised engineering, manufacturing and construction
- Polymers
- Metal
- Furniture making
- Food engineering
- Advanced engineering systems
- Architecture and interior design
- Medical and veterinary pharmaceuticals.

Jobs in industries such as metal, polymer and wooden structure production are likely to continue to be in strong demand, provided the industries can adapt to changing demands and respond to the potential for innovation and new products. This will necessitate training and upskilling in some sectors, and the protection of areas for manufacturing and industrial land uses.

There is potential to produce high end and sustainable construction materials and innovative construction techniques, providing a centre of excellence in sustainable construction and products.

Penrith city could see the development of diverse construction techniques and building materials relevant for our environment and climate.

An international competition, such as the Solar Decathlon would encourage interest in sustainable and modular construction techniques.

A strong area, attracting employment directly and in related education, is the market for Veterinary Pharmaceuticals. Our manufacturing strength, combined with the city's rural activities, points to the potential to work with tertiary educational institutions around veterinary teaching and research.

start up
incubator

sustainable
construction
centre

veterinary
pharmaceuticals

advanced
engineering
& logistics

solar decathlon
competition

ENGINEERING IN THE CITY CENTRE	PRIMARY & MULTIPLIER JOBS	PAYROLL	LOCAL SPEND
Advanced engineering and logistics centre	2,100	\$154 m	\$46 m
Total	2,100	\$154 m	\$46 m

ADVANCED LOGISTICS

Advanced logistics goes beyond the movement of goods and warehousing. International freight handling creates other potential movements. Penrith's connections to the M7 and the Badgerys Creek Precinct, including the proposed Western Sydney Airport, will open many opportunities.

SUB-SECTORS INCLUDE:

- Courier services
- Airport engineering and maintenance services
- Off airport passenger services
- Advanced warehousing
- Freight forwarding

Digital technologies are currently generating efficiencies through computerised tracking and distribution. The potential economic opportunities from transport and warehousing industries will be primarily achieved by leveraging the Western Sydney Airport.

It is likely that Advanced Logistics businesses would seek locations close to the proposed airport or in existing or planned employment areas. The key in this project is to determine which are the appropriate sub-sectors and uses that could be encouraged to establish in the Penrith City Centre.

A strong IT base will be required to deliver advanced freight forwarding, postal services and warehousing. Time-critical manufacturing - notably health and veterinary products, medical research and pathological labs - will benefit from high performing shipping services. The city also has potential as a future agricultural hub, using its logistics sector and new technologies to bring fresh produce from the region to local markets.

city centre
check-in
terminal

agricultural hub

advanced freight
forwarding

advanced
engineering
& logistics

**LOGISTICS IN
THE CITY CENTRE**

see Advanced Engineering (p33)

**PRIMARY &
MULTIPLIER JOBS**

PAYROLL

LOCAL SPEND

HOUSING, AMENITIES, LIFESTYLE & LEARNING

More people living in the City Centre brings new services, new jobs and a vibrant lifestyle. Places with high amenity create activity and investment. Penrith's City Centre needs a mix of housing densities and types for its dynamic population.

Millennials (also known as Gen Y) like to be close to everything, including transport, work, coffee shops and bars. Older residents also enjoy being close to health services, lifestyle options and family. Creative workers, doctors, managers, executives and the wider community value retail diversity and variety.

Businesses thrive in inclusive places that encourage ideas and innovation, and where they can attract talented staff with access to lifestyle options and feel they can make a difference.

Today's teens (Generation Z), want to make the world a better place and address environmental and social issues in innovative and unconventional ways. Successful cities will be those that acknowledge this, and create conditions for them to thrive and find solutions to economic, social and environmental problems here and abroad.

Walkable streets are essential for a strong retail economy. Green grids of movement, combined with green infrastructure, will better connect people and places, improve public domain and enhance the river precinct and other urban parks.

Learning, training and education options must expand with the demand of Penrith's growing population. Stronger and meaningful relationships with training providers, learning institutions, businesses and workers will be vital in building Penrith's status as a Smart City.

inner city
living

mixed-use
buildings

'adventure
capital'
lifestyle
marketing

walkable
streets

private
school
growth

LIFESTYLE IN THE CITY CENTRE	HOUSING	PRIMARY & MULTIPLIER JOBS	PAYROLL	LOCAL SPEND
short stay units	350	60	\$4.5 m	\$8.19 m
residential apartments	1,600	120	\$4.8 m	\$2.4 m
museum / gallery		300	\$21 m	\$6.3 m
	1,950	480	\$30.3 m	\$16.89 m



TOTAL CITY CENTRE PROJECTED JOBS AND HOUSING

TOTAL IN THE CITY CENTRE	HOUSING	PRIMARY & MULTIPLIER JOBS	PAYROLL (PER ANNUM)	LOCAL SPEND (PER ANNUM)
Health	*	4,935	\$336.5 m	\$101.2 m
Creative Information	*	66	\$2 m	\$2.6 m
Education	*	10	\$1 m	\$0.5 m
Engineering & Logistics	*	2,100	\$154 m	\$46 m
Living	1,950	480	\$30.3 m	\$16.89 m
Thornton	850	950	*	*
Panthers	850	2,100	*	*
Parkview	> 1,200	*	*	*
Total	> 4,850	10,641	\$523.8 m	\$167.19 m





STRATEGY
FUTURE JOBS

CONNECTIONS, COLLABORATION CO-CREATION & COMMONS

20th century cities have been defined by suburbia, industrial zones and city centres. This 'shape' is beginning to change as the forces that drove this arrangement – oil, electricity, telephony and media are replaced by cost effective renewables and network technologies. As recent history shows radically different business models are transforming almost every sector and real time connectedness is changing our social behaviours and expectations. Smart planning and design should therefore build on this platform.

According to globally respected theorists like Jeremy Rifkin, the change that is underway is transformational - a third industrial revolution. It will usher in an age of collaboration – where work (anywhere anytime) is redesigned and managed through mobile enterprise application platforms or MEAPS, cost effective renewables are controlled through energy 'microgrids' and internet based 'intergrids' and electric engines replace combustion technology.

This shift to distributed power, in all senses of the term, will make it easy for suburbs to reinvent themselves as interconnected 'village' type communities, freed from the constraints of location. It will encourage the further development of the knowledge 'commons' where people can freely access and share the knowledge they need to make things (3D printing) or learn things. This change in activity in the distributed village requires a rethinking of the importance on third spaces (where people choose to socialise) and in an integrated world these must be designed in ways that encourage rather than discourage a diversity of thinking and behaviour.

At the core of this shift is a fundamental change in form and space from mechanistic, centralised and efficiency based concepts to a new world view based on networks, distributed form and whole of system thinking. It favours collaboration over competition and above all it will drive new ways of doing business.

One of the reasons why this new collaborative age is not optional is because, through its design and arrangements, it radically reduces transaction costs. As a consequence every organisation and institution will be required to change. Even now, well organised networks of specialists can compete with large centralised entities, new sources of funding and design are emerging through 'crowd sourcing' and any enterprise can access rare skills through global online marketplaces. For organisations, this is a future where being bigger offers little advantage.

The explosion in mobile devices has already shifted power away from those who supply goods and services to those consumers who, through using these technologies, can shape and define demand. Together with the providers of middleware (the Googles of this world) they understand that their power lies in creating, innovating and delivering through networks of seamless collaboration. They have little time for those who are distracted and waste energy in a red ocean of competition; a place where often there is destruction of value and a race to the bottom. Thus connection, collaboration and co-creation is, in a sense, a new kind of DNA for a new society.

A co-created future requires a rethinking of many ideas. Success lies in designing everything from the point of demand backwards. One size fits all or scale is replaced by diversity and flow. The ability to use even fewer resources to deliver value will be greatly aided if 'ecologies of activity' are encouraged. Rather like plants in a garden, well thought out co-location of different kinds of enterprises can provide benefits for all and solve a great number of problems (one person's waste heat might become another's inputs).

The emerging collaborative age will reframe our sense of self or identity. It has the potential to free us from the constraints of the machine and establish the kind of legacy most think future generations should have. The implications for new development and retrofitting of our urban fabric are therefore profound, as they are also for businesses of the future. But change requires us to let go some of what has made us successful in the past and stay focused on those things that will define the future. Above all this is not a time to have a crisis of imagination.

MICHAEL MCALLUM,
GLOBAL FORESIGHT NETWORK



PENRITH PROGRESSION AIM

“IF THE CENTRE OF THE CITY
IS NOT TRANSFORMED THERE
IS LITTLE HOPE TO GENERATE
ANY FORM OF SUSTAINABLE
ECONOMIC DEVELOPMENT”

Economic Development
Masterplan 2014, Jacobs

10,000
CITY CENTRE
RESIDENTS

10,000
CITY CENTRE
JOBS

TRANSFORMING THE CITY CENTRE &
DELIVERING JOBS FOR THE FUTURE

PENRITH IS NEW WEST





OUR CITY CENTRE VISION

Building a **BUSTLING
CITY CENTRE** that's
a pleasure to walk
and get around.

Making **INNER CITY
LIVING** a reality and
business in the City
Centre easy.

**CONNECTING
OUR RIVER** to the
City Centre.

Creating a
VIBRANT COLOURFUL
outdoor life.

Adopting fresh
ideas, projects and
partnerships, helping us
GROW AND PROSPER.

**AND DELIVERING
JOBS FOR THE
FUTURE...**

STRATEGY
OUTCOMES



CITY CENTRE OUTCOMES

OUTCOMES are tangible goals achieved through our active commitment, and by delivering the actions and projects. Things will change along the way, but the outcomes keep us heading in the right direction.

1. **Economy**
2. **Green spaces**
3. **Social & cultural**
4. **Built form**
5. **Transport**



STRATEGY
OUTCOMES



ECONOMY



Innovation, education and a thriving digital economy creates new local jobs, new investment and new opportunities in our dynamic city. We understand nurturing our local talent and creating local jobs helps our entertainment, leisure and retail sectors flourish.

We attract strategic investment, facilitate employment diversity and growth, promote job clusters and encourage local workforce skills and training, making us more resilient to changing economic circumstances.

We grow our sectors of strength and adapt to new ones, to create the jobs of the future.

PENRITH IS A PLACE OF **LIMITLESS** OPPORTUNITIES



STRATEGY
OUTCOMES

GREEN SPACES



We have a bounty of natural beauty. Our river City, located on the edge of the World Heritage listed Blue Mountains National Park, makes us unique and shapes our identity.

Our river and green space reaches in to the City Centre, with green streets providing shade and places to relax, connect and gather together.

Fresh air and open spaces make our city a destination of choice to live, work, play and invest.



WE ENJOY AN
OPEN CITY
LIFESTYLE

SOCIAL & CULTURAL



A place like no other, Penrith is our people, our stories, our lifestyle, and our unique places.

We foster diversity and value family and community to achieve a balanced, healthy lifestyle. We are active and focus on getting things done, to make our city an even better place to live and thrive in.

Our diversity and differences unite us. We are open to new ideas, new people and new cultural expression. Our inclusive, innovative spirit is what makes Penrith shine.



WE LIVE A VIBRANT COLOURFUL LIFE



STRATEGY
OUTCOMES

BUILT FORM



We are the New West. As we grow, our City Centre becomes more compact, and smarter in its design and use of space.

Our buildings are energy and water efficient, and help improve our working and living environments with natural air, sunlight, trees, and gardens.

Green walls and green streets enhance shade and cooling. Green buildings improve health and happiness for workers, residents and visitors.

OUR CITY THRIVES ON **SMART GROWTH**



TRANSPORT



Our city is easy to access and get around. The transport and parking network are simple to use and moves people and goods into, out of and around our City Centre smoothly.

The City Centre attracts people and businesses because of its accessibility. The streets are pedestrian friendly and bustling with people.

The river is connected seamlessly to the City Centre by a green grid and transport services.

Cars connect people to places but do not dominate. Parking is conveniently located and connects to services and businesses, allowing for a pedestrian friendly City Centre.

OUR CITY EASILY CONNECTS PEOPLE & PLACES



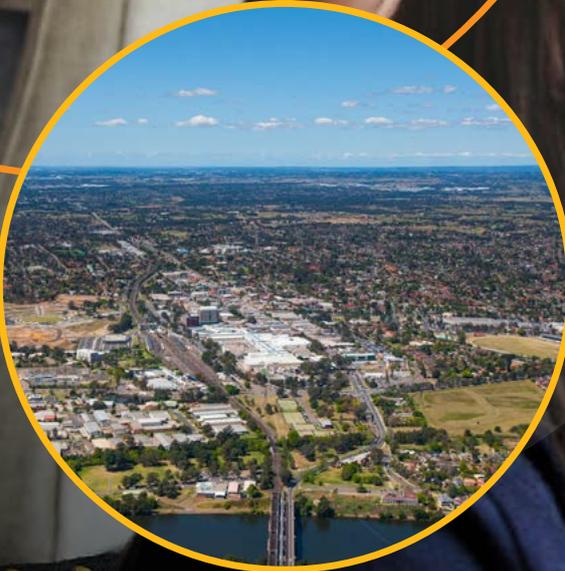




HOW WE WILL ACHIEVE
OUR CITY CENTRE VISION -
WITH 6 CITY PLACES,
6 OPPORTUNITY
PRECINCTS AND 9 CITY
SHAPING ELEMENTS

DELIVERY DELIVERY

DELIVERY
CITY OF PLACES



CITY OF PLACES

The place-shaping framework (see background documents) proposes 'places' and activity in the city. One of these layers is termed 'City Places'.

The City Centre is defined by six 'City Places' which include Central Hub, Civic + Retail, Culture + Community, Lifestyle Village, Sports + Tourism and Live + Work.



CENTRAL HUB

The Central Hub will play an important role in the ongoing revitalisation of the City Centre, with existing education facilities and the potential for student accommodation and an urban education model.

It will be a key area for infrastructure investment by Council and the private sector. The Central Hub will evolve to include high rise residential developments, more commercial and mixed use developments and a range of dining and café options. The Central Hub is anticipated to be a place of heightened developer interest over the coming years with a number of opportunity sites located close to the City Centre and public transport.

The Central Hub will be compact and pedestrian friendly. High Street will evolve as a 'complete street', providing safe and calm access for pedestrians, cyclists and car users alike.

KEY CITY ASSETS

The proposed City Park, the High Street dining and retail options, and the TAFE site.

CIVIC + RETAIL

Building on the high performing Westfield Penrith and Nepean Village shopping centres, this City Place complements the Central Hub with opportunities for housing, retail and dining (daytime and evening).

Civic + Retail includes Station Street, an important pedestrian, train and bus link for many residents, workers and visitors to Penrith. It will have a distinct character at night, with a wide range of food and entertainment options already available for residents and city workers.

KEY CITY ASSETS

Westfield Penrith. Nepean Village and the Ripples Penrith Swim Centre.

DELIVERY CITY OF PLACES

CULTURE + COMMUNITY

A key feature of the Culture + Community City Place is the link from the Nepean River to the Penrith City Centre, bringing recreation and relaxation to residents living or working in the City Centre.

The Culture + Community City Place is a gateway into Penrith for people travelling from the west and is accessible by public transport.

This City Place provides opportunities to develop high quality housing options, including resort style living, as well as commercial uses.

KEY CITY ASSETS

Development of the Carpenter's site, located on the corner of Mulgoa Road and the Great Western Highway, will greatly benefit the City. Opportunities include cultural, community and regional city recreational and sporting uses, and much needed conference facilities.

LIFESTYLE VILLAGE

The Lifestyle Village City Place encompasses Thornton, with its living, working and community opportunities. The Thornton estate, the newest release area in Penrith, provides diverse housing choice.

Thornton is the benchmark for the '15 minute neighbourhood', where major public transport options, shopping, community facilities, child care options, school, work opportunities and entertainment are all accessible within a 15 minute walk. Walkability is the cornerstone of this City Place.

KEY CITY ASSETS

Inner city living, intergenerational playground, village green and local centre.





SPORTS + TOURISM

Anchored by Panthers, and enhanced by links to the river, this place is a gateway for many residents and visitors to the city. This City Place reflects the growth potential of Penrith City as a destination for adventure and sport.

The Sports + Tourism City Place focuses on the Stadium and Panthers, and recognises the potential for growth in adventure, sports and living options around the edge of the City Centre.

KEY CITY ASSETS

Panthers, Indoor Sky Diving at iFly, Penrith Stadium, and Howell Oval. The former Panasonic (Parkview) site brings opportunities for high density housing, with around 1,200 apartments already approved.

LIVE + WORK

Bordered by the well regarded Nepean public and private hospitals, this City Place is a gateway site to the Penrith City Centre for those travelling from the east. The Live + Work City Place has opportunities that will support the development of employment generators associated with health and medical related offices.

It also encourages mixed use development that provides retail, business and living opportunities.

The Justice Precinct is located within this City Place, reflecting a calmer daytime character with less after-hours activity. The Live + Work Place will also support a range of higher density living options.

KEY CITY ASSETS

Nepean Public Hospital, Nepean Private Hospital.



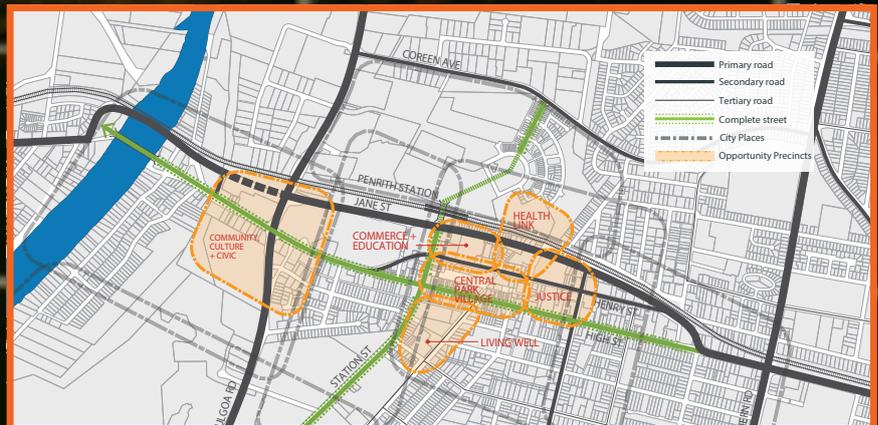
DELIVERY
OPPORTUNITY
PRECINCTS

OPPORTUNITY PRECINCTS

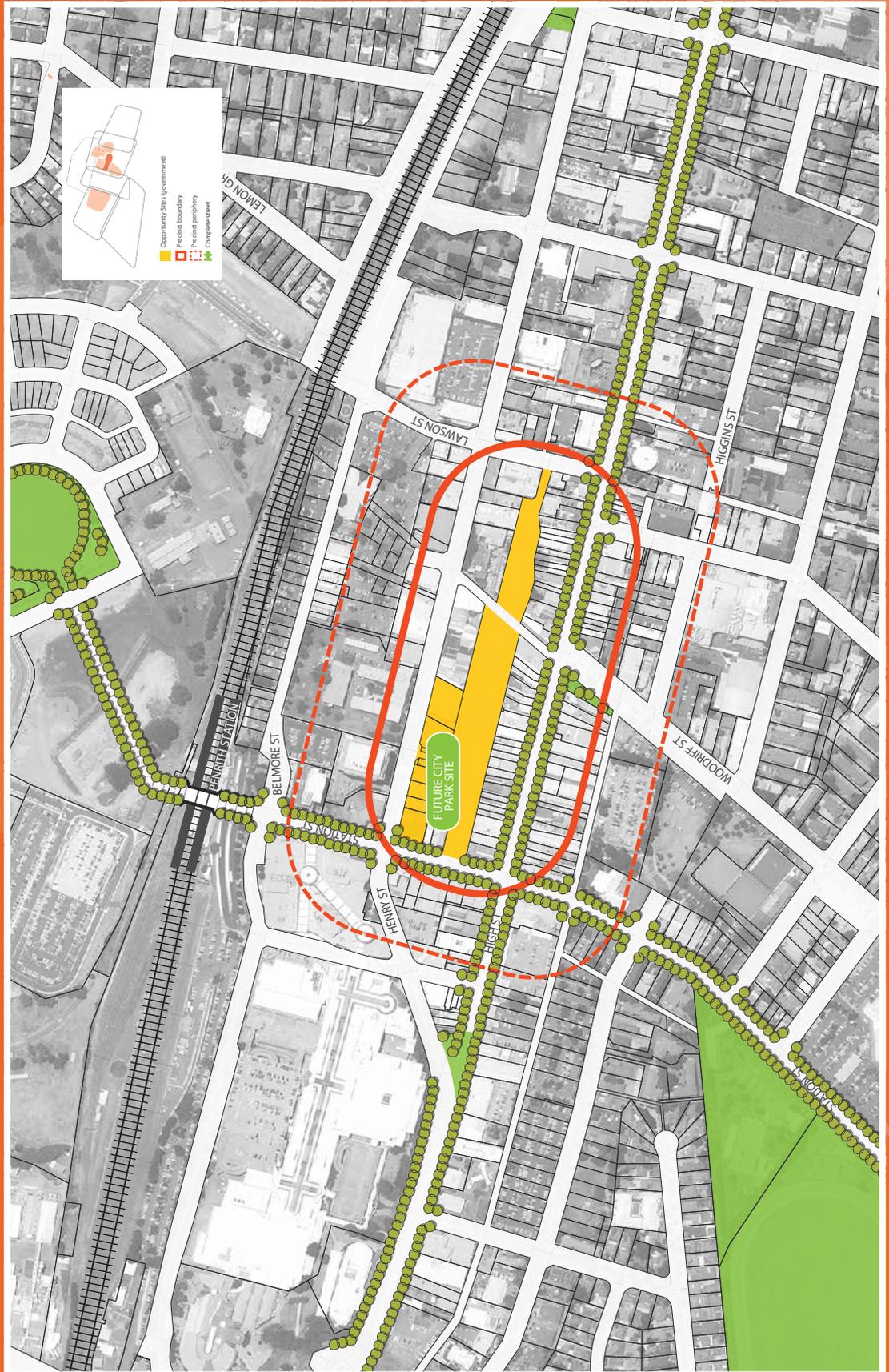
Beneath the layer of City Places is a more detailed layer of six Opportunity Precincts, which define the areas of activity.

The six 'Opportunity Precincts' include Central Park Village, Living Well, Commerce + Education, Health Link, Community, Cultural + Civic and Justice.

Economic analysis and consultancy advice suggests the two Opportunity Precincts to focus short-term activity on the Central Park Village and Living Well Precincts.



DELIVERY OPPORTUNITY PRECINCTS



01

CENTRAL PARK VILLAGE



The Central Park Village is a contemporary public space - the City Park - surrounded by a mix of housing and specialist retail opportunities. The City Park will serve as a cool refuge in hot summers and provides a vibrant drawcard for community and cultural events.

Housing close to the park will be compact, contributing to a walkable City Centre. Young professionals will seek apartment living in the City Centre, with a range of food and sporting and health options close by.

Links from the park and apartments through to High Street will revitalise the shops and encourage the redevelopment of many High Street arcades into Penrith's 'laneways'.



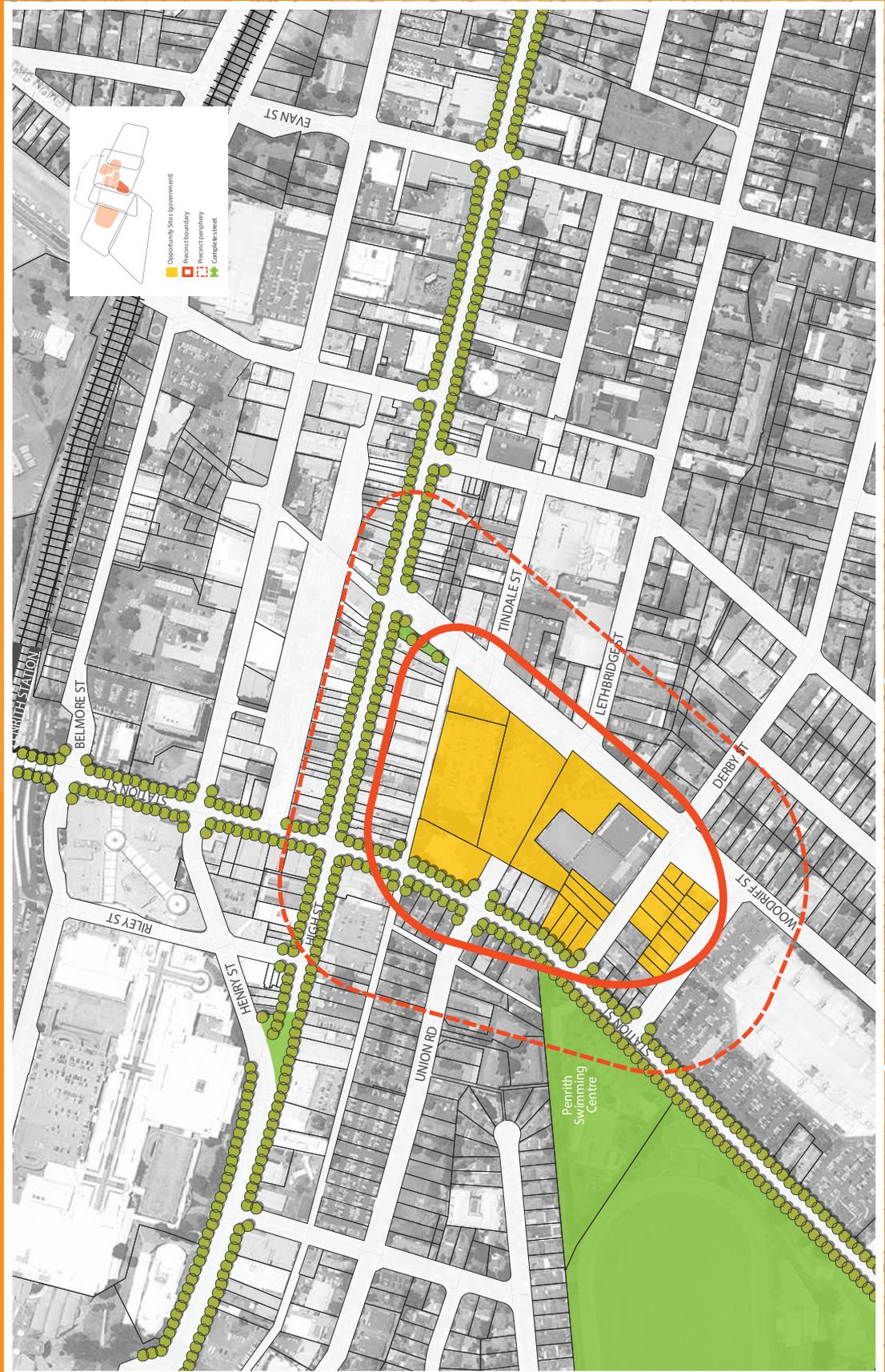
KEY CITY ASSETS IN THIS PRECINCT

Urban and green space with activation, restaurants, cafés, roof-top bars, markets, Cross Cultural Community Centre, apartments, shop-top housing and short stay parking located close by.

1a	Design and deliver Stage 1 of the City Park, Including an activation plan	short term	Council
1b	Work with providers of apartment buildings and mixed use development to deliver housing density in the precinct	short term	Council
1c	Work with High Street property owners to identify redevelopment opportunities and curate the existing arcades	short term, ongoing	PCBDC, Council, private sector
1d	Design and deliver Stage 2 of the City Park	medium term	Council
1e	Investigate the development of a Cross-Cultural Community Centre in the Central Park Village	medium term	Council
1f	Establish a meeting place in the City Centre, which could be co-located with the cross-cultural community centre, a community gallery or library	short term	Council

Short term 0-4yrs, medium term 4-8yrs and long term 8+yrs

DELIVERY OPPORTUNITY PRECINCTS



02

LIVING WELL



The Living Well Precinct will have a contemporary village feel for baby boomers looking for a different housing option in a City Centre location. The area will contain a smaller green space that will be maintained as a 'quiet' area and serve as a village green for multi-level living.

The character of the area will be defined by the walkable, 'neighbourhood' feel with ready access to social and recreational opportunities, including the restaurant strip on High Street. The

proximity to Ripples Penrith Swim Centre and Health Link Precinct will make this an attractive location for people wanting to maintain health, well-being and fitness.

The Precinct will also cater for people requiring a higher level of support as they age, with co-located services in the Community Services Hub, activity nodes and complementary therapies available.

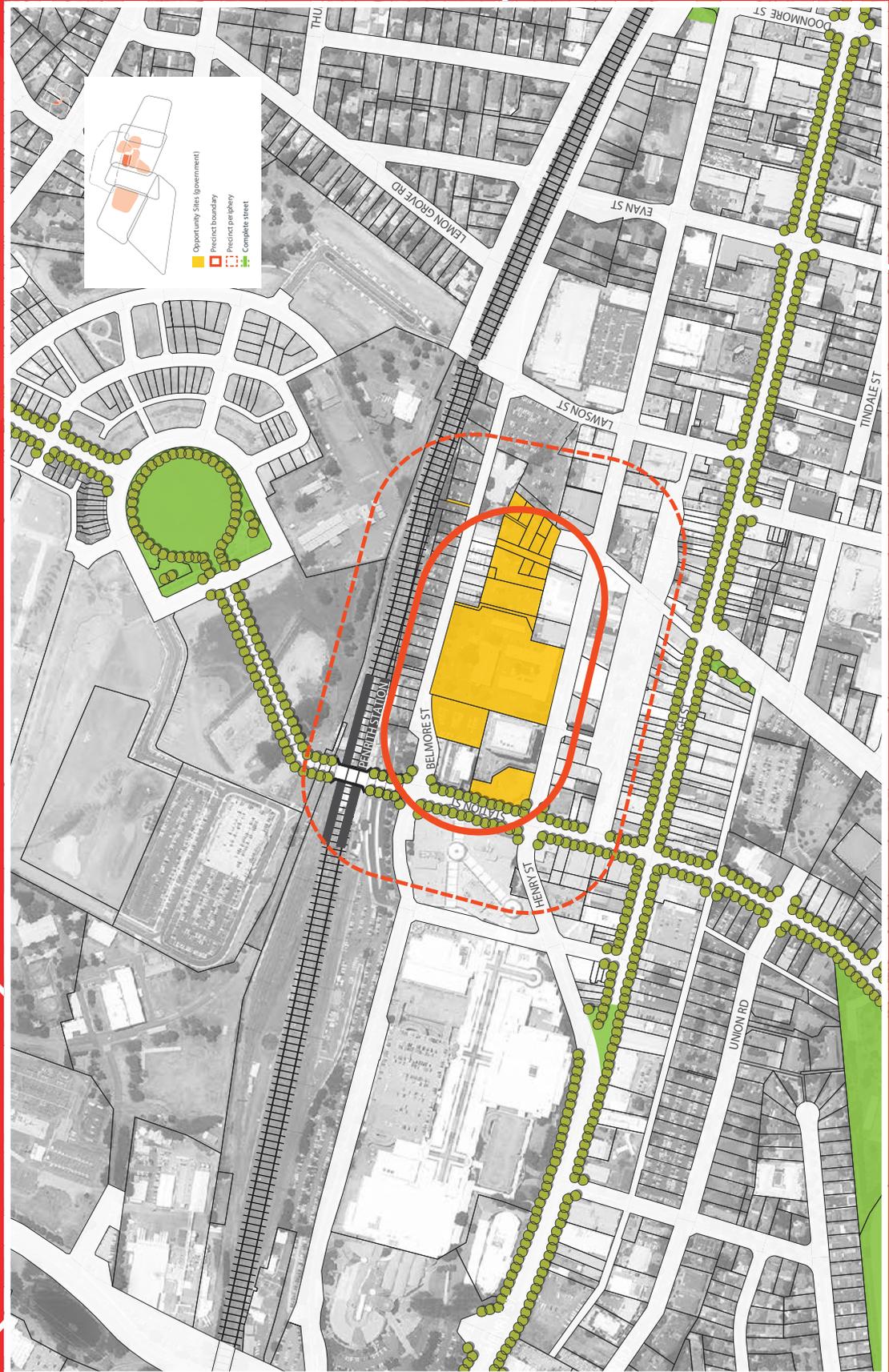
KEY CITY ASSETS IN THIS PRECINCT

Urban living, apartments, aged care & seniors housing, relevant services & facilities, senior citizens centre & bowling club and multi-level parking.

2a	Deliver living options for 55+ years, aged care facilities and seniors living developments	short term	Council, private sector
2b	Seek interest to construct a commercial or mixed use building that integrates the Community Services Hub	short term	Council, private sector
2c	Develop a structure plan for the precinct that encourages aged care, seniors living and community services, and upgrades Judges Park	short term	Council, private sector
2d	Consider the case for redeveloping the Senior Citizens Centre to upgrade and integrate with associated uses, such as seniors living or aged care	medium term	Council, PBA, private sector
2e	Seek interest to redevelop and expand the Judges Place carpark, including potential for retail, commercial or residential floor space as well as parking	medium term	Council, private sector
2f	Support developments for serviced and residential apartments	short term, ongoing	Council, private sector

Short term 0-4yrs, medium term 4-8yrs and long term 8+yrs

DELIVERY OPPORTUNITY PRECINCTS



03

COMMERCE + EDUCATION

The Commerce + Education Precinct will have a vibrant feel, with high activity during the day around the campus and towards transport nodes. The education centre will be dense with laneways that enhance pedestrian linkages and ground floor activity.

In the evening the community will be drawn to the campus with bars and entertainment. The location across from the Central Park Village will provide a 'break out', as well as an opportunity to engage with the community of the city.

The NBN will support connection and technical innovation. The digital economy will drive innovation and change in this area, refreshing and renewing meeting places.

It will also house commercial offices (eg government – health, sport and recreation, transport) and restaurants, cafés, roof-top bars. The Commerce + Education Precinct could also support activities in creative arts, information and graphics; advanced engineering start ups and a TV studio.

KEY CITY ASSETS IN THIS PRECINCT

TAFE, private university / international campus, future campus for other universities (eg UWS, Bond), student accommodation, serviced apartments, hotels and a smart work / business hub.

3a Work with TAFE and other education providers to develop a strategy for the TAFE site that maximises opportunities for additional education facilities, a smart work / business hub, serviced apartments, restaurants and commercial activities	short term	Council, TAFE, private sector, PBA, BEC
3b Seek interest for construction of a commercial building on the former Q Theatre site	short term	Council private sector
3c Investigate opportunities to develop a design excellence / research centre in partnership with education providers	medium term, ongoing	Council, TAFE, private sector
3d Work with providers of hotels, serviced apartments and bars for development in the precinct	medium term	PBA, private sector
3e Increase the number of international students attending UWS and TAFE and engage them in the City Centre	short term	UWS, TAFE, Council

Short term 0-4yrs, medium term 4-8yrs and long term 8+yrs

DELIVERY OPPORTUNITY PRECINCTS



04

HEALTH LINK

The Health Link Precinct will connect the private hospital on Thornton to the associated health and wellness services located within the Penrith City Centre. It will be an active employment hub, providing for the needs of a large workforce, as well as visitors, with nutritious food offerings and social seating in well-defined areas.

The Health Precinct will provide the valuable connection from the north to the south of the City Centre for pedestrians and cyclists, with well-designed walkways and a feeling of safety and visibility. Over time the area will provide commercial space for health related services, health innovation and start ups.

It will also house commercial offices (eg government – health, sport and recreation, transport), restaurants and cafés, and multi-level parking. The Health Precinct could house advanced engineering start up activities, and provide a focus on local health issues such as obesity and diabetes.

Those visiting or waiting for patients or friends will easily access shops and cafés in nearby High Street or enjoy a walk through the Commerce + Education campus to the City Park.

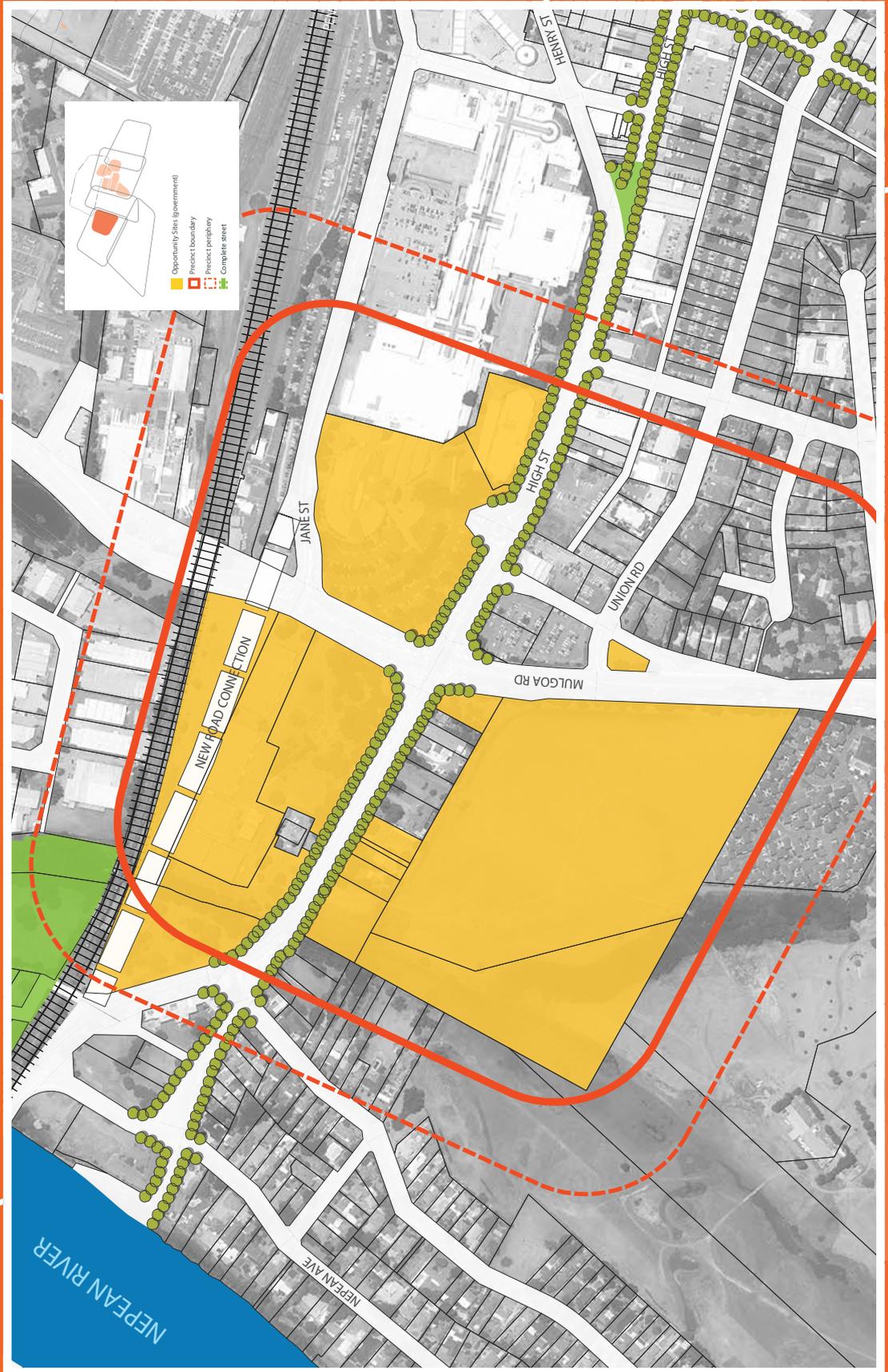
KEY CITY ASSETS IN THIS PRECINCT

Private hospital, day surgery, after hours medical, allied health service and international health hub.

4a Advocate for the North Penrith Multi-User Depot (MUD) site to be made available for development by Urban Growth	short term	Council, PBA
4b Deliver opportunities, and work with providers, for a significant health-related employment-generating development on the MUD site, such as a private hospital or health facility	short term	PBA, private sector
4c Develop an international health hub, focusing on delivering health services overseas	short term	PBA
4d Undertake an Expression of Interest process to encourage provision of key health uses and health related commercial uses on Council owned land	medium term	Council, PBA, private sector

Short term 0-4yrs, medium term 4-8yrs and long term 8+yrs

DELIVERY OPPORTUNITY PRECINCTS



05

COMMUNITY, CULTURE + CIVIC

The Community, Culture + Civic Precinct hosts a range of uses that both visitors and local residents will be drawn to for work and leisure. This site is an important asset to the community of Penrith, linking the City Centre to the Nepean River.

This precinct also links with activities on the Panthers site, and will connect with the Penrith Lakes as it develops. It will require rigorous investigation to develop the right mix of uses. Activities in this precinct will support cultural activation and entertainment that is both family-friendly and accessible.

Community activities such as galleries, museums and water play areas will join our existing facilities in The Joan, Q Theatre, Penrith Conservatorium of Music and the Penrith Regional Gallery, to provide entertainment for residents and visitors.

Commercial, visitor accommodation and residential uses in the area could also be an option for boosting activity. Conference venues and reception spaces would provide valuable and much needed facilities, linked with the river.

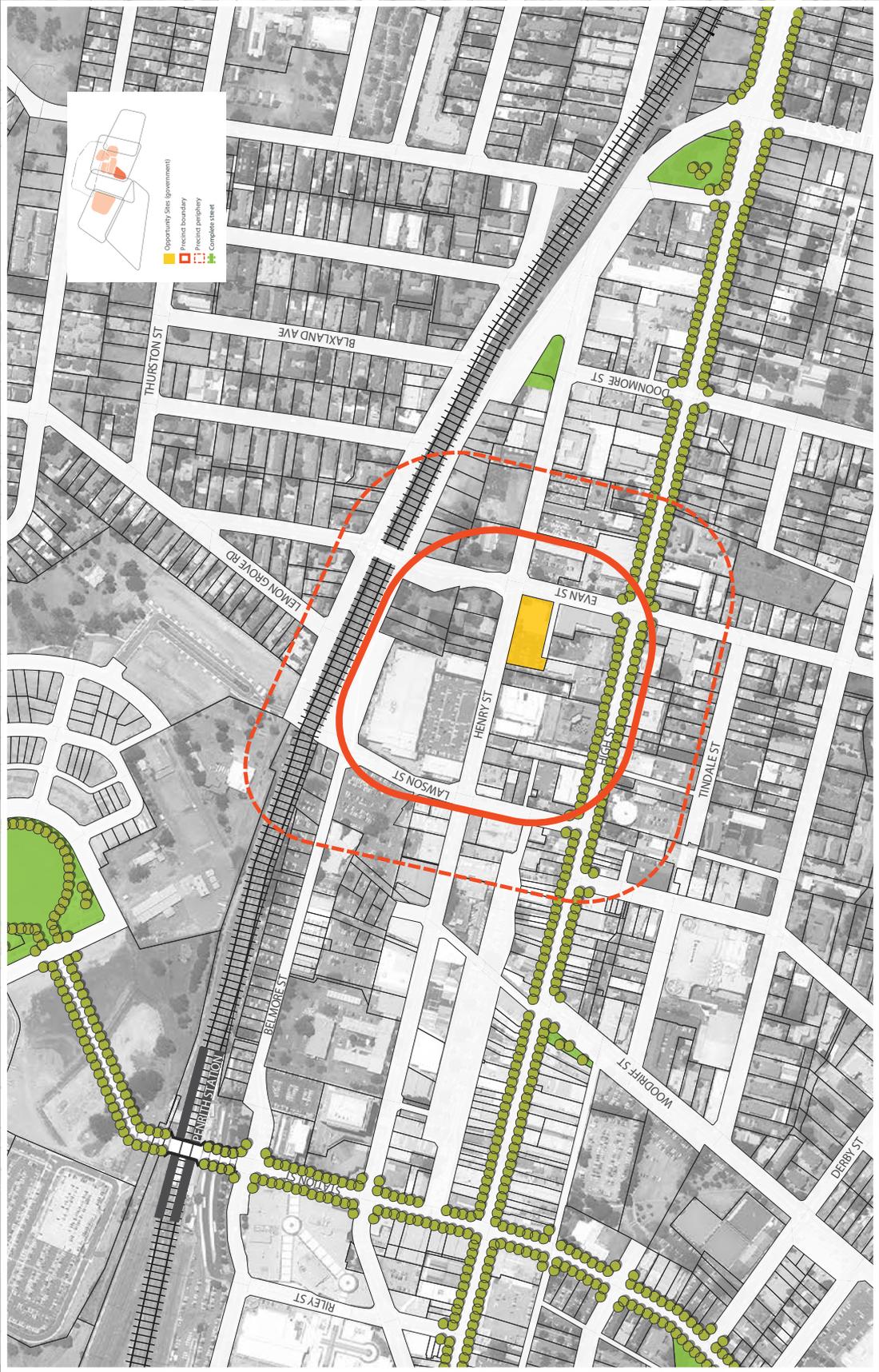
KEY CITY ASSETS IN THIS PRECINCT

Conference centre, museum, gallery, hotel, serviced apartments, lagoon / urban beach linking to the River, cafés, restaurants, bars and relevant commercial uses.

5a	Finalise a structure plan for the iconic Carpenter's site that delivers a magnetic meeting and destination place	short term	Council
5b	Advocate for cultural economy and infrastructure funding for Western Sydney's Regional Cities	short term	Council, PP&VA, PBA
5c	Explore opportunities for magnetic development such as a micro-brewery in the Community, Culture + Civic Precinct, including the land fronting the river	short term	Council, private sector
5d	Construct a pathway and recreation network linking the City Centre with the river through the Carpenter's site, including water play activities and possibly an urban beach	medium term	Council
5e	Encourage and facilitate a signature 'village' development on the south-eastern corner of Mulgoa Road and High Street, with opportunities for apartments, hotels, restaurants and roof top bars	medium term	Council, private sector

Short term 0-4yrs, medium term 4-8yrs and long term 8+yrs

DELIVERY OPPORTUNITY PRECINCTS



06

JUSTICE

The Justice Precinct brings a formality to the eastern boundary of the City Centre. The precinct will house a range of government services, including Courts and Police.

The District Courts sittings in Penrith were reduced by over 70% in July 2009. Opportunity exists to better use the existing court facilities and add other related services for the community.

The area will largely be active during the day. The Justice Precinct provides a feeling of safety, with strong way finding elements on the ground to assist people as they participate in the activities of justice, appearing or defending, paying fines or consulting legal opinion.

For many people it is a place of work, with small cafés and office accommodation.



KEY CITY ASSETS IN THIS PRECINCT

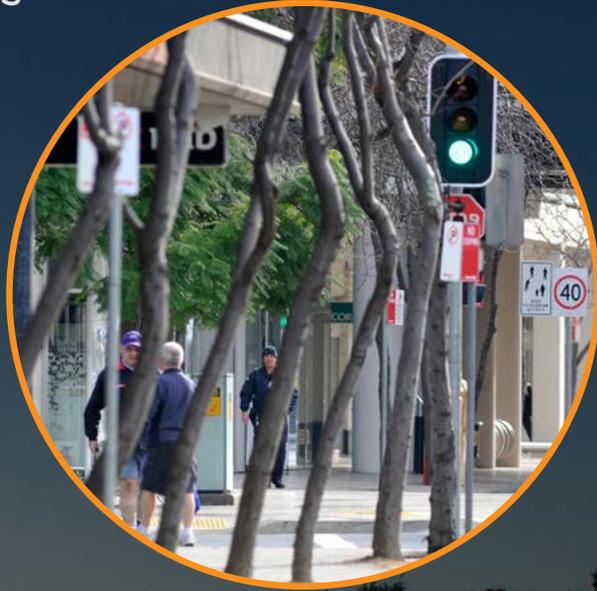
Courts (with potential for additional courts), police, legal services and professionals, cafés, restaurants and bars.

<p>6a Advocate for district courts to be relocated to Penrith</p>	<p>short term</p>	<p>Council, PBA, state government</p>
<p>6b Encourage the development of commercial buildings to support justice activities</p>	<p>long term</p>	<p>Council, PBA</p>

Short term 0-4yrs, medium term 4-8yrs and long term 8+yrs



DELIVERY CITY SHAPING ELEMENTS



CITY SHAPING ELEMENTS

The 'City Places' and 'Opportunity Precincts' refer to specific places within the City. Unlike these two layers, the 'City Shaping elements' exist throughout the City Centre. These 'themes', must be addressed to maintain an integrated approach to growth and development in the City Centre, rather than treating City Places and Opportunity Precincts as islands.

The 9 'City Shaping Elements' are:

- 1. Creative economy**
- 2. Active city**
- 3. Smart growth & green buildings**
- 4. Bridges, boulevards & gateways**
- 5. River activation**
- 6. Green grid**
- 7. City transit**
- 8. Infrastructure**
- 9. City economy**



**DELIVERY
CITY SHAPING
ELEMENTS**

01



CREATIVE ECONOMY

Culture plays a key role in stimulating long-term economic and social growth. It is critical to economic success, particularly in the globalised knowledge economy. Creative arts stimulate community participation, and contribute to enhancing our culture.

The creative industries have emerged as one of Australia's strongest performers, with employment growing by a steady 2.8 % a year from 2006 to 2011.

The growth is attributed largely to the digital revolution, and the rising demand for digital and design services across the whole economy.

With Penrith's NBN network expanding, the City Centre can support these new businesses and provide new prospects for knowledge and creative workers.

Penrith's 'dream demographic' are the 15-35 year old, tertiary educated professionals who improve the city's economic vitality as their numbers increase. Attracting and keeping our young 'creatives' requires vibrant urban living and adventure activities.

Attracting, retaining and cultivating talent is an important part of growing prosperity. Opportunities include creative arts, information and graphics, a TV studio and shared broadcast centre.



- | | | | |
|-----|---|---------------------|---------------------|
| 1.1 | Develop a Talent Attraction strategy, and explore approaches to attract and retain the City's 'dream demographic' | short term | PBA, Council, BEC |
| 1.2 | Work with education partners to identify and provide for areas of future skills need | short term | PBA, UWS, TAFE, BEC |
| 1.3 | Develop a business case for a university presence in the City Centre, and pursue establishment of a university / satellite university campus | short term | PBA |
| 1.4 | Explore innovative economic models for new business and diversification models for existing business, through the City Centre's NBN opportunities | short term | Council, PBA |
| 1.5 | Advocate to increase the level of funding for cultural arts venues and programs in Penrith | short term | PBA, PP&VA, Council |
| 1.6 | Support the investigation of new cultural arts venues in Penrith | short term | PBA, PP&VA, Council |
| 1.7 | Support the establishment of local cultural arts programs and educational pathways in Penrith | short term, ongoing | PBA, PP&VA, Council |

Short term 0-4yrs, medium term 4-8yrs and long term 8+yrs

02



ACTIVE CITY

Vibrant cities are active 24/7 with food, entertainment and activities. Active cities attract both young people and empty-nesters, who are looking to down-size their housing and lead a more convenient and stimulating lifestyle.

Vibrant and active cities also bring a sense of safety, with more people walking along the streets, and families out and about.

Our City Centre can reflect our rich community, and our diverse culture.

Our cultural and social places must provide plenty of opportunities to connect, create, learn and share. Our streets and small spaces are potential places of culture, creative energy and activity. Outdoor festivals and events enrich the City Centre experience and celebrate our story.

At the heart of this activity will be skilled and inspiring artists, designers and cultural organisations. Our City Centre will become a cultural incubator, with spaces to encourage artists and organisations to flourish.

2.1	Develop an Evening Economy strategy	short term	Council, PCBDC
2.2	Develop a City Centre Activation and Recreation Strategy	short term	Council, PCBDC
2.3	Retain Urban Growth in the City Centre by identifying the next site for it to develop another City-shaping living village	short term	Council
2.4	Engage with the state government to identify co-investment proposals for cultural infrastructure	short term	Council, state government



2.5	Create 'eat street' sectors along High and Riley Streets, and encourage development of 'eat street' sectors in other Precincts	ongoing	Council, PCBDC, private sector
2.6	Activate the edges of the Nepean River, with restaurants and cafés along Tench Avenue, and events in the riverside parks	medium term	Council, private sector
2.7	Promote high-density development on accessible sites that support sustainable travel options (walk, cycle, public transport)	ongoing	Council
2.8	Grow festivals and events that reflect our identity, diversity and culture, happening in the City Centre and at the River	ongoing	Council, PCBDC
2.9	Build the identity of the City Centre as a liveable and desirable place	ongoing	Council, PCBDC
2.10	'Bring the River' into the City Centre public spaces and buildings (including lighting, design elements, water play, water features etc)	ongoing	Council

Short term 0-4yrs, medium term 4-8yrs and long term 8+yrs

03



SMART GROWTH & GREEN BUILDINGS

Smart growth in the City Centre means a compact, transit-oriented, bicycle-friendly, comfortable and walkable urban centre. Smart growth is about making things better for people.

Penrith is a hot city in summer months, particularly in our City Centre where the density of buildings, hard surfaces and cars exacerbates heat. Smart growth in the City Centre means active cooling through landscape and design, to improve the comfort and desirability of the place as a destination.

Our smart buildings will also be green buildings. Green buildings increase health and happiness for workers and residents.

Demand for smart and green buildings is growing, particularly from commercial tenants. Owners and investors are beginning to recognise the return on investment.

Our green buildings will save on energy and water, and help improve our working and living environments with natural air, trees, gardens and water features to enhance shade and cooling. They will be adaptable, and designed for longevity and Penrith's climate.

It is particularly important, in Penrith's climate, to encourage natural cooling through landscaping, the addition of water features and clever design so as to manage increasing energy costs while delivering cool places for living and working.

3.1	Review incentives clauses in the LEP to support increased heights in appropriate City Centre locations, based on community benefit outcomes	short term	Council
3.2	Review planning controls for the signature sites to encourage quality sustainable development of a mature Regional City scale	short term	Council



3.3	Review the Floor Space Ratio (FSR) to achieve better urban design outcomes and scale of development for the City Centre	short term	Council
3.4	Consider the potential to use inclusionary planning concepts to encourage affordable housing and other good outcomes	medium term	Council
3.5	Work with the Department of Health to determine how the City Centre can address health deficits and enhance well-being (bike paths, pathways, better balance of active transport to cars, green grid, community safety)	medium term	Council, state government
3.6	Research the City Centre's 'movement economy' and use this to improve the connections of spatial accessibility, movement patterns and land uses	medium term	Council
3.7	Encourage new and refurbished buildings to meet a minimum 5 Green Star rating	ongoing	Council
3.8	Encourage new and refurbished buildings to contribute to a landscaped, cooler and more sustainable City Centre through design responses including shade trees, water features, rooftop and vertical gardens	ongoing	Council
3.9	Explore opportunities to provide sustainable, alternative decentralised utilities to build long-term resilience	medium term	Council

Short term 0-4yrs, medium term 4-8yrs and long term 8+yrs

DELIVERY
CITY SHAPING
ELEMENTS

04



BRIDGES, BOULEVARDS & GATEWAYS

We are a Regional City Centre, with the Nepean River on our doorstep. The river is one of the city's 'gateways'. Defining and enhancing these 'gateways' will bring a sense of arrival, and define the City Centre.

Our gateways can be expressed by unique buildings and spaces, which reflect our culture and identity.

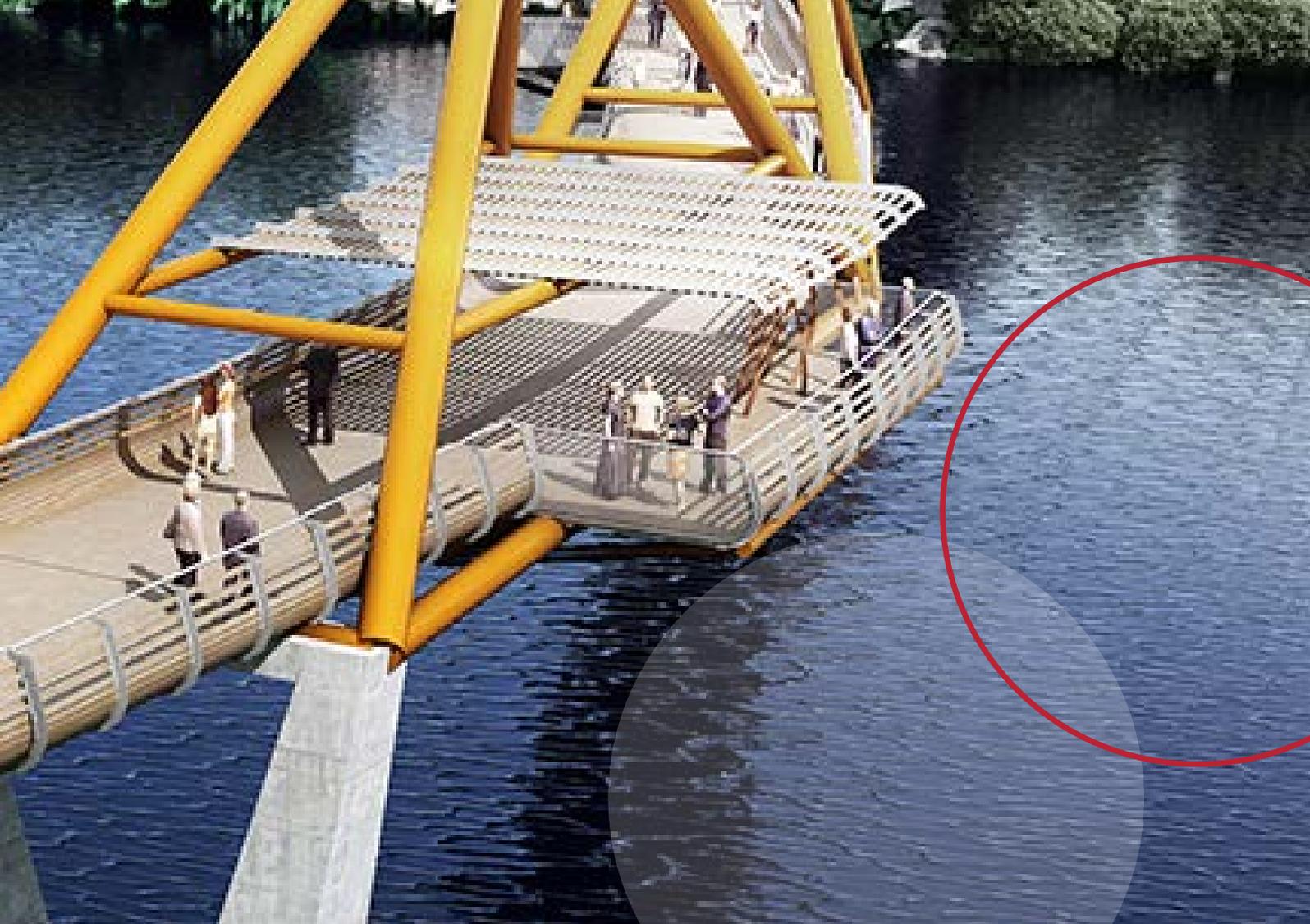
Two bridges for vehicles and pedestrians currently connect our city across the river. The new Nepean River Green Bridge, a bridge for pedestrians and cyclists, starts construction this year. It will become a destination in itself, with active places to visit on each side of the river.

The Green Bridge will connect with the Great River Walk, a pathway along the River to Penrith Lakes. Our 6.9km round trip 'bridge-

to-bridge' section of the Great River Walk attracts thousands of people walking, running and cycling each week.

Bridges across the railway line are also important for future connectivity as the City Centre grows. A new pedestrian bridge will be needed to connect the Health Link Precinct. The existing bridges and underpasses need improving to deliver better bus, car, pedestrian and cyclist access.

Boulevards are 'complete streets' that provide access for all transport options. Walking, cycling and transit services, as well as cars, all have a place on the boulevard. The inviting and shady environment is important for our hot summers, and will attract outdoor eating and events.



4.1	Create a welcoming, safe and cool gateway at Penrith Railway Station with landscaping, pedestrian shelter and sustainable lighting	short term	state government
4.2	'Bookend' the Green Bridge with magnetic development and activities on the eastern and western banks of the River	medium term	Council, state government
4.3	Advocate for a pedestrian / cycle bridge across the railway, to connect the Health Link Precinct between Thornton and the City Centre	medium term	Council & PBA
4.4	Define the City Centre's eastern and western High Street gateways with distinctive and innovative buildings or places	medium term	Council, private sector
4.5	Work with Panthers to redefine the City Centre's gateway at Mulgoa and Jamison Roads with significant buildings or places	medium term	Council, private sector
4.6	Create High and Station Streets as landscaped and cool 'complete streets'	ongoing	Council

Short term 0-4yrs, medium term 4-8yrs and long term 8+yrs

DELIVERY
CITY SHAPING
ELEMENTS

05



RIVER ACTIVATION

The Nepean River is an important part of our city. It is connected with the City Centre along High Street, and will also be connected in future through the Carpenters site, and south along Peachtree Creek.

Tench Reserve provides an embankment park for walking, leisure, playgrounds and river sports. Power crafts, such as speedboats and jet skis head south beyond the M4 bridge. Canoes and kayaks skim north, between the Rowing Club and the jetty at Tench Reserve.

Tench Avenue will become a destination for people looking for a leisurely day out, with cafés, restaurants, and recreation venues.

The Penrith Weir punctuates the river past the Rowing Club, defining the current end to the active river frontage.

On the western side of the river, Regatta Park provides an area for informal sports, parties and picnics. The Green Bridge will connect with the river embankment at Punt Road, creating space for cafés and future terraced areas.

The Penrith Regional Gallery and The Lewers Bequest sits less than 2km from the Green Bridge landing, along River Road. Its vibrant cafe, impressive exhibitions, heritage gardens, Modernist Research Centre and cultural activities bring a constant stream of visitors.

River activation can include performance, art and design, play, events and festivals, sports and recreation.



5.1	Connect and activate the Great River Walk, and the pathway along High Street, into the City Centre	medium term	Council
5.2	Facilitate public access in the redevelopment of the Log Cabin site through planning controls or other incentives	short term	Council
5.3	Build a terraced area on the western bank of the river	medium term	Council

Short term 0-4yrs, medium term 4-8yrs and long term 8+yrs



DELIVERY
CITY SHAPING
ELEMENTS

06



GREEN GRID

Vibrant spaces are balanced by peaceful places, to enrich our City Centre for living, working and visiting. A green grid – as the name suggests – provides a network of green pathways that connect both small and large green spaces throughout the city.

Adding to our existing green spaces of Memory Park, the Mondo and the Pop-Up Park, the proposed City Park, at the corner of Station and Henry Streets, will become a new heart for our City Centre. It will provide spaces for rest and reflection, as well as vibrant places for eating, events and a Cross- Cultural Community Centre.

Our City Centre parks, squares and spaces will be connected by a green grid network of paths and cycleways that also connect the City Centre with the river.

Opportunities to cycle and walk will be supported by access to drinking water, and shady pathways. Tree-lined streets, verandahs and awnings will provide cooling and shelter from the sun. Water play and connections with water will become essential elements of our City Centre.



-
- 6.1**
Landscape and upgrade public squares, parks and spaces to 'cool down' the City Centre
ongoing
Council

 - 6.2**
Strengthen and landscape pathway links between the City Centre's public squares, parks and spaces
ongoing
Council

 - 6.3**
Encourage public spaces and permeability in and around new developments
ongoing
Council

Short term 0-4yrs, medium term 4-8yrs and long term 8+yrs

07



CITY TRANSIT

Penrith City Centre is served by the western rail line, which is used by thousands of commuters each day. Most commuters travel into Parramatta and Sydney for work.

We will continue to advocate for fast and frequent train services between Penrith, Parramatta and Sydney.

Revitalising our City Centre will create more local jobs, so residents will not have to commute long distances.

City transit is also about becoming more accessible, with trains or light rail connecting not only the region, but the city and the City Centre. Developing a walkable City Centre in the future will require transit options, such as light rail, moving people around the City Centre and supporting our new living precincts.

Car parking will be managed through locational pricing, with short-stay parking in the City Centre, and longer term parking at the City Centre's outer edges.

7.1	Plan new roads and pathways to improve legibility and permeability, and strengthen the pedestrian network	short term	Council
7.2	Manage and prioritise central parking to balance the needs of shoppers, workers, and commuters	short term	Council
7.3	Provide real-time parking space signage and way-finding	short term	Council
7.4	Provide and manage car parking through a supply and demand model, and implement a locational pricing structure to manage demand	short term	Council, PCBDC, PVCC



7.5	Review parking requirements for residential, retail and commercial developments in the City Centre and recognise shared use for different times and activities, to support development without creating an oversupply	short term	Council
7.6	Investigate feasibility and develop a business case for sustainable future transport options, such as light rail, for the City Centre	medium term	Council
7.7	Provide short-stay parking in the City Centre, and longer term parking at the City Centre's outer edges	long term	Council
7.8	Improve pathways, public spaces and connections to encourage pedestrians and cyclists in the core of the City Centre	ongoing	Council
7.9	Advocate to improve frequency of the public transport (bus) services from suburbs to the City Centre, and for upgrades to infrastructure, including commuter car parking	ongoing	Council, PBA
7.10	Advocate for enhanced public transport services and access to the City Centre, especially fast and frequent train services between Penrith, Parramatta and Sydney (both ways)	ongoing	Council, PBA

Short term 0-4yrs, medium term 4-8yrs and long term 8+yrs

DELIVERY
CITY SHAPING
ELEMENTS

08



INFRASTRUCTURE

Revitalising the City Centre requires robust infrastructure systems including roads, pathways, car parking, stormwater channels and drainage pipes.

The City Centre has long blocks of shops and commercial buildings along High and Henry Streets. The many arcades in the centre of High Street contribute to permeability. In other precincts, additional laneways and roads would improve traffic and pedestrian access. A road connecting Belmore Street through to Henry Street would open up access through the western end of the TAFE site.

As the City Centre grows, the construction of multi-level car parking structures will enable redevelopment of land for higher order uses in the City Centre, which brings jobs and activation.

These structures – at locations such as in Belmore Street and Union Road at the City Centre’s edges – would reduce the number of cars in the City Centre core and improve amenity.

Works are required to manage existing overland stormwater flows, so that current and new developments will be safe from flooding.



8.1	Build a small multi-level carpark in the vicinity of Allen Place, in conjunction with a mixed use or residential development	short term	Council, private sector
8.2	Undertake stormwater overland flow works in Judges Park and other areas in the City Centre	short term, ongoing	Council
8.3	Work with TAFE to establish a corridor for a new road through the western end of the site, connecting Belmore and Henry Streets	short term	Council, TAFE
8.4	Seek interest for construction of a multi-level carpark at the eastern end of Soper Place, and in other identified City Centre locations	medium term	Council, private sector
8.5	Consider opportunities to underground the high voltage power lines that transect the Carpenter's and Woodriff Gardens	medium term	Council
8.6	Continue to pursue a direct road connection between Castlereagh Road and Victoria Bridge, to assist with flood evacuation	ongoing	Council

Short term 0-4yrs, medium term 4-8yrs and long term 8+yrs

DELIVERY
CITY-SHAPING
ELEMENTS

09



CITY ECONOMY

The economic analysis which informs this document applies to the broader city, rather than just the Penrith City Centre.

Growth in the identified 'comparative advantage' sectors will happen across the City. For example, it is likely that new Advanced Engineering, Manufacturing and Construction activities would choose to co-locate with partnering businesses, and that Advanced Logistics businesses would seek locations close to the proposed Western Sydney Airport or in existing or planned employment areas.

The key in this project is to determine which are the appropriate sub-sectors and uses that could be encouraged to establish in the City Centre, but also support growth in the whole city.

Particularly for businesses interested in establishing themselves early, while the airport is still being planned, the attraction of an established City Centre may encourage commercial development for the Advanced Logistics sector. Similarly, the Penrith City Centre may provide a central location for an Advanced Engineering, Manufacturing and Construction base. These are opportunities that can be pursued.

The Penrith Progression process has identified a number of initiatives that are relevant to the broader city, but will foster growth and investment in the Penrith City Centre.

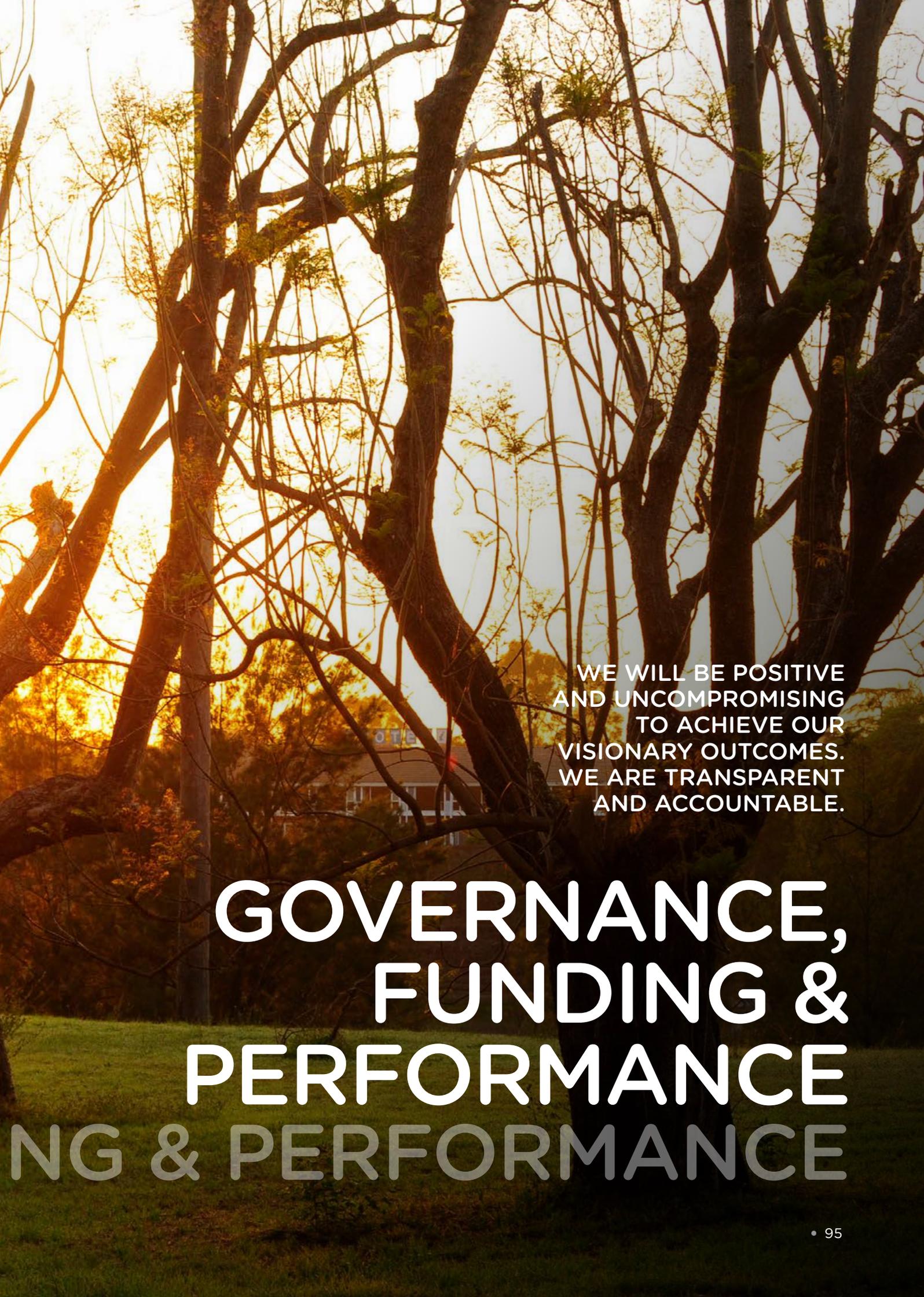


9.1	Advocate for an additional 1,000 government jobs to be located in Penrith City Centre	ongoing	PBA, Council
9.2	Prepare an investment prospectus about the City for overseas markets	short term	PBA
9.3	Advocate for funding for the Western Sydney Stadium at Penrith	short term	Council, PBA
9.4	Advocate for the development and implementation of a Regional City Transport Strategy, including active transport planning and infrastructure	medium term	Council, state government
9.5	Work with the advanced engineering and logistics sector to identify 'sustainable future' business opportunities	medium term	PBA
9.6	Work with the advanced manufacturing sector to identify 'sustainable future' business opportunities	medium term	PBA
9.7	Prepare an Airport Economic Development Strategy which capitalises jobs for the Penrith City Centre	short term	PBA
9.8	Ensure continuing best-practice in policy and assessment and approval of development proposals	ongoing	Council

Short term 0-4yrs, medium term 4-8yrs and long term 8+yrs



GOVERNANCE, FUNDI

A photograph of trees at sunset. The sun is low on the horizon, creating a warm, golden glow. The trees are silhouetted against the bright sky. In the background, a building with a sign that says "OTEL" is visible.

WE WILL BE POSITIVE
AND UNCOMPROMISING
TO ACHIEVE OUR
VISIONARY OUTCOMES.
WE ARE TRANSPARENT
AND ACCOUNTABLE.

GOVERNANCE, FUNDING & PERFORMANCE NG & PERFORMANCE

7 SECRETS OF REGIONAL SUCCESS

Greg Clark is an advisor, advocate, and mentor on cities and businesses. He works with leadership teams in global cities, global firms, global institutions, and at global gatherings. Greg's 7 Secrets of Regional Success offer a set of guiding principles for the future of our City Centre, and inform the way in which we deliver this Action Plan.

FOCUS ON REAL COMPETITION, NOT THE NEIGHBOURS

THINK AND ACT FOR THE LONG TERM, WITH BIG IMPACT INTERVENTIONS

SEE THE BIG GLOBAL TRENDS

GET NATIONAL GOVERNMENT ON SIDE

MANAGE AND SHAPE GROWTH ACTIVELY

CLEAR MECHANISMS OF AFFILIATION FOR ALL

A LEADERSHIP ROLE FOR ALL LEADERS (ESPECIALLY BUSINESS)

DELIVERY
GOVERNANCE, FUNDING
& PERFORMANCE

DELIVERY FRAMEWORK

The Penrith Progression Action Plan is a living document – flexible and responsive over time. Recognising that the specific timing, responsibilities and funding for each action can be difficult to forecast, the Action Plan outlines the broad direction and priorities to guide future development and investment.

In this context, the Delivery Framework identifies:

- city-shaping elements to guide decision-making and identify key projects
- catalyst projects as priorities for investment
- high-level guidance on timeframes, responsibilities and actions.

The Action Plan will be regularly monitored and reviewed to ensure future opportunities can be captured and built in to the delivery process.

For Council, there are four important elements to realise successful implementation – governance, funding, planning and projects.

DELIVERY
GOVERNANCE, FUNDING
& PERFORMANCE

GOVERNANCE

Effective governance arrangements are essential for the successful implementation of this Action Plan. Implementation requires strong leadership, collaboration with stakeholders and a robust approach to decision-making.

A strong governance structure is also essential to ensure that risks are mitigated and community interests are protected.

Delivering the agreed priorities will require significant expertise and experience beyond that currently available in Council. Council commissioned Urbis to investigate a range of options and case studies to inform the structure of the governance and funding models. Straightforward projects may be managed through Council's existing services, while more complex projects may require a new approach.

The governance framework in Penrith City Council will foster leadership and collaboration, ensuring planning guidance, development facilitation, infrastructure planning, project delivery and place management functions are coordinated.

Council will continue to work collaboratively with the community, business and the state government to fulfil our City Centre's potential. This governance structure can adapt and evolve over time in response to new challenges and directions, and to optimise outcomes.



**PENRITH
PROGRESSION
MANAGEMENT AND
DELIVERY TEAMS**

**PENRITH
CITY COUNCIL**

IDEAS AND EXPERTISE
STATE / FEDERAL
GOVERNMENT
PARTNERS
INDUSTRY EXPERTS
COMMUNITY

**PROPERTY
ADVISORY PANEL**
EXTERNAL AND
INDEPENDENT

**PENRITH
PROGRESSION
EXECUTIVE
STEERING GROUP**

**PROPERTY
STRATEGY
GROUP**

**DELIVERY
PARTNERS**
BEC
PBA
PCBDC
PP&VA
PVCC
TAFE
UWS

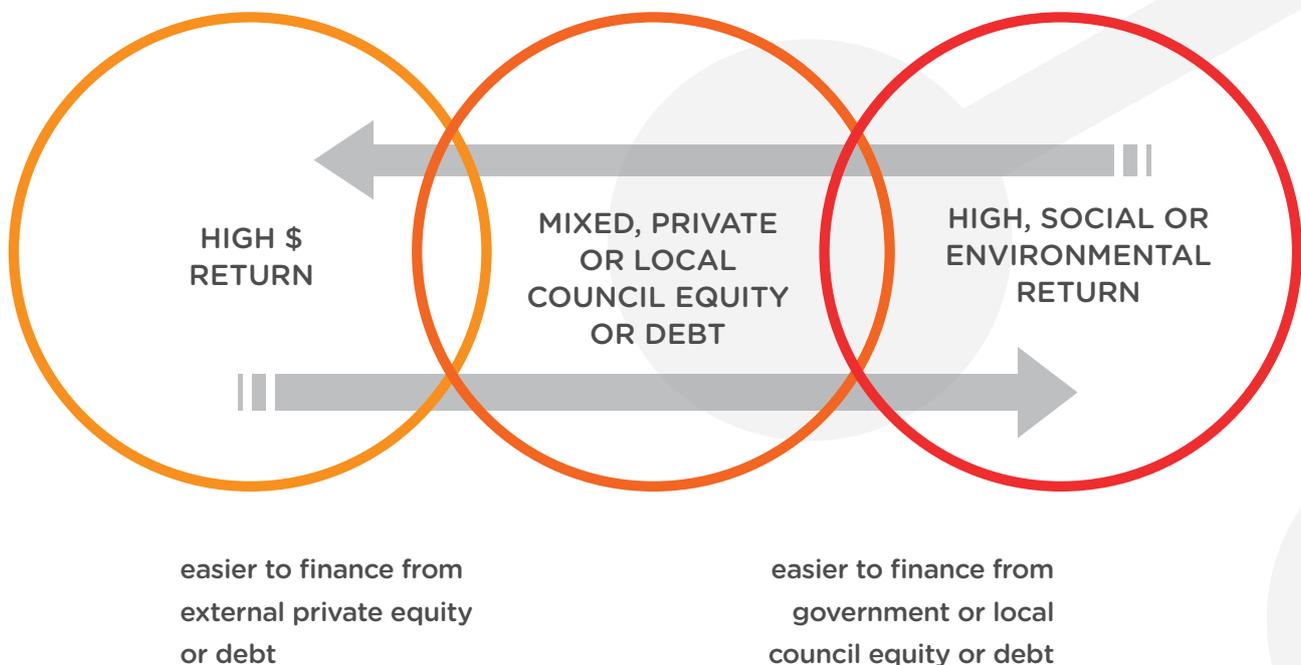
DELIVERY
GOVERNANCE, FUNDING
& PERFORMANCE

FUNDING

Ensuring that the goals in this Action Plan are realised may require a move from traditional delivery models to something more commercial, or of a more contemporary and innovative nature.

Delivery will bring challenges for Council and the city, which may require consideration of alternate financing options, including third party equity investors, bond raising, underwriting and guaranteeing, land swaps, grants, co-location, partnerships, joint venture profit and risk sharing and other models not previously used by this Council.

The potential for a Tax Increment Financing model has been floated with NSW Treasury and further discussions on this option are being pursued. Opportunities for a financing model similar to the UK City Deals are also being pursued with the state government.



*(Source: Northern Horizons)

PLANNING FOR DEVELOPMENT

Private development and investment will play a major role in the City Centre's economy and the lifestyle it offers. With many new buildings projected over the next 20 years, the private sector will also drive significant changes in our built form, public realm and infrastructure.

An effective planning framework can harness and guide this development to optimise community benefit and help deliver our vision for the City Centre. The Action Plan calls for a review of the City Centre's planning controls, to ensure that high-quality and sustainable buildings are delivered.

Council will ensure that a dedicated team will support proponents for development in the City Centre through the process from concept to occupation. A Place Management and Precinct Activation team, system and culture will fully support the vision and Action Plan.

In the big picture, cities can be more productive as they get bigger, providing the benefits outweigh the costs (such as congestion, low jobs self-sufficiency, lack of public transport across regions with long commute times).

It is important to continue research and analysis into how the City Centre can continue to increase productivity. Potential areas for investigation and research include:

- ensuring infill in the city is as financially attractive as greenfield development
- exploring broader funding opportunities, such as value capture across the city, to contribute towards transport infrastructure
- reducing the heavy reliance on transport – walk or cycle to services, mixed use zones, less distance to work
- enhancing public transport, including mode shift, and
- higher quality public space in the core, with less area allocated for cars.



DELIVERY
GOVERNANCE, FUNDING
& PERFORMANCE

PRIORITY PROJECTS & INITIATIVES

To attract development, harness growth and realise our potential as the New West, a regional city, we must invest in our public realm and transport systems, our cultural assets and technology. Council will work closely with the state government and the private sector to deliver these important projects and initiatives.

The Delivery section of this Action Plan outlines the priority projects over the next 20 years, which will transform our City Centre. These include:

- specific land uses and activities in the 6 Opportunity Precincts, with the Central Park Village and Living Well Precincts being the first priorities
- public domain improvements that are vital to attracting private sector investment and improving our lifestyle
- programs to encourage community engagement, activation and cultural expression
- important infrastructure investment and projects needed to keep our City Centre functioning as it grows
- advocacy for essential state government infrastructure and services, such as improved public transport
- studies to investigate new initiatives and prepare for the delivery of projects.

1	Advocate for a Regional City Investment Fund of at least \$100 million each for the outer-western regional city centres identified in the 2014 'Plan for Growing Sydney'	short term	Council, PBA
2	Promote the City Centre through a marketing strategy, including a focus on the Opportunity Precincts and targeting the key economic sectors	short term	Council
3	Establish a dedicated team to support proponents for development in the City Centre through the process from concept to occupation	short term	Council
4	Consolidate a Place Management and Precinct Activation team, and build on our culture to support the vision and Plan for Action	short term	Council
5	Encourage the City's universities and others to research how the policy framework for the City Centre can boost productivity by increasing benefits and reducing costs of agglomeration	medium term	Council, UWS
6	Maintain our knowledge of global trends about the future of cities, and consider engaging a 'futurist in residence'	short term	Council
7	Through advocacy, research and case studies, develop a compelling proposition for the federal government to involve itself in aspects of the City that are of national significance	ongoing	Council
8	Increase scale through partnership and regional integration	ongoing	Council
9	Research smart ways to finance City Centre infrastructure (eg UK City Deals, tax increment financing, ACT metropolitan taxation, Metro Greenspace)	ongoing	Council
10	Advocate for autonomous Council revenue raising, and the removal of rate pegging	ongoing	Council

Short term 0-4yrs, medium term 4-8yrs and long term 8+yrs

DELIVERY
GOVERNANCE, FUNDING
& PERFORMANCE

MEASURING PROGRESS

An important part of the Penrith Progression Plan for Action is measuring outcomes and performance. The key performance indicators that follow are intended to track our performance against the outcomes. These outcomes provide a broad picture of what the Action Plan is aiming to achieve.

Measuring against outcomes allows for flexibility as different and better ways of doing things, that were not envisioned when this Action Plan was developed, emerge.

The actions may change over time, as new opportunities or options arise, though the outcomes to be achieved will not. Council's performance, and that of our delivery partners, will be measured by the implementation of the actions relevant at the time, and within the agreed timeframes.

A reporting framework, together with the story behind each of the performance indicators and baseline data, will be developed over the next year. Should we find that a performance indicator cannot be measured effectively, that information will be noted and the indicator will not be used.

OUTCOMES

**ECONOMIC
LIMITLESS
OPPORTUNITIES**

CITY CENTRE

KEY PERFORMANCE INDICATORS

jobs (primary)

\$ local spend

jobs in the target sectors

educational attainment (working age pop)

\$ Gross Regional Product (GRP)

OUTCOMES

CITY CENTRE

KEY PERFORMANCE INDICATORS

GREEN SPACES OPEN CITY LIFESTYLE

pedestrians in the City Centre

people activities (sit, dine, meet, etc)

cultural / art activities and events

shade trees along main walking routes

high level of satisfaction – public spaces / domain

SOCIAL & CULTURAL A VIBRANT COLOURFUL LIFE

residents

'dream' demographics (15-35 yrs)

restaurants, cafés and entertainment venues

businesses open after 5pm

residents that go to the City Centre for entertainment or socialising

BUILT FORM SMART GROWTH

accredited Green Star buildings or equivalent

buildings with a green roof and/or walls

dwellings within 400m to public transport

residential buildings with car share schemes

residents employed in target sectors / locally

TRANSPORT CONNECTING PEOPLE AND PLACES

public car parking spaces

people using public transport

extent of connected grids of movement

ratio of parking spaces to dwellings

people using the Great River Walk

GLOSSARY

BEC	Penrith Valley Business Enterprise Centre
GRP	Gross Regional Product
NBN	National Broadband Network
PBA	Penrith Business Alliance
PCBDC	Penrith Central Business District Corporation
PHEP	Penrith Health and Education Precinct
PP&VA	Penrith Performing and Visual Arts
PVCC	Penrith Valley Chamber of Commerce
TAFE NSW	Technical and Further Education NSW
UWS	University of Western Sydney
WSI-TAFE	Western Sydney Institute, Technical and Further Education NSW

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SOURCE DOCUMENTS

Brisbane City Centre Master Plan 2014
Northern Horizons
50 Year Infrastructure Strategy for North Melbourne
'The Future of Penrith, Penrith of the Future'

Brisbane City Council
NORTH Link
Campement Urbain

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NEW WEST

INNOVATIVE
TRANSFORMATIVE
URBAN RENEWAL
BOLD



PENRITH CITY PARK REVIEW

FINAL REPORT

**Hames
Sharley**

www.hamesharley.com.au

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Prepared for Penrith Council

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Revision Letter	Date	Reason for Issue
A	26/11/2014	Draft Introduction, Contextual Analysis Chapters
B	09/01/2015	Draft Benchmarking Chapter
C	25/02/2015	Draft City Park Concepts and Testing
D	02/04/2015	Final Draft
E	23/04/15	Final

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Penrith Progression

Penrith City Park Review
April 2015

INTRODUCTION 01

INTRODUCTION

01 Introduction

The Penrith City Park Review establishes a context for development of a new urban city space that will enhance the quality of life and public realm of the Penrith City Centre and complement its built environment. It supports the larger Penrith Progression strategy to confirm Penrith as a Regional City Centre within the Sydney metropolitan planning strategy.

Penrith is evolving as a Regional City Centre in accordance with the NSW Government's A Plan for Growing Sydney. As a Regional City Centre, it is anticipated that Penrith will need to accommodate an additional 10,000 new dwellings and 12,000 new jobs in its City Centre by 2031. This significant growth in residents and employees requires strategic consideration of the public open space network in order to achieve a liveable and vibrant urban core worthy of a Regional City Centre.

A civic destination has long been discussed as a proposition for Penrith City Centre. Penrith City Council has undertaken land acquisitions in the City Centre to assist in the future implementation of this place. This project will test the location, scale, shape, function, nature, types of recreation, entertainment, economic use, and the place's feasibility and capacity as a driver of change.

It is well known that high quality public open space has a significant impact on the economic life of urban centres. As cities increasingly compete with one another to attract investment, the presence of good civic spaces and public parks becomes a vital economic lever to first attract and then retain new businesses. The Penrith Business Alliance has experienced this first hand through developer interest in sites adjacent to the proposed location of the Penrith City Park that will inherently benefit from increased amenity. Attractive open space offers very clear benefits to the local economy in terms of stimulating increased commercial rents and residential prices since occupants are will to pay a premium to be near open space.

The practical intent of the Penrith City Park is to enhance the environmental, social and economic performance of Penrith. It offers an opportunity as a catalyst project for the Penrith Progression to transition Penrith as a Regional City Centre with a flexible civic space that meets the daily needs of workers, residents and visitors.



FUTURE CITY PARK LOCATION

The Penrith City Park location has been identified by Council at the intersection of Henry Street and Station Street. The Investigation Site for the Penrith City Park is approximately 14,000sqm in size measuring 80m in depth and between 170m and 190m in length.

A City Park Precinct surrounding the park will guide uses and public realm improvements that contribute to the identity of the park itself.

CITY PARK OBJECTIVES

The vision for the Penrith City Park is one grounded in the idea that Penrith needs a central civic gathering place that represents Penrith's greater identity. This place is envisaged as becoming the location of daily community events, weekly activities and annual festivals. Supporting this place is an existing network of parks and places already providing a range of urban environment experiences.

Outlined below are a series of objectives for the City Park as stated in the project brief:

- + To be a unique place with a strong identity that signifies Penrith as a Regional City Centre.
- + To provide a range of spaces as settings for activities throughout the year.
- + To incorporate flexibility into all spaces for a range of activities during the day and evening.
- + To be an economic growth catalyst across Penrith City Centre as well as the development of adjoining and adjacent sites.
- + To provide a safe, accessible, high quality public amenity for Penrith City Centre residents, workers and visitors.
- + To be a complementary environment to the surrounding urban environment.
- + To be activated by appropriate adjacent land uses.

RESEARCH AND ANALYSIS 02

RESEARCH AND ANALYSIS

02 Research and Analysis

Great cities have great places. To match Penrith's new status as a Regional City Centre in metropolitan Sydney, the Penrith City Park aspires to be a great place, a civic gathering square that captures the identity and essence of who Penrith is in the 21st century. This section provides a research and analysis framework to describe the practical intent of the new Penrith City Park.

EVOLUTION OF THE 21ST CENTURY CITY PARK TYPOLOGY

Open spaces of the 21st century don't take on the same characteristics as they did 200, or even 100 years ago. What once were seen as informal, large tracts of land on the outskirts of towns, city planners soon placed city parks within the urban context. These places were seen as respite from the urban city around them; their boundaries were rigidly defined that acted as a 'fence' to keep out urban activity. Today, city parks have once again evolved, with current exemplars featuring increasingly blurred boundaries where pieces of the urban environment are featured within the open space itself. Today, the best city parks are multi-use destinations and catalysts for community development.

As Penrith looks to develop the new Penrith City Park, 21st century precedents provide a foundation for the project. It is important to look to the past to understand the evolution of civic spaces in urban areas to learn from the past, understand the new demands of a city park in an urban context, and prepare a space for the future.



19TH CENTURY
PHILOSOPHY:
SEPARATION MODEL

- + Initially cemeteries acted as open space respite.
- + Set on the outskirts of the city, away from the hustle and bustle of daily life.
- + Large scale tracts of land were set aside and acted as nature sanctuaries.



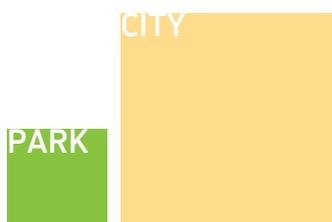
20TH CENTURY
PHILOSOPHY:
GATED MODEL

- + Propelled by the City Beautiful movement, urban areas were cleared and green space created within cities.
- + Approach kept open spaces separate from the urban fabric.



21ST CENTURY
PHILOSOPHY:
INTEGRATED MODEL

- + Open space now seen as an integral part of urban fabric and includes mix of hard and softscapes.
- + Urban elements are placed within the park to provide activation and increase safety.
- + Park borders are activated with diverse uses to ensure park's vibrancy during the day and night.



EVOLUTION OF THE CITY PARK CONCEPT IN PENRITH

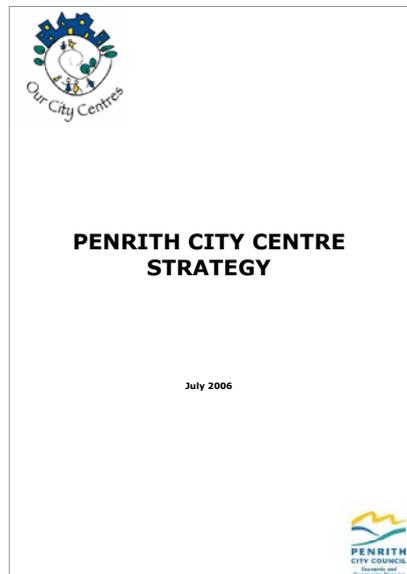
The Penrith City Park is intended to improve Penrith City Centre's identity and public realm. The idea for a new civic 'heart' has arisen from planning investigations which have found that Penrith did not have a central civic space. Since then, the idea for the new Penrith City Park has arisen at the corner of Henry Street and Station Street. City Council has since moved forward with property acquisition in preparation for its realisation.

Ideas on what type of open space the new Penrith City Park will become and how the city will use the land have evolved. The development of the Penrith City Park has been a central part of Penrith's public domain aspirations since it was first identified in the Penrith City Strategy in 2006.

This idea was then incorporated and expanded by the NSW Cities Taskforce in the Penrith City Centre Vision (2007) which found that "Penrith City Centre lacks a cohesive system of civic spaces, those spaces which are highly urban in character and cater for intensive use such as festivals and cultural celebrations."

The size and shape has changed over the years, more recently taking on a formal rectangular shape. This is reflected in zoning changes to the new Penrith City Park land in the Draft Local Environmental Plan and has been supported as a recommendation through the Penrith Progression process.

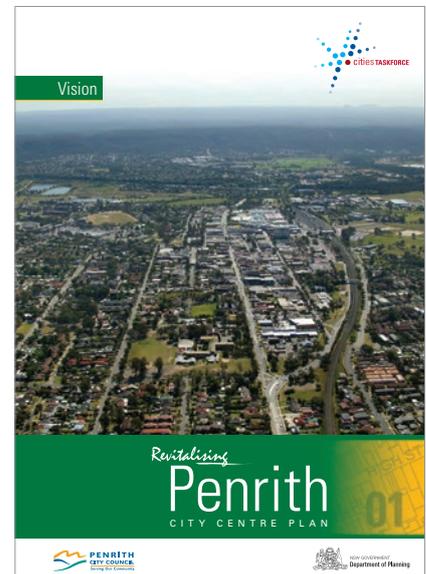
Outlined on the following pages are relevant vision and planning documents that tell the story of the evolution of the Penrith City Park concept from initial ideas to where we are today. These documents provide the foundation for the work undertaken in this report.



PENRITH CITY CENTRE STRATEGY (2006)

The Strategy aims to guide future planning directions and to establish a set of principles for the development of revised planning controls for the Penrith City Centre. One of the demonstration projects recommended to improve the city's public domain is for the development of a Penrith City Park.

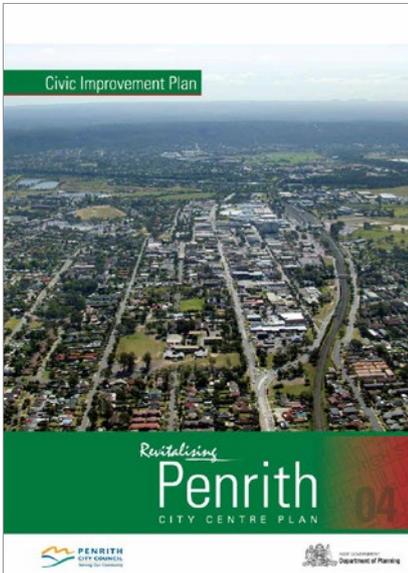
According to the Strategy, Council should "provide an accessible central City Park (possibly in Allen Place) around which a range of activities such as cafés, restaurants, shops, bars and the like can be located." This is the first mention and identification of the need for a central City Park focused on the Allen Place car park.



PENRITH CITY CENTRE VISION (2007)

A Penrith City Park is a central part of the Penrith City Centre Vision and is included as the centrepiece of the city's civic and cultural precinct. The Vision was prepared by the NSW Cities Taskforce and was endorsed by Council. It supported the Penrith City Centre Strategy action for a City Park.

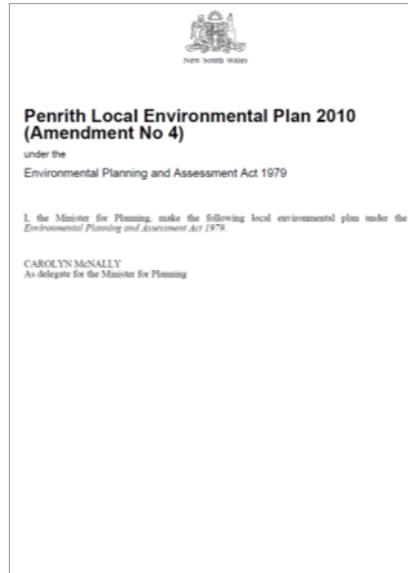
The location of a Penrith City Park is shown to be on the Allen Place car park surrounded by active building uses in the City Centre. This promises to contain green public spaces to enliven the precinct, making it attractive and vibrant after hours.



PENRITH CIVIC IMPROVEMENT PLAN (2008)

The Penrith Civic Improvement Plan was prepared by the NSW Cities Taskforce and was endorsed by City Council. It is one of a suite of plans produced to implement the Penrith City Vision (2007).

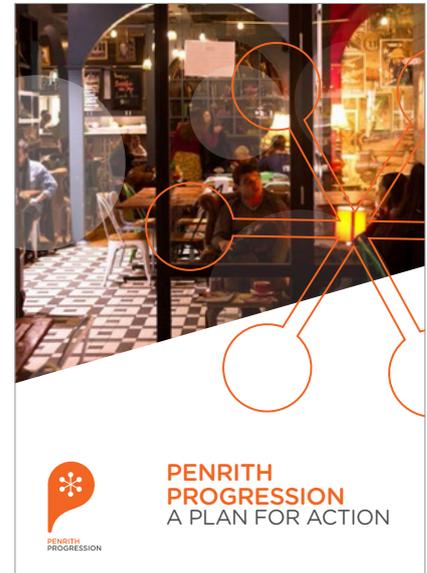
A Penrith City Park is an integral part of the plan to improve these conditions, estimating its implementation cost to be \$15 million (estimate is a 2008 dollar value). The new park and square are proposed at Allen Place to provide improved amenity in the City Centre. Its boundaries are confined to the existing surface car park in the interior of the block bounded by Henry Street to the north, Station Street to the west, High Street to the south and Lawson Street to the east.



PENRITH LEP 2010 AMENDMENT 4 (2010)

The Penrith Local Environment Plan 2010 Amendment 4 is relevant to the City Park because it provides a planning framework for Penrith to fulfil its role as a regional city. In 2008 the Local Environmental Plan (LEP) zoned the Allen Place Car Park RE1 Public Recreation but did not include any recreation zoning on land fronting High and Henry Streets.

After consulting with urban design experts on the size and scale of the City Park it was determined the park should exhibit a square form. The LEP amendment changed the zone at the corner of Henry and Station Streets to RE1 Recreation, and included an acquisition clause. The amendment also changed the zoning of the eastern end of the Allen Place Car Park from RE1 to B3 Mixed Use, to recognise future incorporation of Council's buildings along Henry Street into the park area. Other land along Henry Street is proposed to be rezoned to RE1 Recreation in the future to reflect the preference of a more compact and regular shaped park. The current B3 zoning, however, does not prevent development of this Council owned land as a park.



PENRITH PROGRESSION (2014)

The Penrith Progression process has confirmed the desire from the community, including businesses, to enhance the City Centre through the development of a green and connected City Park. To implement this vision, a significant recommendation of the Penrith Progression is the implementation of place shaping projects, including the Penrith City Park.

The Penrith Progression identifies the location of existing regional and neighbourhood scaled parks, but notes the absence of a city scaled park in the open space hierarchy. As such, a Penrith City Park is identified as the first action for Council to implement in order to achieve the Progression vision. This document locates the Penrith City Park as the central civic place of Penrith linked to the city's new identity as a regional centre. In order for it to succeed, the Penrith City Park must be grounded by economic drivers in and around the park to ensure its long term success as a true place within the Penrith CBD.

CONTEXTUAL SITE ANALYSIS

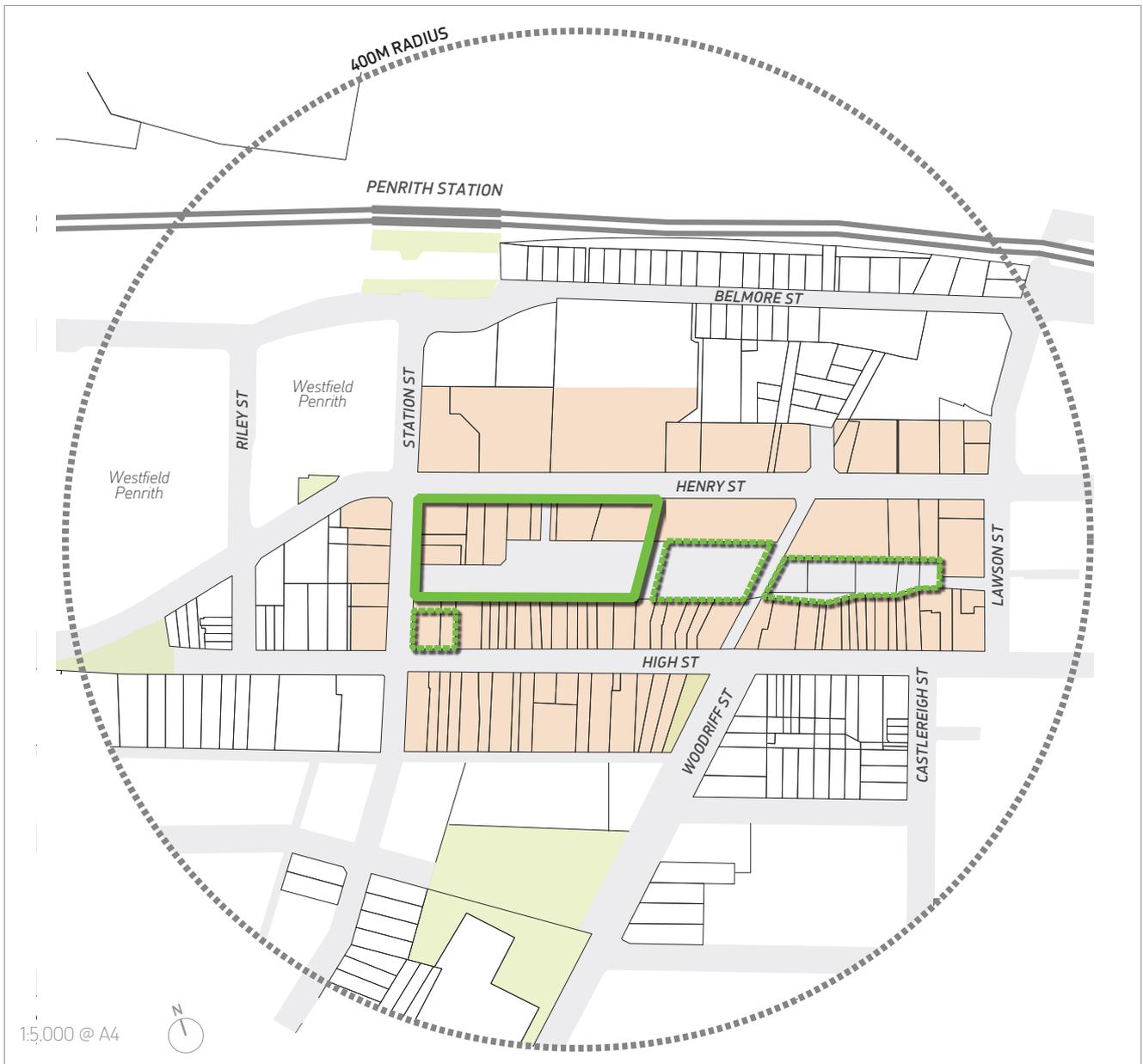
An understanding of the physical site characteristics is necessary to develop concepts for how the place might respond to its context.

The following section looks at existing nearby parks, public spaces, landmarks, environmental conditions, drainage and other utility challenges and easements that could affect the future functionality. Analysis is conducted both within the space's precinct and at a more specific site level. Findings enable future recommendations to respond at a corresponding precinct and site specific scale.

Key findings are summarised at the end of this section that outline potential opportunities from this phase of work and will be utilised in the development of concept scenarios for the site.

ANALYSIS DIAGRAM OVERVIEW

- + **Base Map** - Defines the City Park site and precinct periphery.
- + **Existing Surrounding Park System** - Places the Penrith City Park within a hierarchy of open spaces in the Penrith City Centre.
- + **Ownership and Landmarks** - Identifies Council controlled land and major land use landmarks adjacent to the City Park site.
- + **Active Transport** - Studies movement of pedestrians around the Penrith City Park site and identifies planned corridors to improve streetscape and pedestrian attractors and facilities.
- + **Easements and Road Infrastructure** - Identifies right of way and drainage easements, planned laneway improvements and planned road upgrades that may affect the Penrith City Park site configuration.
- + **Services Infrastructure** - Outlines the locations for sewer and water pipes on and around the Penrith City Park site.
- + **Tree Study** - Specifies the size and location of existing trees on the site.
- + **Environment** - Summarises topographic, sun and wind conditions of the Penrith City Park site.



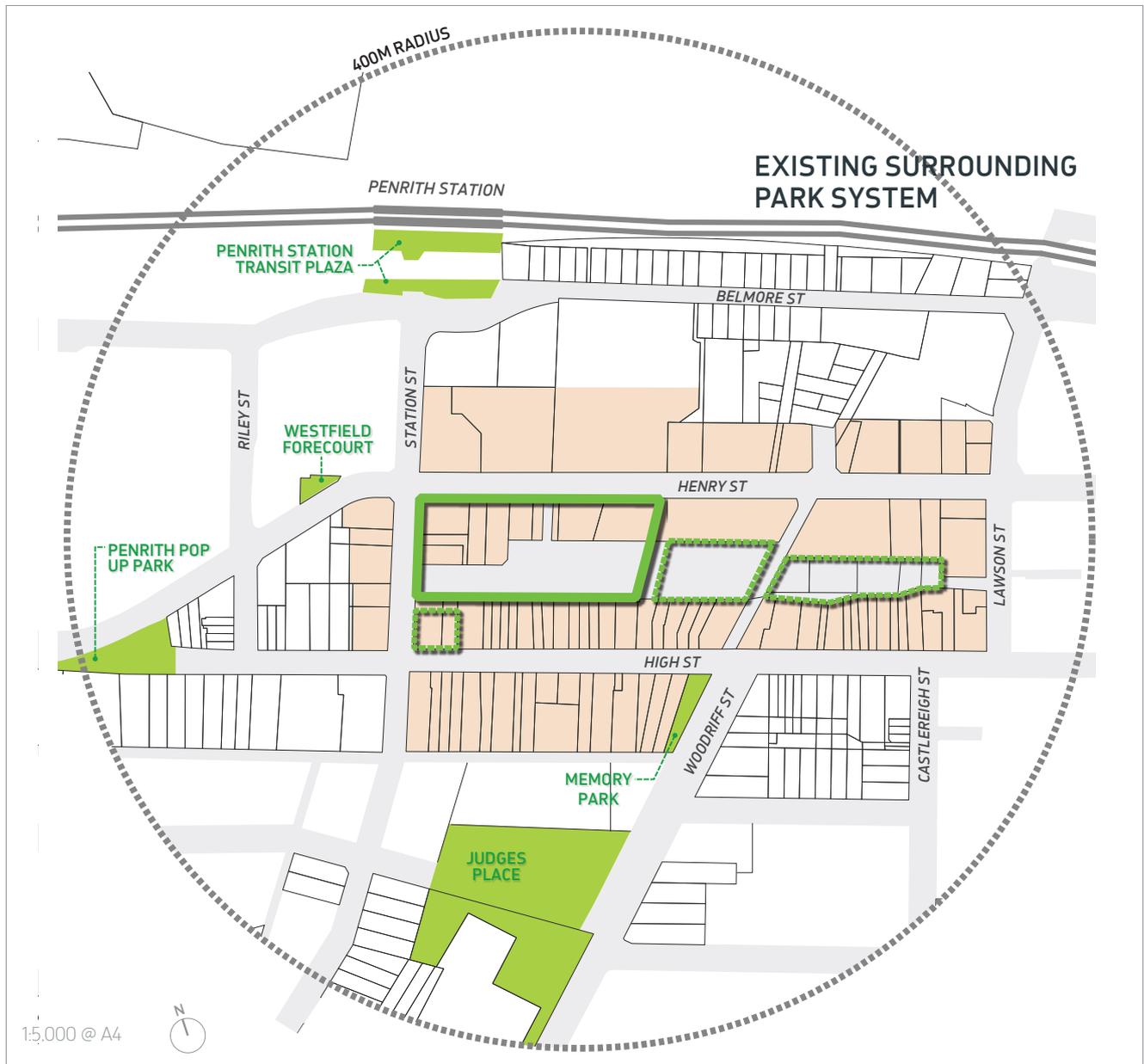
FACTS AND FINDINGS

- + Area of City Park Investigation Site: **14,000sqm.**
- + Extension Investigation Sites Area: **9,200sqm.**
- + Extension Investigation Sites Definition: Short or long term considerations for either extending the civic space footprint or encouraging appropriate adjacent development.
- + The City Park periphery, including new development which will benefit from the City Park and in turn activate it, contributes identity for the streets and buildings surrounding the new civic space.
- + The Penrith City Park is within walking distance of Penrith Station and High Street and link the two destinations.

KEY

-  CITY PARK INVESTIGATION SITE
-  EXTENSION INVESTIGATION SITES
-  CITY PARK PERIPHERY
-  EXISTING OPEN SPACE

EXISTING SURROUNDING PARK SYSTEM

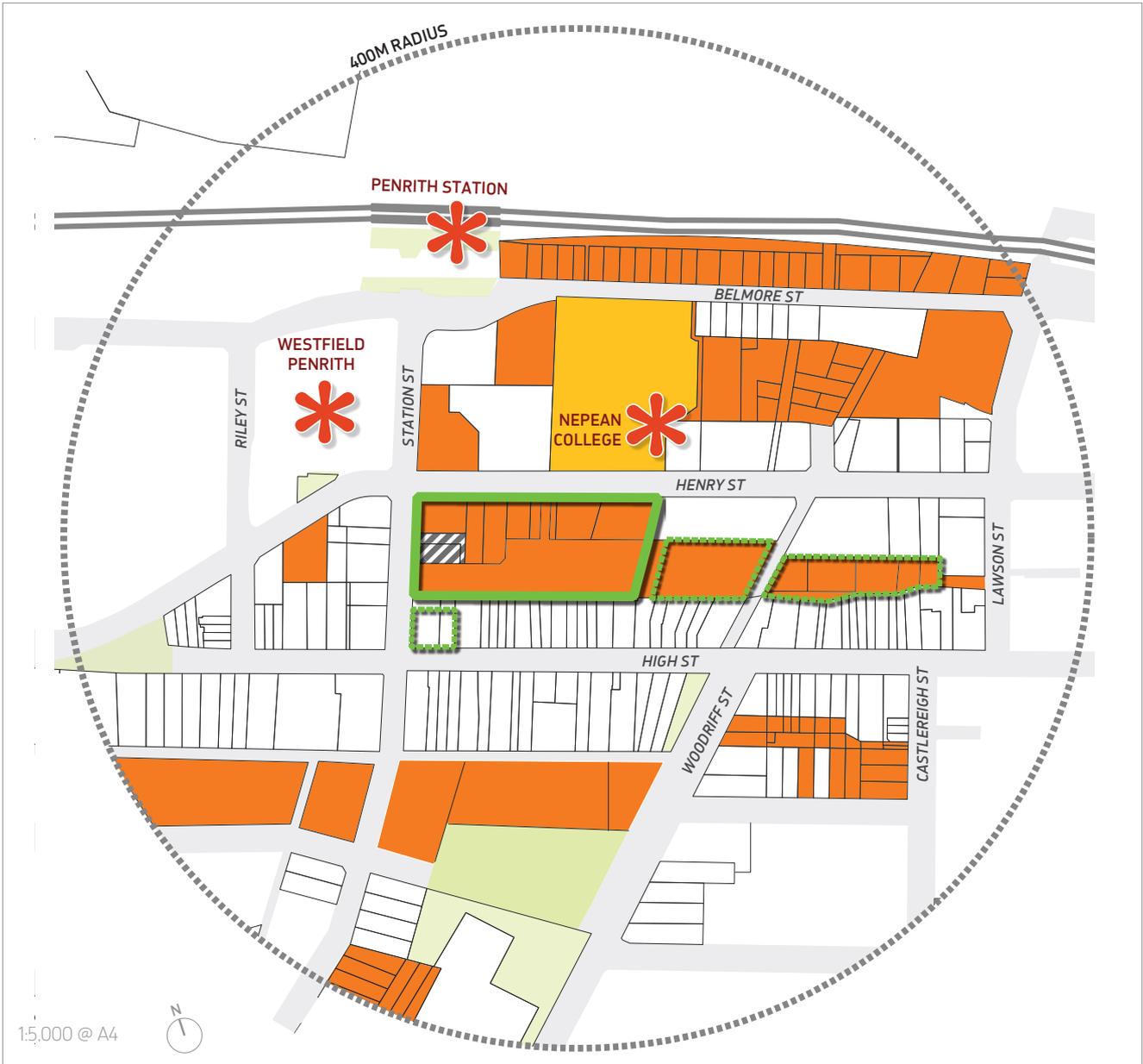


FACTS AND FINDINGS

- + The Penrith City Park is planned to be the centrepiece of Penrith to enhance the public realm of the City Centre.
- + The Penrith Pop Up Park and Memory Park are used for small programmed events while the Penrith City Park is envisioned as being capable of hosting larger scale events.

KEY

- CITY PARK INVESTIGATION SITE
- EXTENSION INVESTIGATION SITES
- EXISTING OPEN SPACE
- CITY PARK PRECINCT



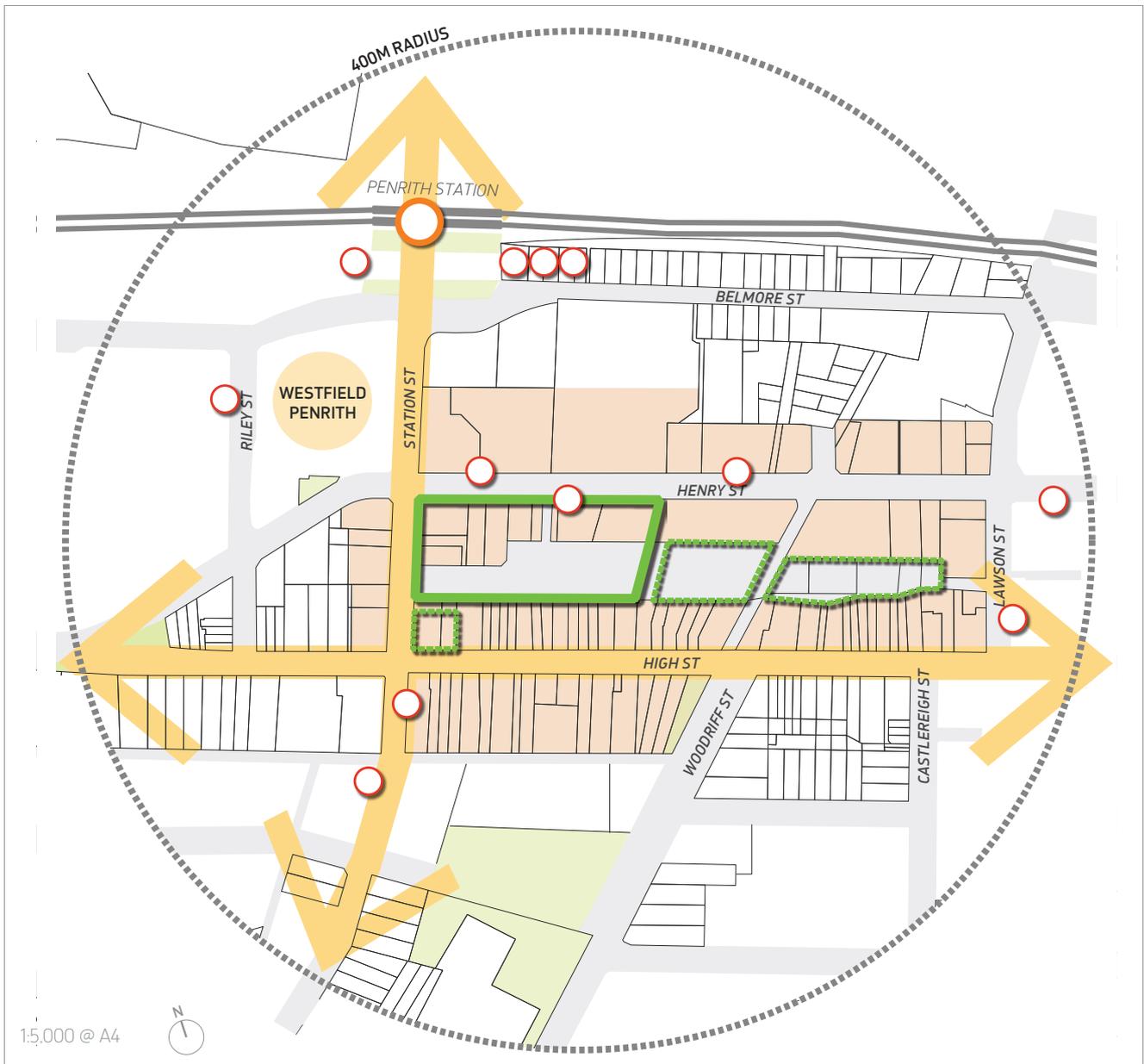
FACTS AND FINDINGS

- + Council currently owns numerous parcels in the City Park precinct, including 8 of the 10 parcels on the City Park Investigation Site.
- + The Penrith City Park is located one block south of Penrith Station, one block north of High Street, and one block east of Westfield Penrith, with adjacent proximity to Nepean College.
- + The landmarks are destinations and sources of users for the Penrith City Park.

KEY

- CITY PARK INVESTIGATION SITE
- EXTENSION INVESTIGATION SITES
- CITY COUNCIL OWNED LAND
- GOVERNMENT OWNED LAND
- EXISTING OPEN SPACE
- LANDMARK SITE
- POTENTIAL LAND TO BE ACQUIRED

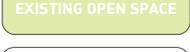
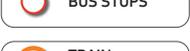
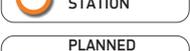
ACTIVE TRANSPORT

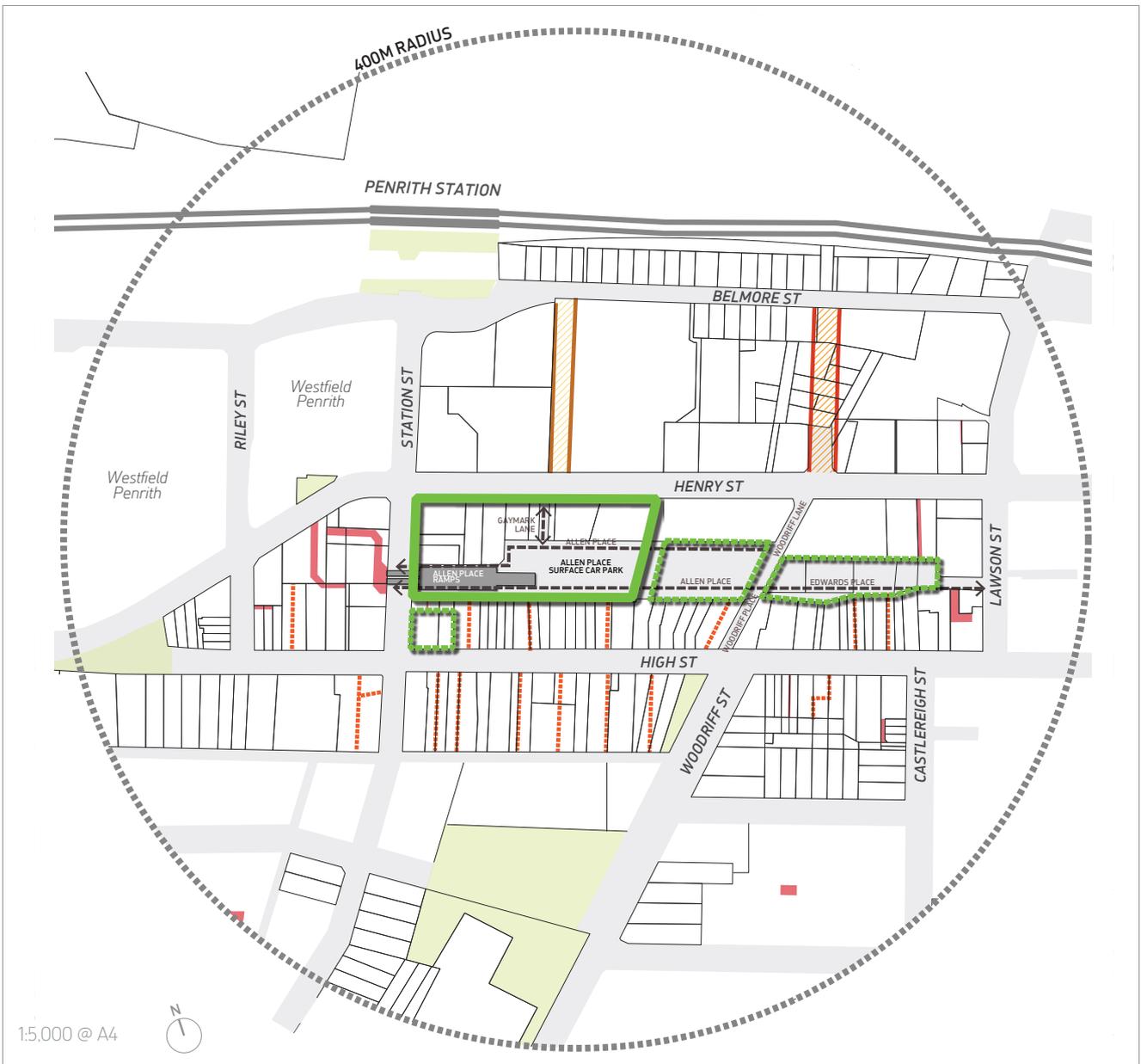


FACTS AND FINDINGS

- + The majority of foot traffic in the Penrith City Centre occurs at Westfield Penrith and High Street.
- + The Penrith City Park will be highly visible to pedestrians, bus stops, and Penrith Station, and thus attract pedestrians who may want to utilise the park's amenity.
- + The Penrith Progression development framework recommends the development of a complete street (corridors designed for all users, including pedestrians, bicyclists, motorists, and transit riders) crossroads in the Penrith City Centre, along Station Street and High Street. The complete street crossroads occurs directly south of the Penrith City Park site.

KEY

-  CITY PARK INVESTIGATION SITE
-  EXTENSION INVESTIGATION SITES
-  CITY PARK PERIPHERY
-  EXISTING OPEN SPACE
-  BUS STOPS
-  TRAIN STATION
-  PLANNED COMPLETE STREET



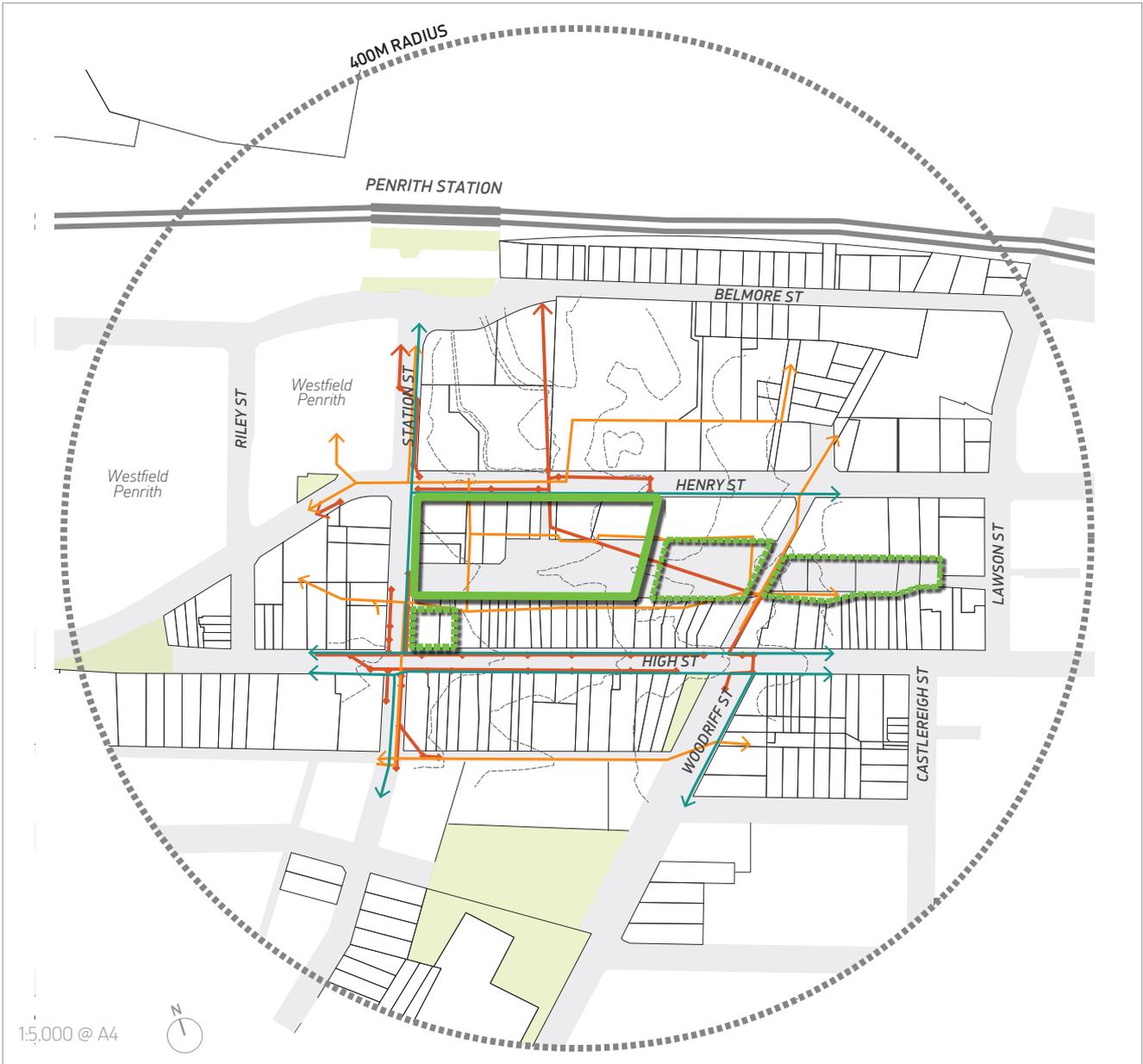
FACTS AND FINDINGS

- + Pedestrian access exists to the south and west of the Penrith City Park site, providing opportunities to improve pedestrian connections to High Street and Westfield Penrith, two major destinations of the Penrith CBD.
- + A new laneway is proposed by Penrith City Council north of the Penrith City Park site across Henry Street, bringing an opportunity to increase accessibility to the park site.
- + The Allen Place ramps are located on site and are of limited structural integrity.

KEY

- CITY PARK INVESTIGATION SITE
- EXTENSION INVESTIGATION SITES
- EXISTING OPEN SPACE
- PUBLIC ACCESS EASEMENTS
- EXISTING ARCADES
- PLANNED NEW LANEWAY
- PLANNED NEW ROAD

SERVICES INFRASTRUCTURE

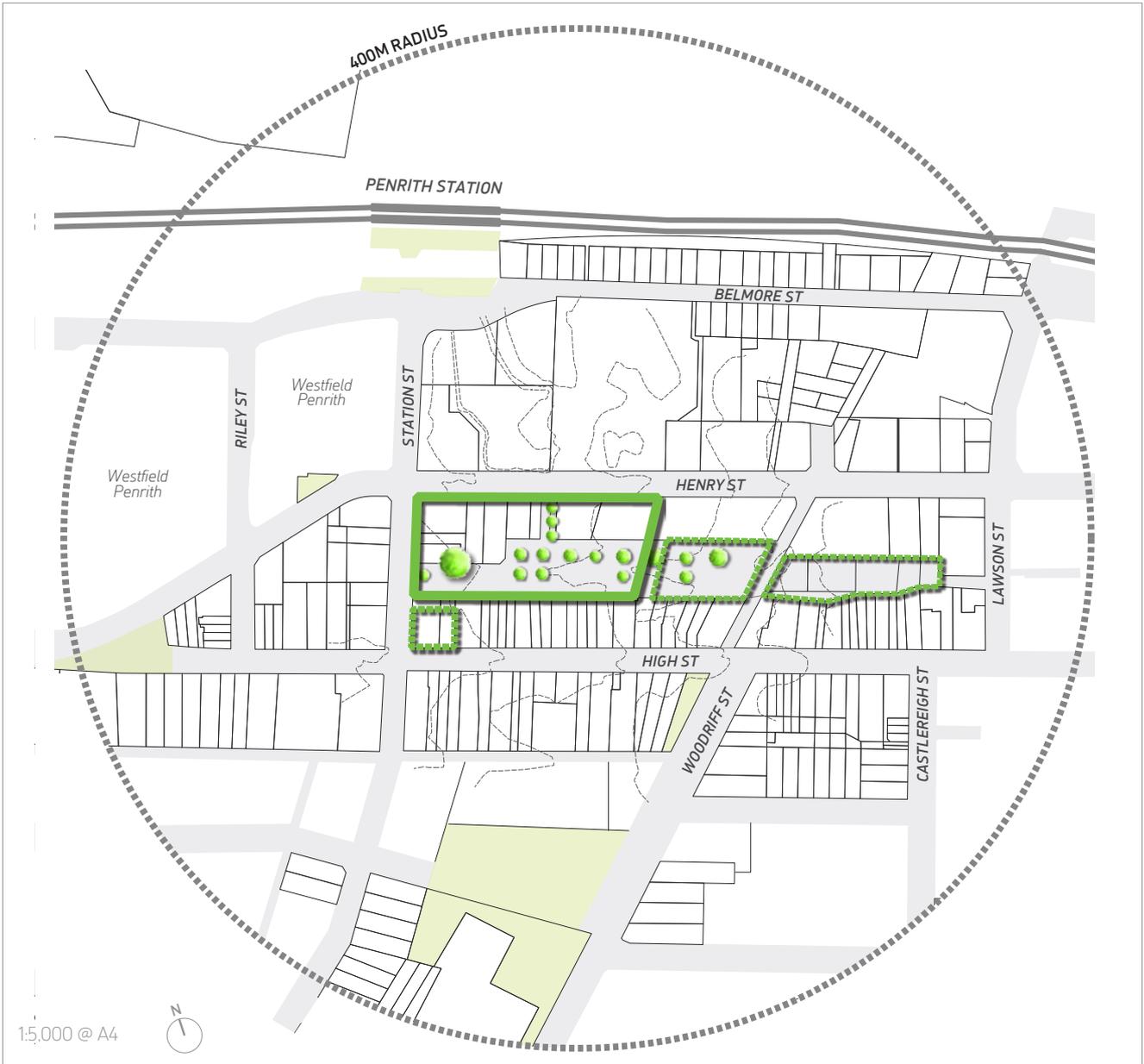


FACTS AND FINDINGS

- + A number of sewers and drainage pipes bisect the planned City Park site, while more, including water mains, are located on the park's perimeter. Utilities are located along High Street south of the City Park site.
- + Rear shops address the City Park site and are traversed by a sewer line. Technical investigations would need to be conducted to see if this poses a challenge to the future redevelopment of these properties.

KEY

- CITY PARK INVESTIGATION SITE
- EXTENSION INVESTIGATION SITES
- EXISTING OPEN SPACE
- 5M CONTOURS
- DRAINAGE PITS + PIPES
- SEWERS
- WATER MAINS

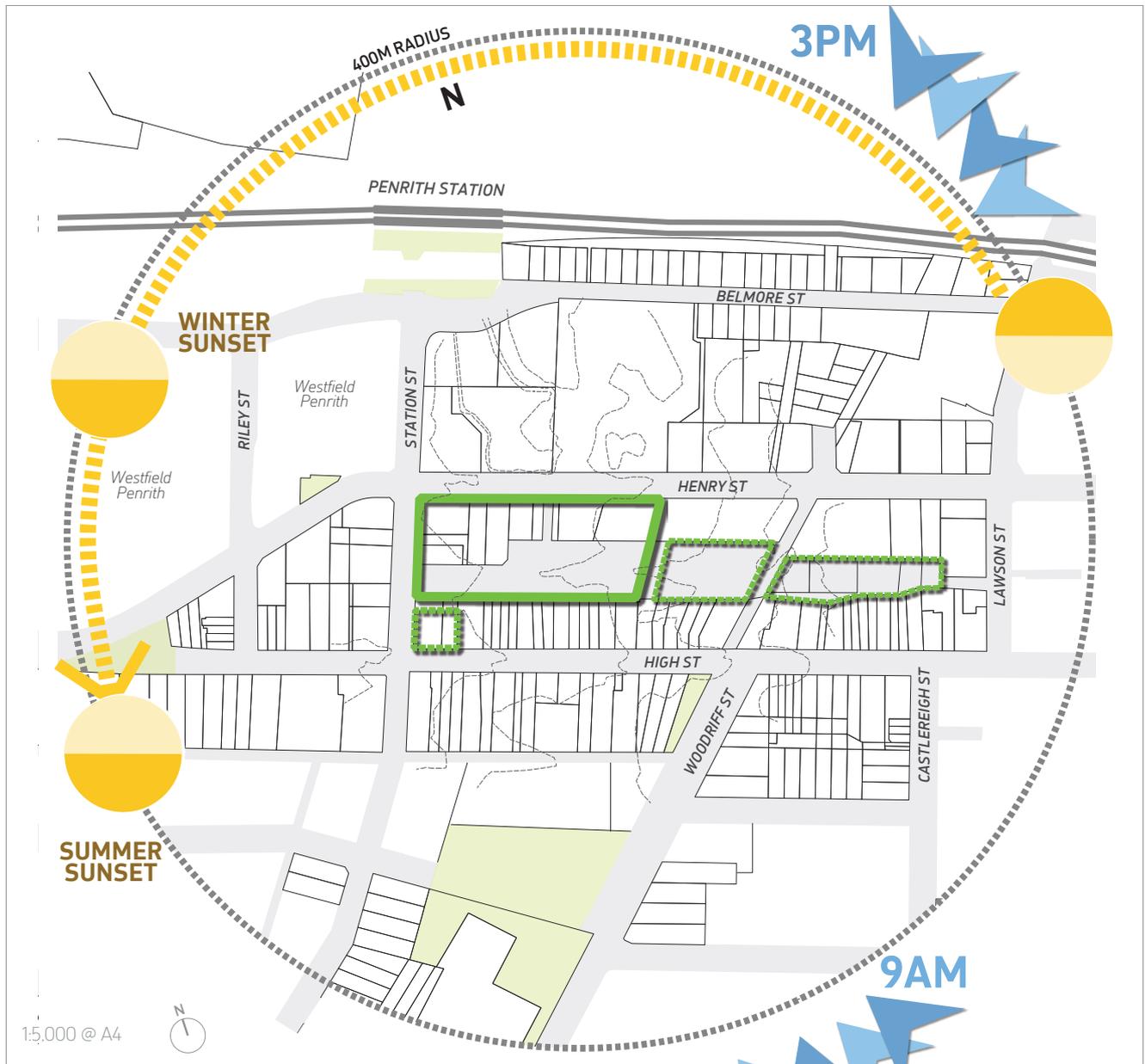


FACTS AND FINDINGS

- + 17 trees of various maturities are currently on the City Park Investigation and Extension Sites.
- + The Penrith Progression development framework recommends the development of complete streets in the Penrith City Centre, along Station Street and High Street. In addition to improving mobility, this designation will create a green identity along these streets and draw people past the City Park. The park's trees and softscape attributes will compliment these streets.

KEY

-  CITY PARK INVESTIGATION SITE
-  EXTENSION INVESTIGATION SITES
-  EXISTING OPEN SPACE
-  .5M CONTOURS
-  EXISTING TREES ON SITE



FACTS AND FINDINGS

- + According to the Bureau of Meteorology, yearly averages of prevailing winds come from the south in the mornings and tend to come from the northeast in the afternoon during summer days. Park designs should consider prevailing winds during summer time to keep the space cool and comfortable.
- + Through the implementation of design guidelines for neighbouring new development, the City Park site could receive sunlight in the northern sky from dusk until dawn. A comprehensive shadow study in relation to proposed building heights surrounding the park would need to be conducted to further evaluate sun light effects on the City Park.
- + The Penrith City Park site is flat with little contour variation. A 1.5–2.0 metre elevation change occurs across the site running east to west (280m in length).

KEY

-  CITY PARK INVESTIGATION SITE
-  EXTENSION INVESTIGATION SITES
-  EXISTING OPEN SPACE
-  SUN PATH IN NORTHERN SKY
-  .5M CONTOURS
-  PREVAILING WINDS



KEY OPPORTUNITIES FOR PENRITH

- + The Penrith City Park will be a centrepiece to enhance the overall public realm in the Penrith City Centre. The opportunity exists to create a centralised public space of a scale to accommodate civic events, incorporate active uses, and improve pedestrian linkages within the urban core.
- + Penrith City Council owns a large portion of land in the Penrith City Centre, including numerous parcels around the Penrith City Park. In total, City Council owns 8 out of 10 parcels on the City Park Investigation Site, providing sufficient land to immediately develop a large portion of the site.
- + The Allen Place ramps are nearing the end of its design life, and presents an opportunity to develop an uncompromising and holistic City Park.
- + The park's adjacency to Westfield Penrith, Penrith Station and numerous bus stops presents opportunities to capture pedestrian foot traffic. Co-locating transit nodes with the Penrith City Park will ensure a constant flow of activity in and around the park. Also, the location of the park will attract users and provide increased users for surrounding retail and commercial businesses.
- + A new laneway is proposed by Penrith City Council north of the Penrith City Park Investigation Site. The laneway aligns with an arcade that connects the existing Allen Place car park to High Street. This brings an opportunity to extend the laneway into the park site via a mid-block connection and further south to the arcade to connect to existing lanes and improve pedestrian connectivity and active transport.
- + Sewer and drainage pipes, in particular, may present development constraints for future development. An opportunity exists to develop an initiative to reduce the impact of or incorporate service infrastructure on the site through a stormwater demonstration feature, rain garden amenities, etc.
- + There are opportunities to enhance the City Park's identity as an important green space along the complete street corridor of Station Street, an important artery for Penrith, and support the heart of the City Centre.
- + Council can retain existing mature trees on the site to establish a green identity for the place.
- + The Penrith City Park site is flat with little contour variation. A 1.5-2.0 metre elevation change occurs across the site running east to west (280m in length). This 'canvas' is ideal for a wide variety of park design responses, including water features and flexible space for programmed events.
- + An opportunity exists to introduce building height design guidelines along the northern edge of the City Park Investigation Site to maintain significant amounts of sun light to shine on the park throughout the year.

BENCHMARKING

03

BENCHMARKING

03 Benchmarking

The Penrith City Park is benchmarked against national and international exemplars of urban civic squares following consultation and agreement of type with Penrith City Council. In this report, benchmark examples are analysed by their role as a catalyst for change and improved quality of life, size, scale, relationship to surrounding environment and key activation features.

The exemplars inform concept development for Penrith's City Park and assist to define principles for the look, feel, activation, and scale of the future civic space.

21ST CENTURY URBAN OPEN SPACE BENCHMARKS

The following six exemplar civic squares were chosen because of their unique attributes, widely viewed success as a civic square in an urban setting and applicability to Penrith from which lessons can be drawn for the Penrith City Park. Each public space has recently been redeveloped or built and exhibit characteristics common in 21st century parks. Principally, 21st century parks include urban elements within them and around them to ensure their activation throughout the day and evening hours. Below are the six exemplar projects, three of which are from Australia and three from international locales.



AUSTRALIAN EXAMPLES

- 01** Rouse Hill Town Square
Rouse Hill, NSW
- 02** City Square on Swanston Street
Melbourne, VIC
- 03** Centenary Square
Parramatta, NSW

INTERNATIONAL EXAMPLES

- 04** Pioneer Courthouse Square
Portland, USA
- 05** Civic Space Park
Phoenix, USA
- 06** Citygarden
St Louis, USA



BENCHMARK 01
ROUSE HILL TOWN SQUARE
ROUSE HILL, NSW



DESCRIPTION

The Rouse Hill Town Centre is a new town centre made of up four distinct quarters which meet at the Town Square. The Town Square serves as the identity maker for Rouse Hill and includes capacity for civic events and celebrations.

SIZE AND SHAPE

Traditional square
 900 sqm

ELEMENTS

Hardscape, water features, various seating elements, shade structures, unique lighting fixtures

CONTEXT

Surrounded by retail spilling onto the square, the adjacent streets are narrow to ensure surrounding connections are maintained. It is the location of primary entrances to the retail centre, library, and community rooms and provides address for the centre's first residential development.

- + The Town Square's scale reflects Rouse Hill's status as a town centre, not a regional centre. Penrith's civic space should be commensurate with a regional centre.
- + To provide flexibility for larger events the town centre closes down adjacent streets to be utilised for additional event space capacity, without compromising traffic and access to car parking and services.
- + The Town Square's small size (900sqm) demonstrates that a relatively small civic square can create an identifiable place for a much larger precinct.
- + The number of urban elements (seating types, water feature, shade structures, etc.) within the space limit its flexibility for events.

BENCHMARK 02
CITY SQUARE ON SWANSTON STREET
MELBOURNE, VIC



DESCRIPTION

Bound by Swanston Street, Collins Street and Flinders Lane, the City Square plaza is activated by prominent landmarks, the civic address of Swanston Street and includes activation uses within the park including cafés and restaurants.

SIZE AND SHAPE

Rectangular plaza
 3,000 sqm

ELEMENTS

A mix of hard- and softscape, various seating options, cafés, large canopy trees, shade structures, public art

CONTEXT

Adjacent to the transit and pedestrian thoroughfare Swanston Street, surrounded by urban retailing, store fronts and cafés spilling out onto the space. It is located within the commercial centre of Melbourne's CBD.

- + The city square is both a forecourt to the landmark Regent Theatre and Westin Hotel as well as a civic scaled plaza. For Penrith this demonstrates the opportunity to link public and private uses.
- + City Square is one of three main open spaces along Swanston Street, with nearby Federation Square providing events capacity and identity shaping for the CBD. For Penrith, locating the civic place within a hierarchy of open space is essential.
- + The plaza's on site cafés and restaurants adds additional activation to enhance the space's vibrancy, safety and general appeal. Moreover, the scale of adjacent development provides a population that ensures these facilities are sustainable.

BENCHMARK 03
CENTENARY SQUARE
PARRAMATTA, NSW



DESCRIPTION

Parramatta’s most recognised public space, the space is a true transit oriented civic plaza located adjacent to Parramatta Station. The square was recently redesigned and upgraded to reflect Parramatta’s status as Sydney’s second city.

SIZE AND SHAPE

Traditional square with an elongation
 4,100 sqm

ELEMENTS

Hardscape, modern seating, illuminated fountain, alfresco dining, stage, shade structures, public art

CONTEXT

The former Church Street Mall has been transformed into a formalised square and links to Parramatta Station. Parramatta Town Hall and St. John’s Church are landmarks that provide regular foot thoroughfare to retail, commercial and Church Street restaurant precinct.

- + The square’s recent upgrade includes the installation of cafés within the park itself. These are supported and made sustainable by the significant adjacent landmarks and identity of the place as a regional destination.
- + The 40,000 people that travel through the square everyday due to its proximity to Parramatta Station provides a constant flow of pedestrians and source of vibrancy. These people are residents, workers, and tourists.
- + The park’s relationship with nearby transit is critical to activating the space both for daytime and night time activity.

BENCHMARK 04
PIONEER COURTHOUSE SQUARE
PORTLAND, USA



DESCRIPTION

Located in downtown Portland, Pioneer Courthouse Square is an iconic open space utilised as the city’s ‘living room.’ Bound on all sides by Portland’s famous narrow streets, the space is highly accessible to its surroundings.

SIZE AND SHAPE

Traditional square
 5,700 sqm

ELEMENTS

Hardscape, large tree canopy, cafe, various seating options, unique signage, stage, water feature

CONTEXT

As the name suggests, the open space sits next to the landmark Pioneer Courthouse. A large shopping precinct borders the site to the west and light rail stops to the north and south.

- + 300 separate events each year are programmed and managed by a non-profit organisation to ensure daily and weekly activity and during different seasons. Similar event programming management is appropriate for Penrith.
- + Civic institutions and nearby shopping precincts activate the square throughout the day and into the evening. This is enabled by high quality pedestrian and transit connections.
- + The square’s relatively large scale (an entire city block) is commensurate with the neighbouring building heights and appropriate to its role as “Portland’s Living Room,” a central civic space for the city.

BENCHMARK 05
CIVIC SPACE PARK
PHOENIX, USA



DESCRIPTION

Opened in 2009, the park is Phoenix’s premier civic park where “space becomes a place.” The park has become the civic gathering space for downtown Phoenix and is a model of sustainable park design in the Sonoran Desert.

SIZE AND SHAPE

Large traditional rectangle
 15,000 sqm

ELEMENTS

Splash pad, events space, hard and softscapes, cafe, gallery, LED animations, shade structures

CONTEXT

The park is located adjacent to the Arizona State University (ASU) in downtown Phoenix and connects directly to their campus. The park also has immediate access to light rail and bus stations.

- + Due to Phoenix’s dry climate conditions, the park includes sustainable materials, porous concretes, and operational features to generate power and rain water capturing to keep the park cool and green. The civic space at Penrith can demonstrate environmental and other initiatives to reinforce the city’s identity.
- + When mature, the park’s trees will provide shade to 70% of the park’s surface area.
- + The park features both a cafe and a gallery where ASU classes and gallery openings are held.
- + Adjacency to education institutions provides an exemplar for Penrith. The civic space in Penrith can leverage the adjacent TAFE site and potential accommodation initiatives.

BENCHMARK 06
CITYGARDEN
ST LOUIS, USA



DESCRIPTION

Opened in 2010, Citygarden is a sculpture garden and events space. Located on the Gateway Mall of downtown St. Louis, the park is at the centre of the city’s retail core.

SIZE AND SHAPE

Traditional rectangle bisected by street
 16,000 sqm

ELEMENTS

Sculpture garden, outdoor video wall, rain gardens, cafe, green roof, events space, art installations

CONTEXT

The Citygarden lies adjacent to many of St. Louis’s largest buildings, giving a grand frame to the park’s grand scale. The park lies along the Gateway Mall connecting it to the iconic Gateway Arch.

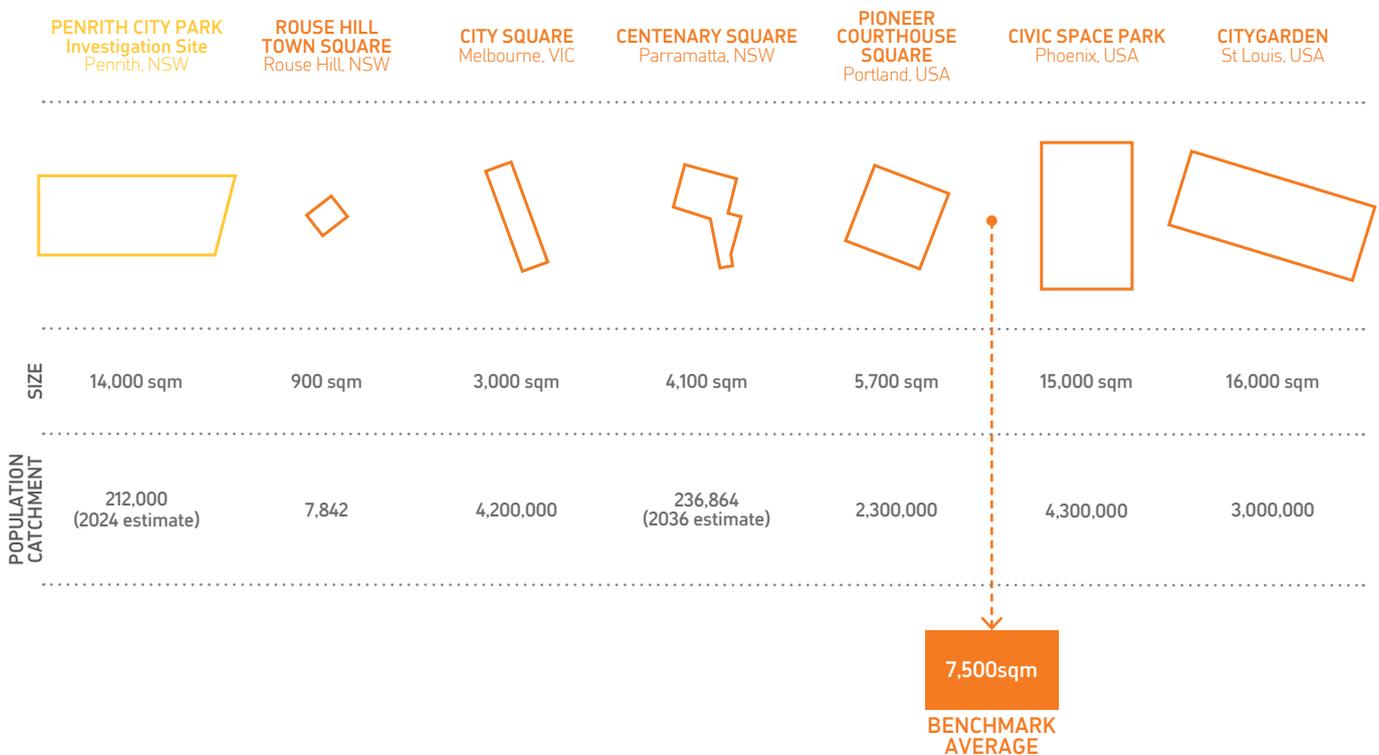
- + The park’s grand scale is matched by its context both along the Gateway Mall and amongst St. Louis’s tallest buildings. The height of surrounding buildings is in the order of >30 storeys. Planned building heights around Penrith’s City Park range between 7 and 11 storeys.
- + The park features events space to allow flexibility for programming. Park elements fulfil a specialty service that is art oriented and active engagement driven. Penrith could identify a theme to be showcased at the civic place that reinforces the city’s identity.
- + The park is a true reflection of a 21st Century park, going beyond a traditional rectangle with green space to include numerous activated uses to attract visitors and make them want to linger.



SUMMARY OF SCALE COMPARISONS

FACTS AND FINDINGS

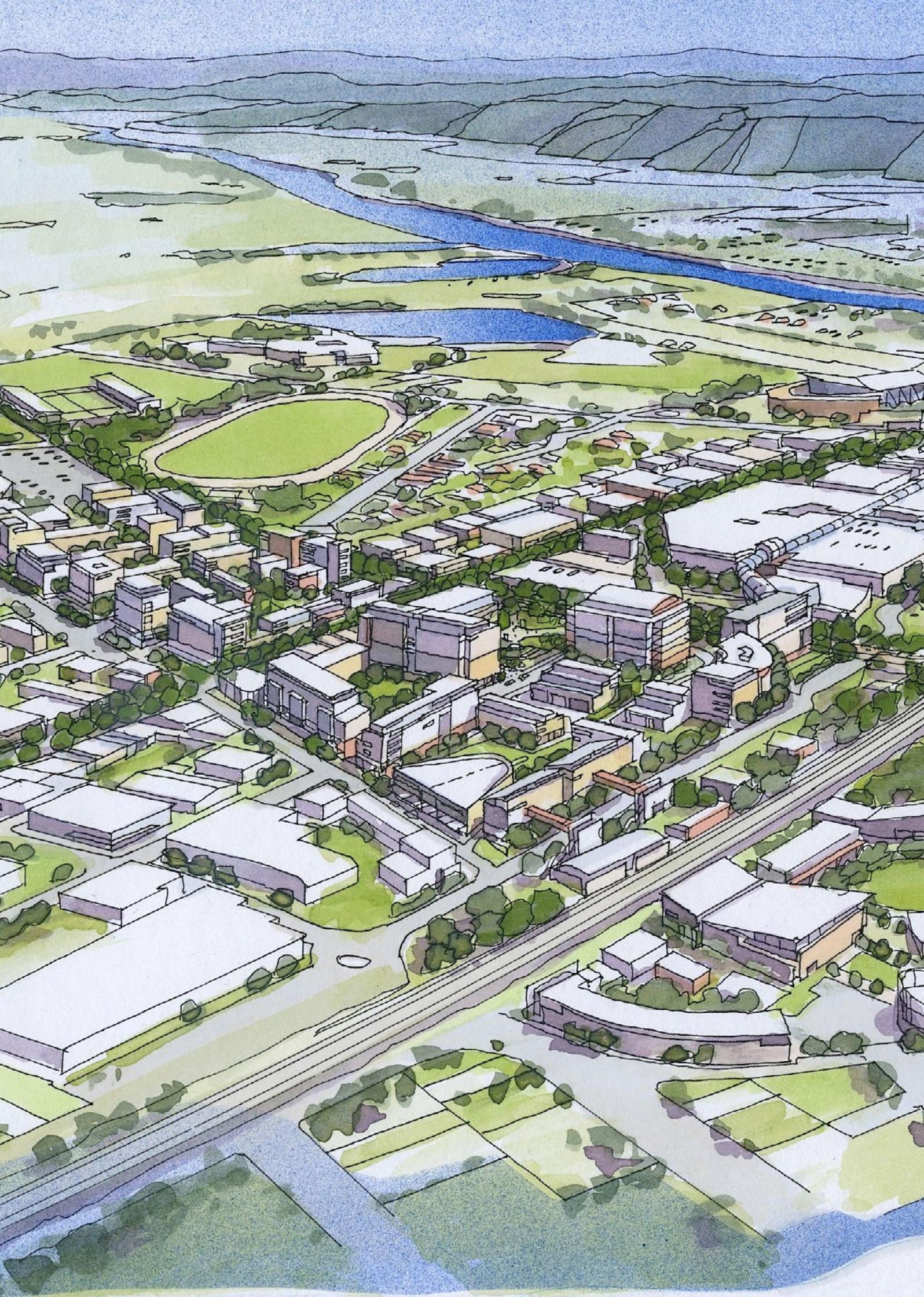
- + If the whole Investigation Site was transitioned to open space, the Penrith City Park would be significantly larger than a majority of benchmarking examples, even open spaces in places like St. Louis and Phoenix which serves substantially larger population catchments.
- + The average size of the benchmarked civic space examples is 7,500sqm, five out of six of which are traditionally square or rectilinear shaped.
- + **The key finding from the scale comparison exercise is that a 14,000sqm would be overscaled for Penrith's projected population as a Regional City Centre. Instead, a city park similar in scale to Centenary Square (4,100sqm) or Pioneer Courthouse Square (5,700sqm) would be more appropriate for Penrith.**



KEY FINDINGS FOR PENRITH

The following summarises the key findings of the benchmarking process with regard to the Penrith City Park:

- + The City Park Investigation Site area being considered is larger than all benchmarked open spaces. At 14,000 sqm it is close in size to the largest benchmark (Citygarden) and over twice as large as the benchmark average (7,500sqm). Comparing each exemplar's population catchment reveals the Penrith City Park could be well suited to be 4,000sqm. The open space of the Penrith City Park could be developed between 4,000sqm to 5,000sqm to match a more aspirational population and development increases for Penrith.
- + For flexibility, the proportion of the Penrith City Park should be a regular square or rectangle.
- + For environmental and identity reasons, the Penrith City Park should address and be open to Station Street and Henry Street.
- + The benchmarked parks work with their surrounding environment for activation. Neighbouring landmark civic buildings such as Parramatta Town Hall on Centenary Square, or Pioneer Courthouse on Pioneer Courthouse Square attract people. Others are activated by transit nodes, perimeter shops, cafés and restaurants while others are connected along a larger open space corridor such as City Square on Melbourne's Swanston Street. The Penrith City Park must have adequate activation from adjacent and adjoining land uses.
- + The six benchmarks showcase many characteristics of 21st century parks, notably urban elements such as cafés, alfresco dining areas, galleries, art installations, programmed events and active recreation including water play. The urban elements don't, by themselves, activate the spaces; each benchmark is surrounded by activated adjacent uses that complement one another and the civic space to increase vibrancy.
- + Appropriate functions and events within the park may include weekly farmers markets, monthly music and film events, as well as annual civic receptions and regional festivals.
- + A mix of hard and softscapes is a common feature of exemplar open spaces. Hardscapes are flexible shared spaces utilised for events programming while softscapes are meant for leisure recreation. Care needs to be taken to ensure flexibility of space by uniting urban elements in designated areas.
- + Access to transport is key to the Penrith City Park's success. In Parramatta Centenary Square benefits from the busy Parramatta Station which feeds a large proportion of the 40,000 visitors to the square. Civic Space Park and Pioneer Courthouse Square are adjacent to major light rail lines and bus transport hubs.
- + Integration into the urban fabric is an important factor to the exemplar open space's success. The park attracts users who come to the park to enjoy amenity and respite as well as pedestrians who are on their way to another destination. The open space's pedestrian systems are strongly connected with surrounding footpaths and pedestrian amenities to ensure foot traffic in these areas compliment and contribute to the open space's pedestrian activity.
- + The benchmarked parks incorporate sustainability elements such as shading, water harvesting and conservation, reduced energy use and recycled materials. The Penrith City Park should utilise these ideas when determining quality of design.



URBAN
DESIGN
PRINCIPLES 04
URBAN DESIGN PRINCIPLES

04 Urban Design Principles

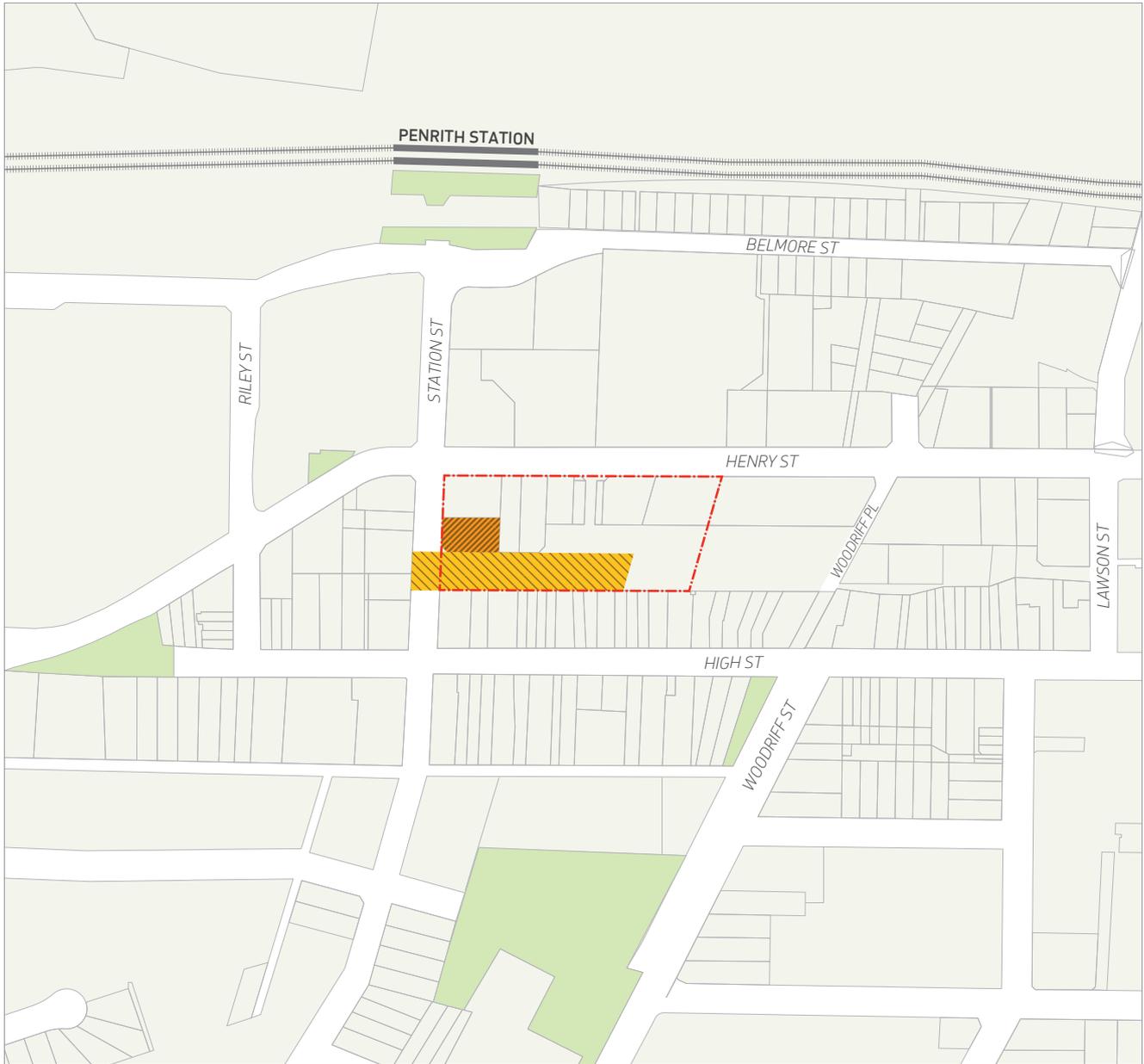
The following principles have been identified in order to transition the City Park Investigation Site to an iconic, civic destination for the Penrith City Centre. These principles are to underpin the process towards establishing a preferred concept for the City Park site and to enable the consideration of development catalyst projects for both within the Investigation Site and surrounding the new park.

The principles presented are intended to provide a flexible but robust approach to place shaping for the City Park. The principles establish a platform for change enabling multiple initiatives that will relate to time and market opportunities. They propose values and intentions that are considered essential to the future of the Penrith City Park.

The principles are informed by the literature review, site analysis, the benchmarking study, as well as the client brief and vision for the park's future. They are both aspirational in tone while grounded in an on the ground understanding of the site's existing conditions. Development of the principles are the next step in the process towards establishing a City Park Framework and future concept scenarios. Design concepts may be tested against the Development Framework over time.

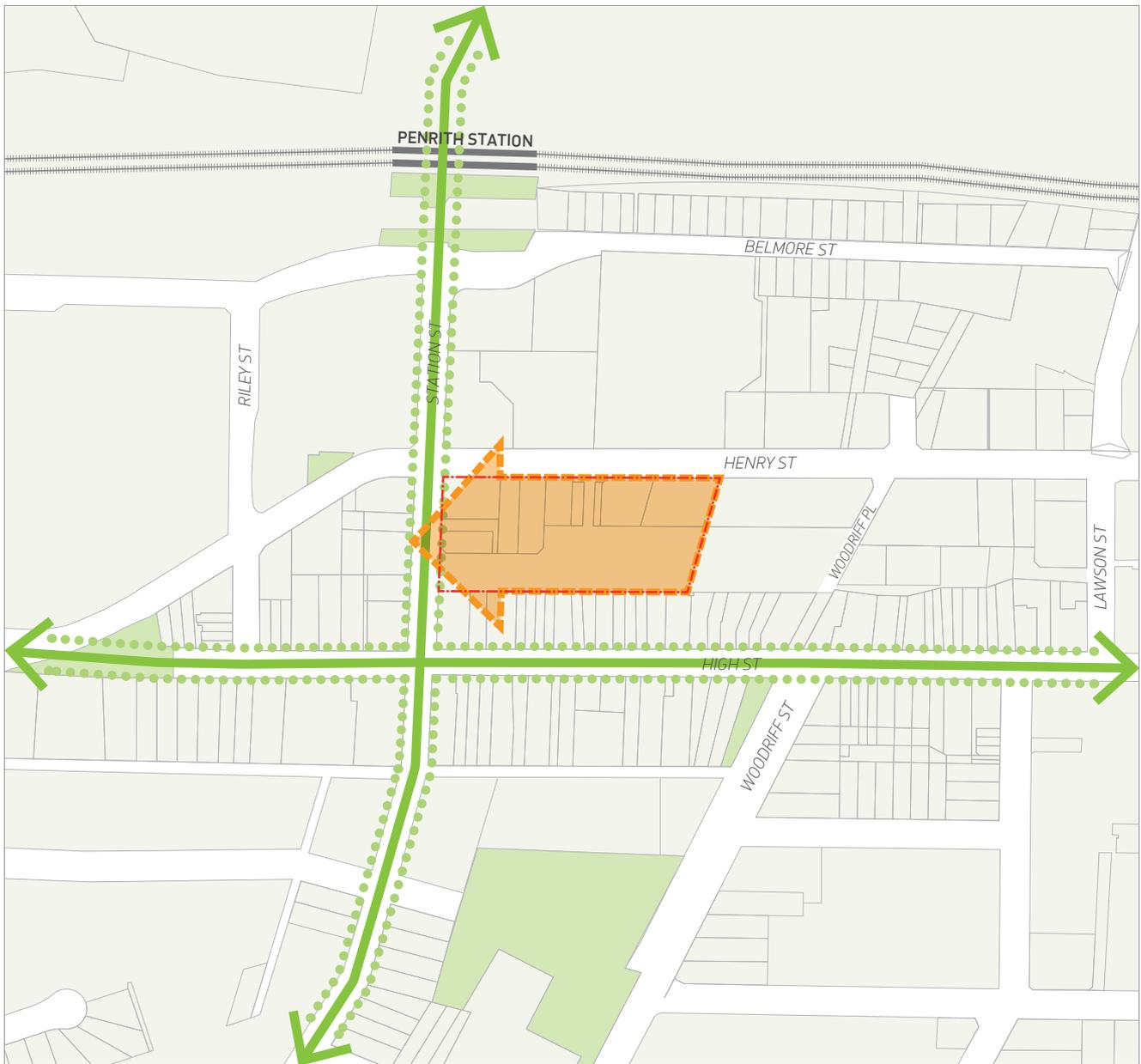
Following on from the outcomes of the benchmarking exercise, the urban design principles and subsequent City Park concepts assume 7,000sqm of land is appropriate for the City Park itself; 7,000sqm of land is therefore available within the investigation site for possible future development; and the Allen Place ramps are removed.

Not all principles must be delivered in order to commence the City Park project. Rather, a design for the Penrith City Park will likely embody a combination of the following principles.



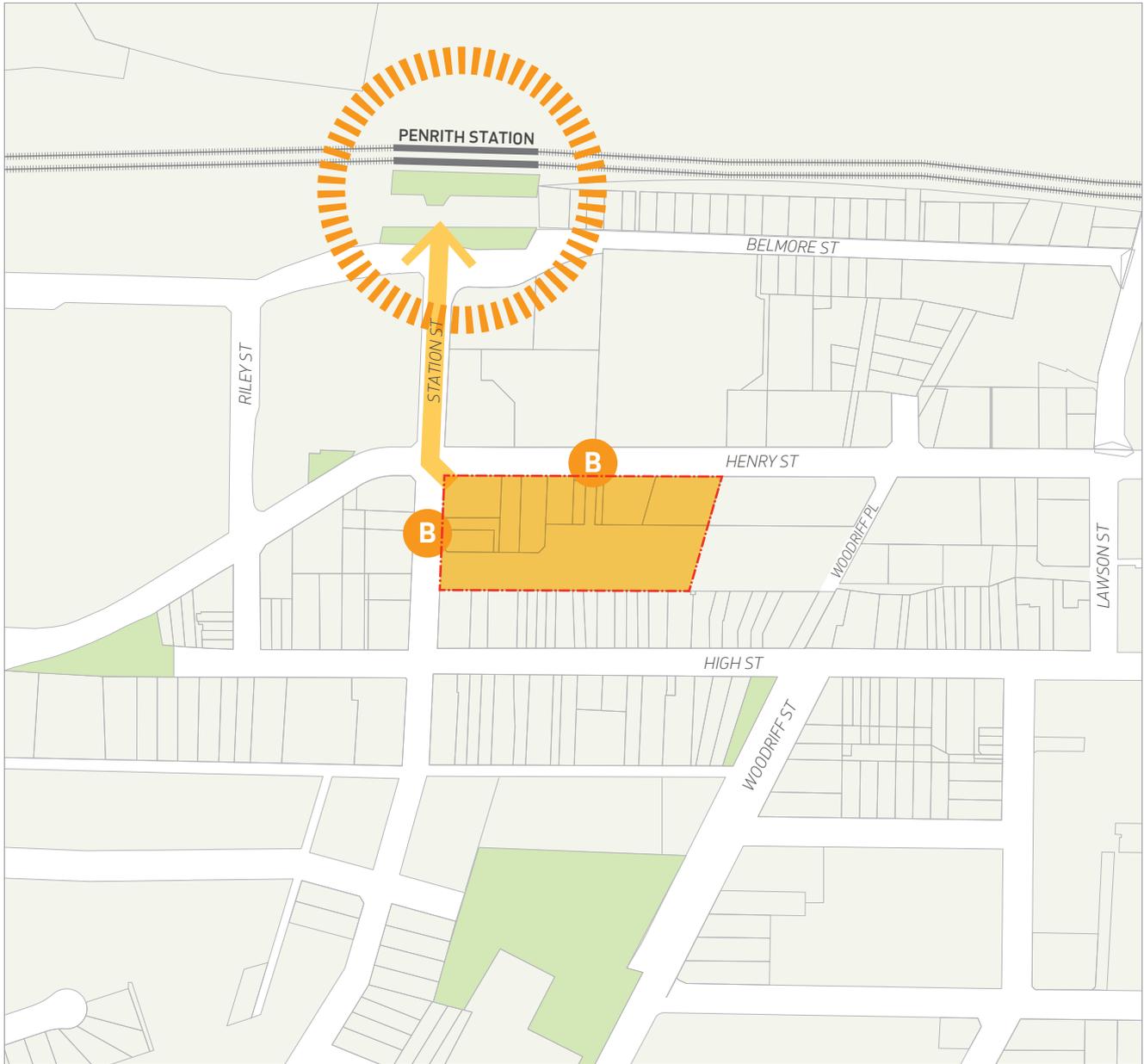
- + Acquire remaining land parcels.
- + Demolish the Allen Place ramps.

PRINCIPLE 02
CONNECT TO STATION STREET



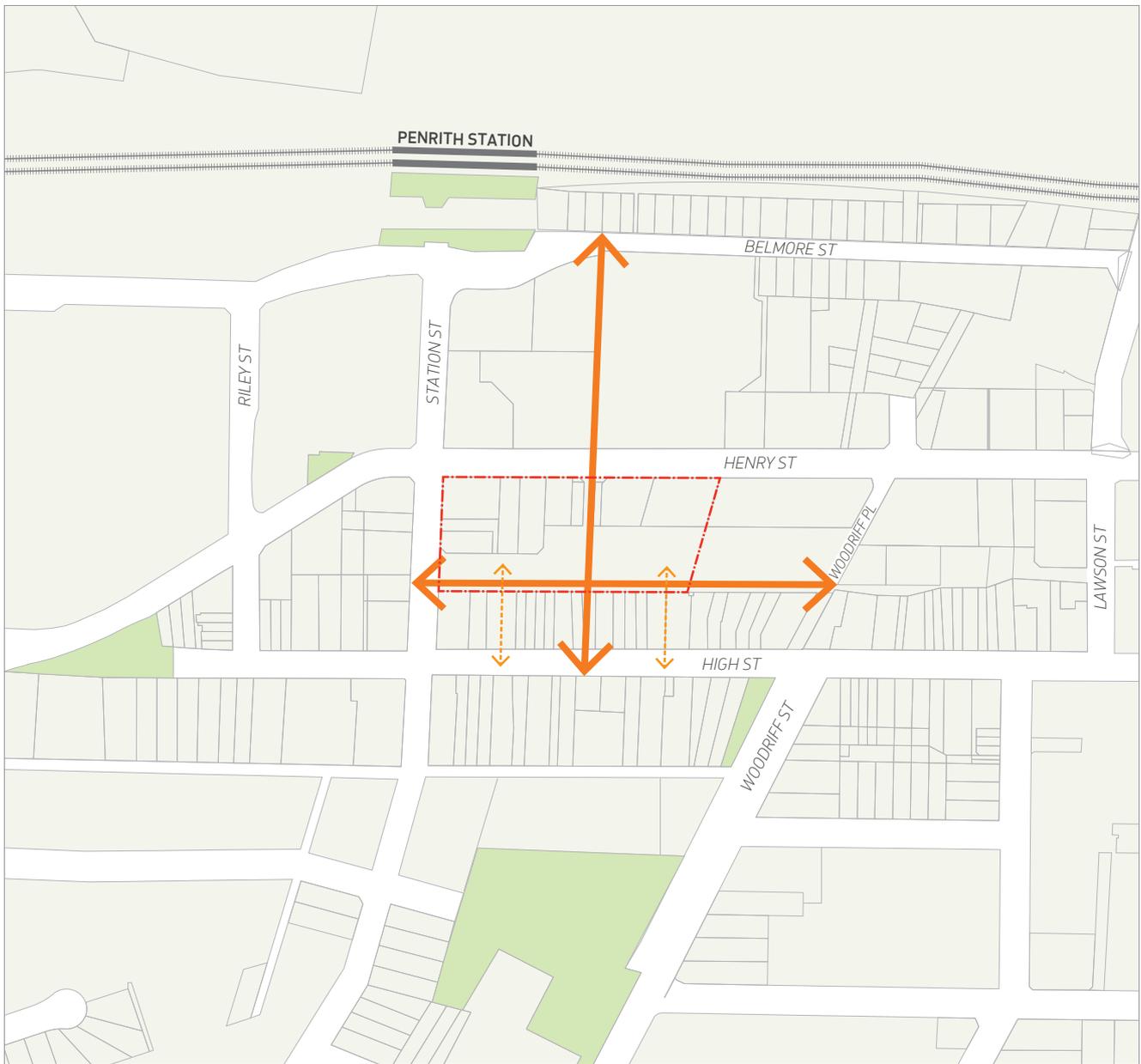
- + Reinforce the “complete streets” of the Penrith Progression.
- + Connect the City Park to High Street through an improved pedestrian realm along Station Street.

PRINCIPLE 03
CONNECT TO THE TRANSPORT HUB AND NETWORK

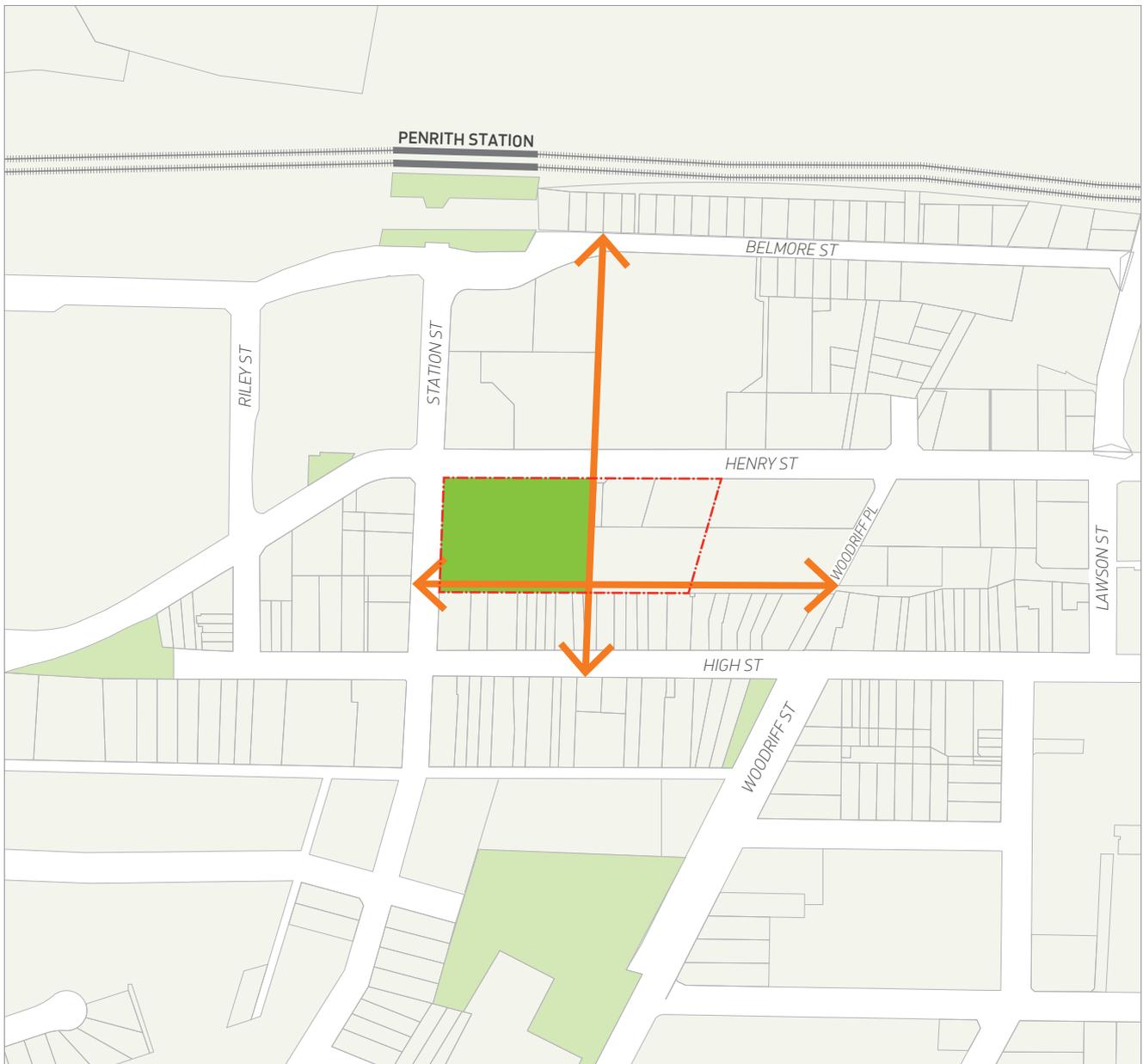


- + Connect to Penrith train and bus interchange.
- + Provide accessible bus stops on Station Street and Henry Street.
- + Reinforce Penrith's pedestrian core.

PRINCIPLE 04
INTRODUCE NEW CONNECTIONS

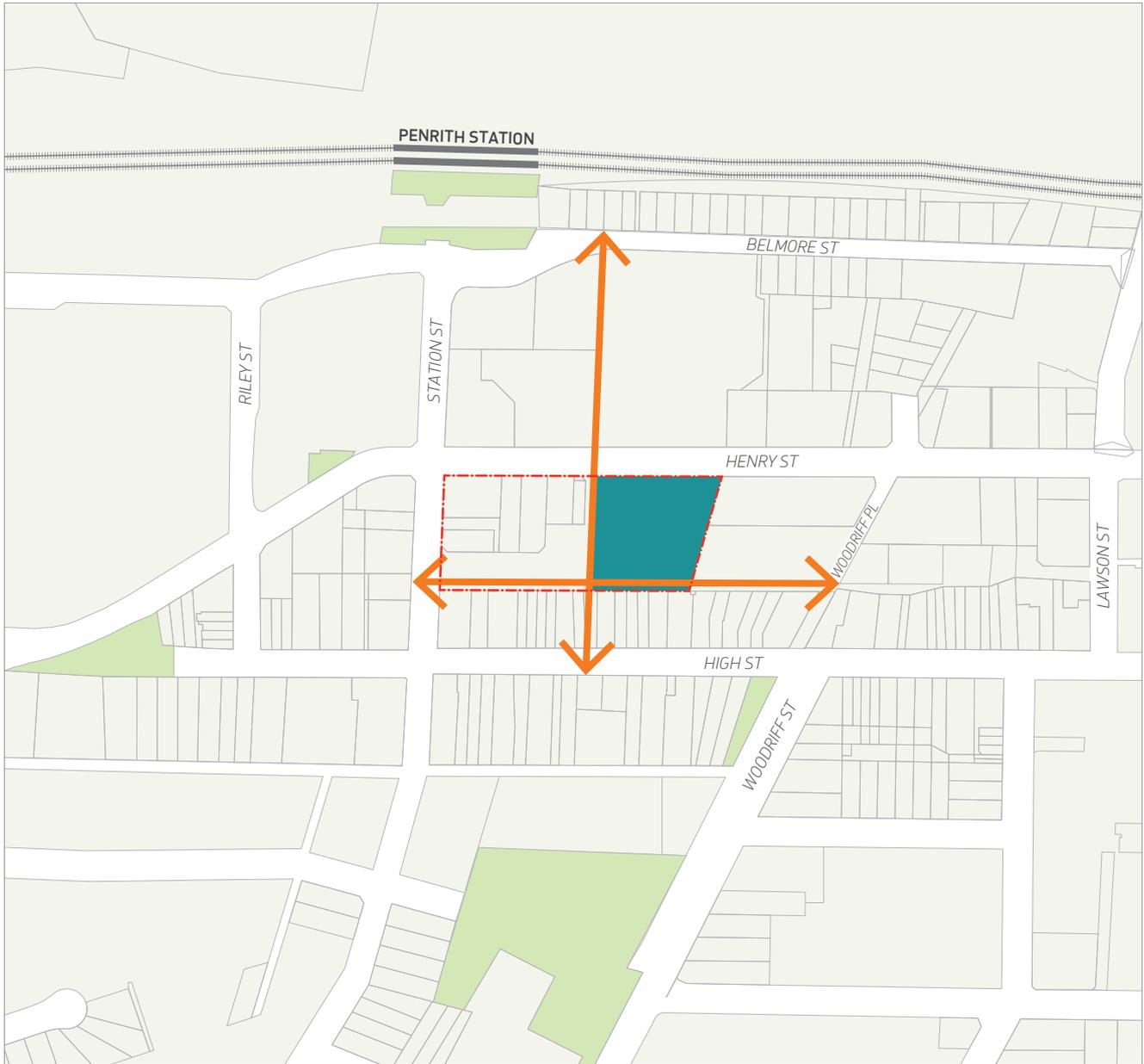


- + Introduce a new north-south connection.
- + Introduce a new east-west connection.
- + Link the City Park to High Street through the existing arcades.



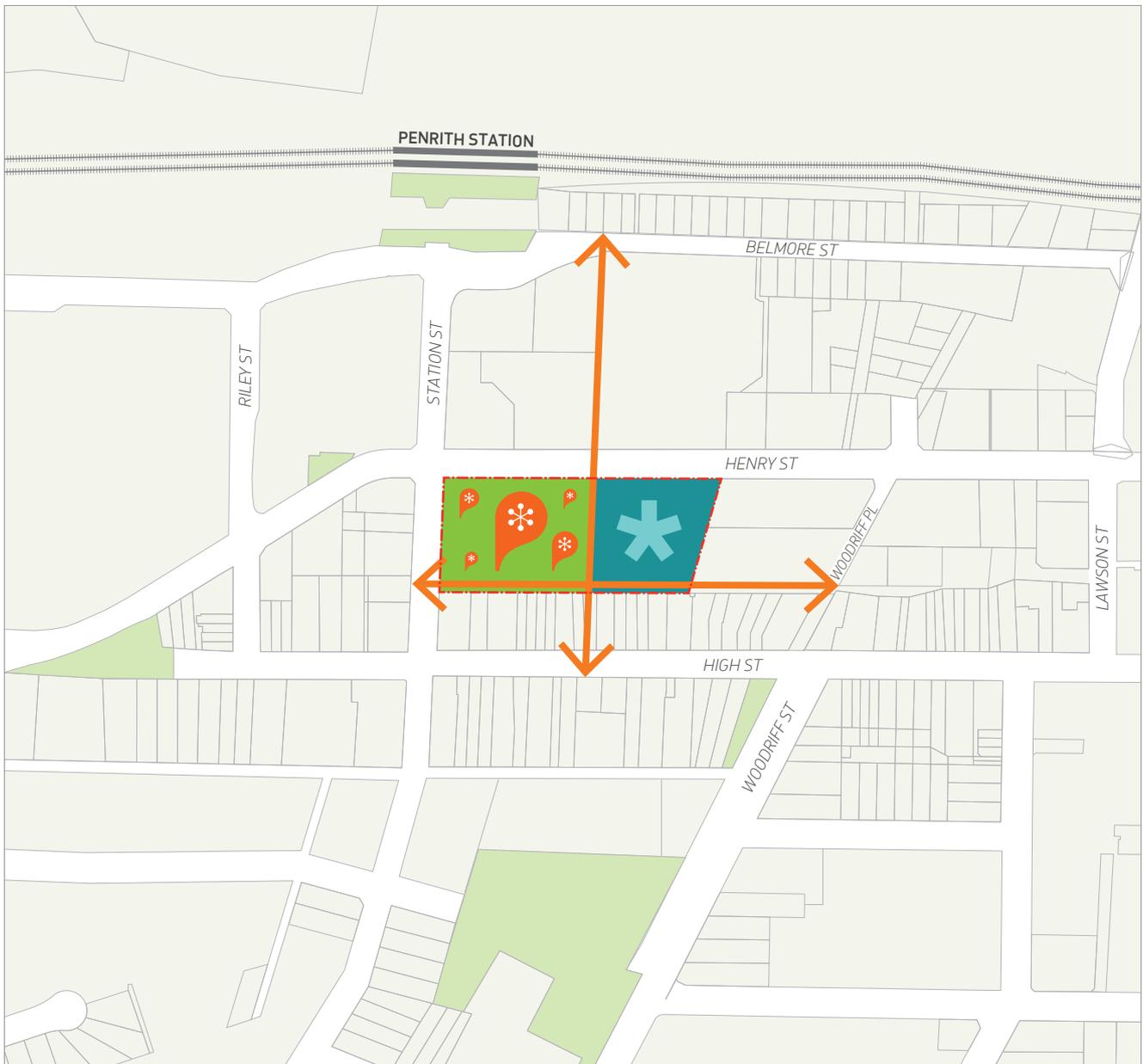
- + Use the new north-south and east-west connections to shape the City Park.
- + Locate the City Park at the intersection of Station Street and High Street to reinforce Principle 01.
- + Allow for events programming with flexible infrastructure.
- + Retain the existing mature trees on the site where possible.
- + Maximise solar access from the east through appropriate building heights.

PRINCIPLE 06
INVESTIGATE THE DEVELOPMENT SITE



- + Define the right development catalyst to support the City Park.
- + Ensure design guidelines to activate the City Park.
- + Maximise solar access to the City Park.

PRINCIPLE 07
CONTRIBUTE TO THE CIVIC IDENTITY OF PENRITH



- + Create a landmark open space with signature landscape architecture..
- + Accommodate a diversity of materials.
- + Provide active and passive recreation spaces.
- + Ensure an events overlay.
- + Ensure signature architecture surrounding the City Park.
- + Achieve best practice sustainability outcomes.

FRAMEWORK DIAGRAM 05

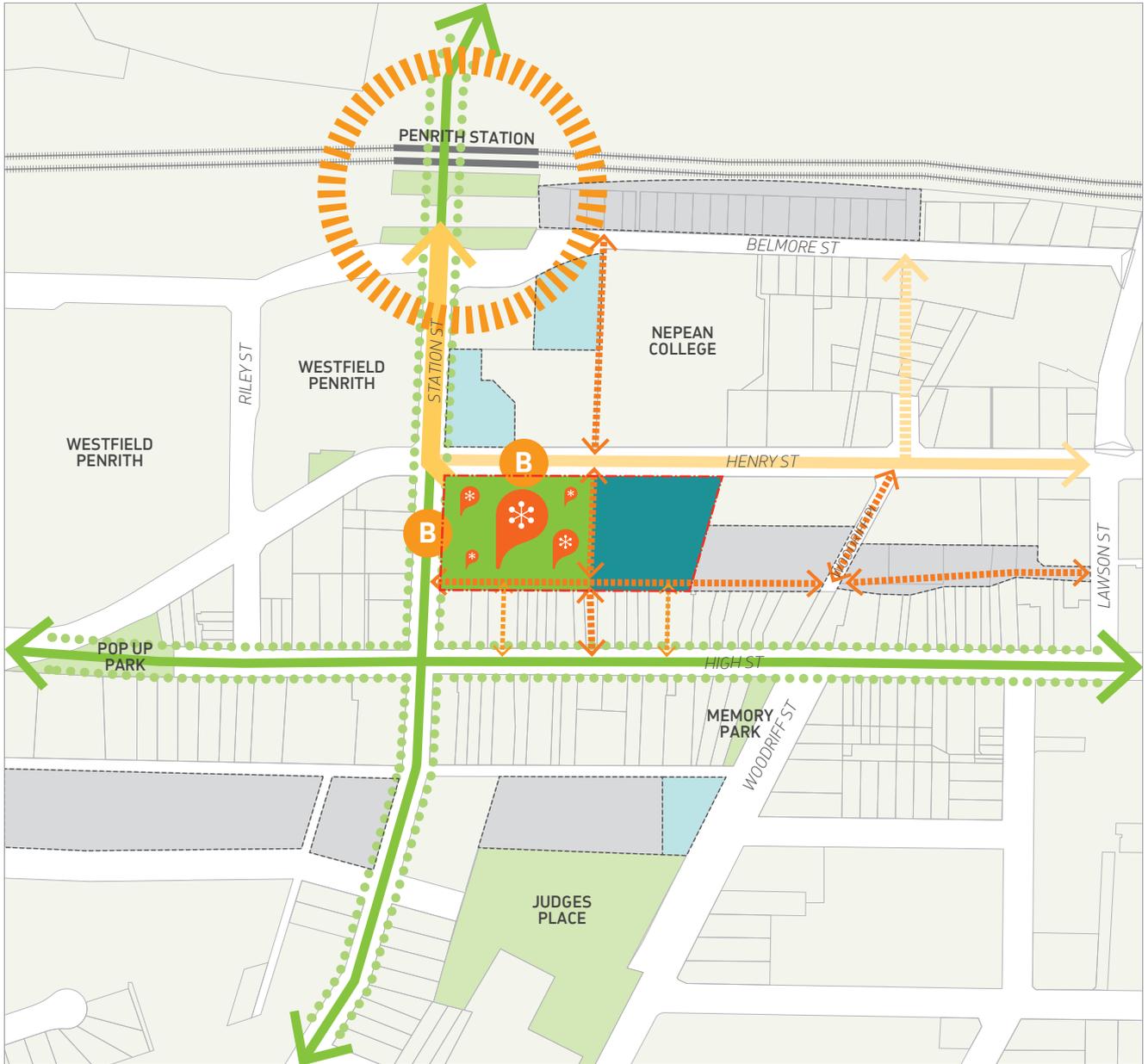
FRAMEWORK DIAGRAM

05 Framework Diagram

FRAMEWORK DIAGRAM

The City Park Framework Diagram is underpinned by the Urban Design Principles for the City Park. It maps key development sites both within and adjacent to the City Park site. It also identifies the area to be preserved as an unencumbered public open space, other key public open spaces, important connections, park precinct gateways, and a clear hierarchy for streets around the Penrith City Park.

The Framework Diagram is not a design, but a diagram that underpins future concepts and associated testing across the delivery of the project. It provides development sites and connection opportunities within which detailed architectural typology and feasibility testing can occur as opportunities present themselves. The next evolution of the framework is the concept scenarios section that provides options for potential outcomes of the City Park site.



- | | | | |
|---|----------------------------------|---|----------------------------------|
|  | City Park Investigation Site |  | Complete Street |
|  | City Park Open Space |  | Transit Hub Connection |
|  | Catalytic Development Site |  | City Park Precinct Street |
|  | Possible Future Development Site |  | New Street Connection |
|  | Existing Open Space |  | New Connection, Flexible Outcome |
|  | Railway Line |  | New Pedestrian Connection |
|  | Transit Hub |  | Bus Stop |
|  | Car Park | | |

CITY PARK
CONCEPTS 06
CITY PARK CONCEPTS

06 City Park Concepts

The following section tests the Development Framework for the City Park with respect to capacity, land uses, densities, open space networks, movement patterns and connectivity aspirations for Penrith. This testing is underpinned by the site analysis and integrates best practice benchmarking initiatives. It also incorporates Councillor input in to the City Park process.

In particular, the following twelve needs have been identified by the councillors members of Penrith:

- + Enable a grower's market for regionally produced food.
- + Include a live screen for news, sport, information and cinema.
- + Ensure a space of scale to host civic and cultural events.
- + Include water as a feature.
- + Ensure safety, vibrancy, and attraction.
- + Activate and contribute to the night time economy.
- + Ensure civic landscaping initiatives.
- + Deliver compatible uses including commercial, retail and residential activation.
- + Consider staging the park delivery.
- + Be inclusive and diverse.
- + Achieve a long day, from early morning to late in the night.
- + Deliver a City Park, rather than a town square.

Each of the three concept designs in this section of the report responds to the Development Framework, Urban Design Principles and Councillor inputs, but each tests the Development Framework with respect to scale of development. The three concepts are:

Concept 1: Pedestrian Scaled

This concept prioritises pedestrian and cycle networks, and creates an intimate park.

Concept 2: Shared Network

This concept balances the priorities of the pedestrian core with the need for vehicular access to development, and creates a city scaled park.

Concept 3: Street Based

This concept prioritises vehicular access.

The concepts are also tested with respect to the Urban Design Principles and each achieves a performance score. The performance score provides an understanding of how well each concept is achieving the aspirations for the project. The testing of the Development Framework in this way enables a platform for deciding the activation and development of the park. It also assists with meeting the objectives of the Penrith Progression and the Place Shaping Framework. Each of the scenarios was discussed with Penrith City Council in a workshop environment and a preferred concept identified. The preferred concept design is also included and described in this section of the report.

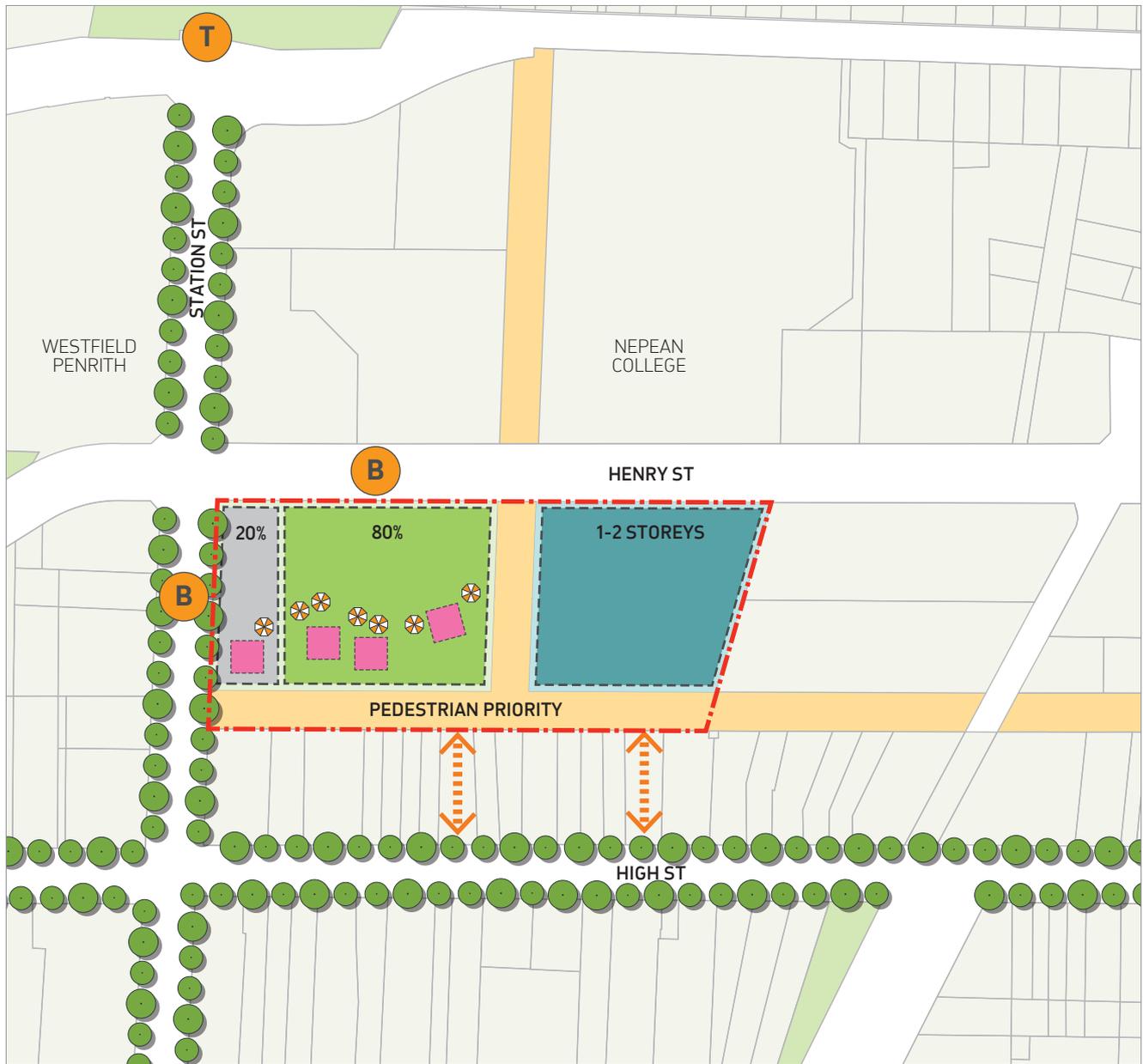


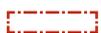
CONCEPT ELEMENTS MATRIX

The following matrix summarises and provides a brief for each scale of development tested through the Concept Plans and Testing phase of work.

	CONCEPT 1 PEDESTRIAN SCALED	CONCEPT 2 SHARED NETWORK	CONCEPT 3 STREET BASED
Movement	Prioritises pedestrian movement	Enables shared pedestrian and vehicular outcomes	Prioritises vehicular access
Transport	Provides pedestrian and active transit linkages to train station, and locates bus stops to activate the City Park	Provides pedestrian and active transit linkages to train station, and locates bus stops to activate the City Park	Provides pedestrian and active transit linkages to train station, and locates bus stops to activate the City Park
Land Use within the City Park Precinct, Supporting the City Park	Retail, Commercial, Residential, Education, Civic and Community	Retail, Commercial, Residential, Education, Civic and Community	Retail, Commercial, Residential, Education, Civic and Community
Building Height of Surrounding Development	Low scale, 1-2 storeys, similar to existing	4-6 storeys, enabling walk up and lifted residential and commercial development	4-6 storeys, enabling walk up and lifted residential and commercial development
Passive Space versus Event Space	80% passive, 20% event, meaning the City Park is designed for intimacy with limited capacity to host events	50% passive, 50% event, meaning the City Park is flexible in design and able to accommodate both respite activities during the week, and event-mode when required	20% passive, 80% civic event, meaning the space is highly ceremonial and limited in its capacity to deliver respite
Built Form Activating the City Park	Small scale kiosks, coffee carts and a performance terrace	Medium scale civic functions with kiosks, coffee carts and a performance terrace	Large scale civic functions with kiosks, coffee carts and a performance terrace
Events Overlay	Small, regular and unprogrammed events supporting the daily needs of residents, workers and visitors	Balances small scaled events for resident, worker and visitor needs with weekly markets, monthly events, and annual festivals	Events are of a civic scale and occur monthly or annually
Landscape Identity	Designed as a regional city park with play equipment and intimate garden spaces, lawns, trees, public art and a water play feature	Designed as a regional city park with a flexible event space, garden spaces, lawns, trees, public art and a water play feature	Designed as a regional city park with hardscaping, paving, trees, public art and a water play feature

CONCEPT 01
PEDESTRIAN SCALED



- | | |
|--|--|
|  City Park Investigation Site |  Complete Street |
|  City Park (Softscape) |  Pedestrian Priority |
|  City Park (Hardscape) |  Arcade Connection |
|  Catalytic Development Site |  Pavilion in the Park |
|  Existing Open Space |  Activation in the Park |
|  Train Station |  Bus Stop |



ELEMENTS MATRIX

Movement	Prioritises pedestrian movement
Transport	Provides pedestrian and active transit linkages to train station, and locates bus stops to activate the City Park
Land Use within the City Park Precinct, Supporting the City Park	Retail, Commercial, Residential, Education, Civic and Community
Building Height of Surrounding Development	Low scale, 1-2 storeys, similar to existing
Passive Space versus Event Space	80% passive, 20% event, meaning the City Park is designed for intimacy with limited capacity to host events
Built Form Activating the City Park	Small scale kiosks, coffee carts and a performance terrace
Events Overlay	Small, regular and unprogrammed events supporting the daily needs of residents, workers and visitors
Landscape Identity	Designed as a regional city park with play equipment and intimate garden spaces, lawns, trees, public art and a water play feature

RECOMMENDATION

While this concept supports the intention to achieve a pedestrian core at Penrith, and supports the daily needs of residents, workers and tourists, it does not adequately deliver a useable scale of park for civic uses commensurate with the needs of Penrith as a Regional City Centre for metropolitan Sydney.

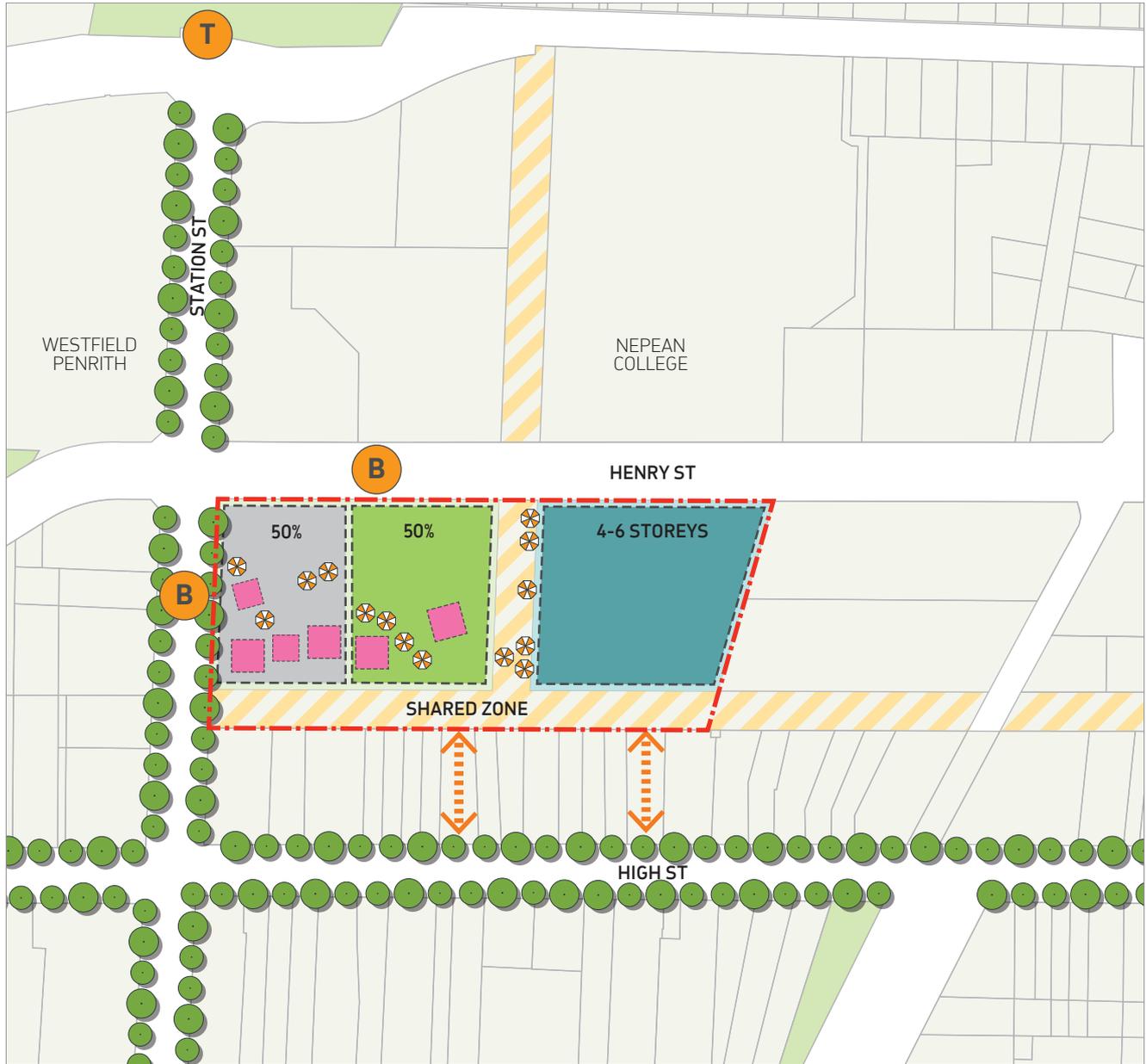
PRINCIPLES SCORECARD

-  **PRINCIPLE 01**
RESPOND TO THE CONTEXT
-  **PRINCIPLE 02**
CONNECT TO STATION STREET
-  **PRINCIPLE 03**
CONNECT TO THE TRANSPORT HUB AND NETWORK
-  **PRINCIPLE 04**
INTRODUCE NEW CONNECTIONS
-  **PRINCIPLE 05**
CREATE THE CITY PARK
-  **PRINCIPLE 06**
INVESTIGATE THE DEVELOPMENT SITE
-  **PRINCIPLE 07**
CONTRIBUTE TO THE CIVIC IDENTITY

SCORE: 4.5 / 7

- + Concept 1 only scores half a point for introducing new connections as the new north-south and east-west connections prioritise pedestrians over vehicles, thus restricting the flexibility of the adjoining development.
- + Concept 1 only scores half a point for investigating the development site as it proposes low scale development which is not commensurate with the urban core of a Regional City Centre.
- + This concept also only scores half a point for contributing to the civic identity of Penrith.

CONCEPT 02
 SHARED NETWORK



- | | |
|------------------------------|------------------------|
| City Park Investigation Site | Complete Street |
| City Park (Softscape) | Pedestrian Priority |
| City Park (Hardscape) | Arcade Connection |
| Catalytic Development Site | Pavilion in the Park |
| Existing Open Space | Activation in the Park |
| Train Station | Bus Stop |



ELEMENTS MATRIX

Movement	Enables shared pedestrian and vehicular outcomes
Transport	Provides pedestrian and active transit linkages to train station, and locates bus stops to activate the City Park
Land Use within the City Park Precinct, Supporting the City Park	Retail, Commercial, Residential, Education, Civic and Community
Building Height of Surrounding Development	4-6 storeys, enabling walk up and lifted residential and commercial development
Passive Space versus Event Space	50% passive, 50% event, meaning the City Park is flexible in design and able to accommodate both respite activities during the week, and event-mode when required
Built Form Activating the City Park	Medium scale civic functions with kiosks, coffee carts and a performance terrace
Events Overlay	Balances small scaled events for resident, worker and visitor needs with weekly markets, monthly events, and annual festivals
Landscape Identity	Designed as a regional city park with a flexible event space, garden spaces, lawns, trees, public art and a water play feature

RECOMMENDATION

This concept provides a flexible civic space that meets the daily needs of workers, residents and visitors, as well as enabling event mode weekly, monthly or annually as required. It is recommended that this concept provide the foundation for the preferred City Park Concept Design.

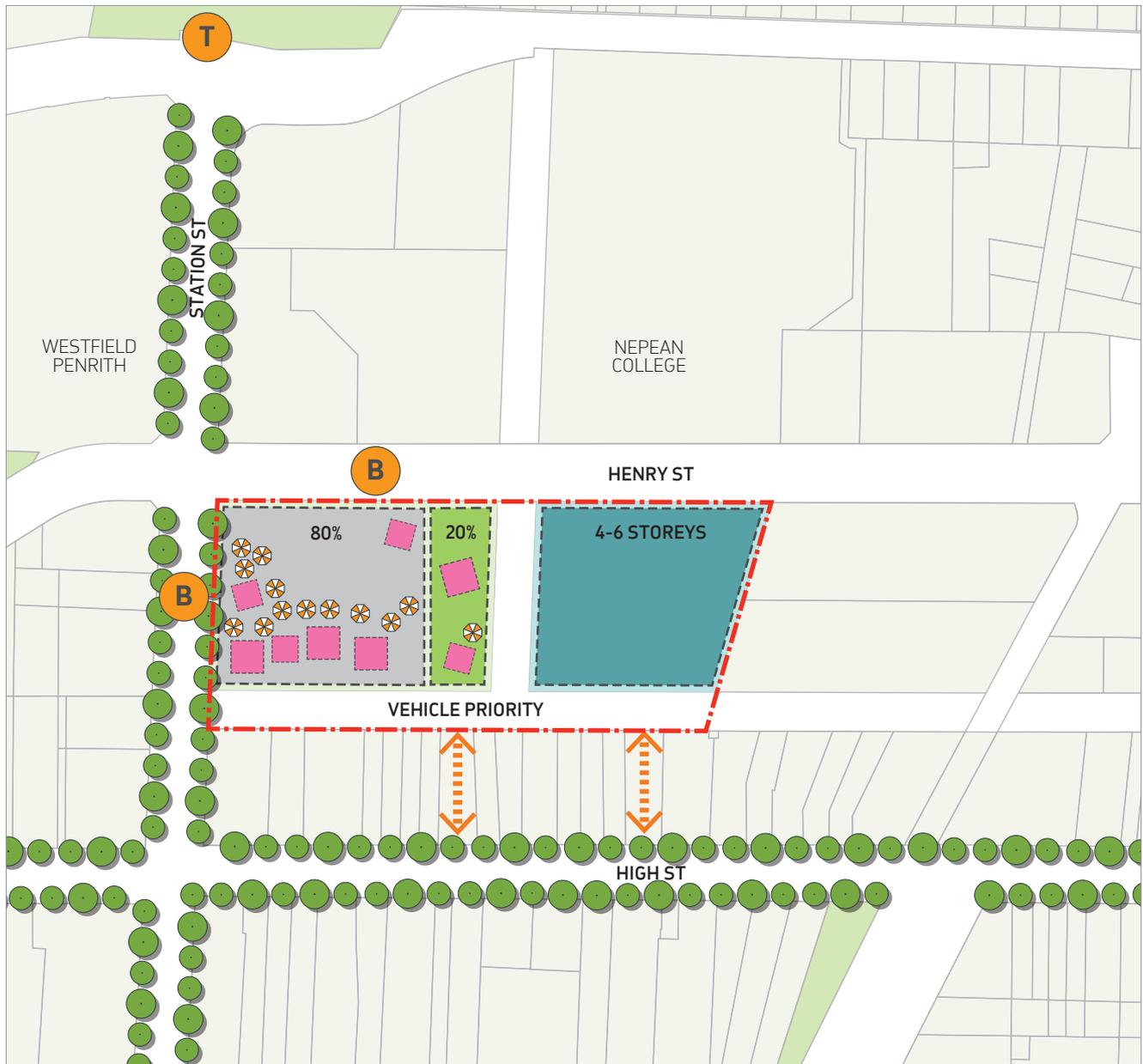
PRINCIPLES SCORECARD

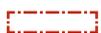
- **PRINCIPLE 01**
RESPOND TO THE CONTEXT
- **PRINCIPLE 02**
CONNECT TO STATION STREET
- **PRINCIPLE 03**
CONNECT TO THE TRANSPORT HUB AND NETWORK
- **PRINCIPLE 04**
INTRODUCE NEW CONNECTIONS
- **PRINCIPLE 05**
CREATE THE CITY PARK
- **PRINCIPLE 06**
INVESTIGATE THE DEVELOPMENT SITE
- **PRINCIPLE 07**
CONTRIBUTE TO THE CIVIC IDENTITY

SCORE: 7 / 7

- + Concept 2 meets all the requirements of the Urban Design Principles. In doing so, it provides a well connected City Park that provides flexibility for programming while also balancing activation with civic functionality.

CONCEPT 03
STREET BASED



- | | |
|--|--|
|  City Park Investigation Site |  Complete Street |
|  City Park (Softscape) |  Vehicle Priority |
|  City Park (Hardscape) |  Arcade Connection |
|  Catalytic Development Site |  Pavilion in the Park |
|  Existing Open Space |  Activation in the Park |
|  Train Station |  Bus Stop |



ELEMENTS MATRIX

Movement	Prioritises vehicular access
Transport	Provides pedestrian and active transit linkages to train station, and locates bus stops to activate the City Park
Land Use within the City Park Precinct, Supporting the City Park	Retail, Commercial, Residential, Education, Civic and Community
Building Height of Surrounding Development	4-6 storeys, enabling walk up and lifted residential and commercial development
Passive Space versus Event Space	20% passive, 80% civic event, meaning the space is highly ceremonial and limited in its capacity to deliver respite
Built Form Activating the City Park	Large scale civic functions with kiosks, coffee carts and a performance terrace
Events Overlay	Events are of a civic scale and occur monthly or annually
Landscape Identity	Designed as a regional city park with hardscaping, paving, trees, public art and a water play feature

PRINCIPLES SCORECARD

-  **PRINCIPLE 01**
RESPOND TO THE CONTEXT
-  **PRINCIPLE 02**
CONNECT TO STATION STREET
-  **PRINCIPLE 03**
CONNECT TO THE TRANSPORT HUB AND NETWORK
-  **PRINCIPLE 04**
INTRODUCE NEW CONNECTIONS
-  **PRINCIPLE 05**
CREATE THE CITY PARK
-  **PRINCIPLE 06**
INVESTIGATE THE DEVELOPMENT SITE
-  **PRINCIPLE 07**
CONTRIBUTE TO THE CIVIC IDENTITY

SCORE: 6 / 7

- + Concept 3 only scores half a point for introducing new connections as the new north-south and east-west connections prioritise vehicle over pedestrians and cyclist, thus restricting the flexibility of the investigation area.
- + This concept also only scores half a point for contributing to the civic identity of Penrith.

RECOMMENDATION

While this concept supports the intention to deliver a ceremonial place for Penrith, enabling civic events and a formal identity for the city. The smaller green space reduces its ability to meet the needs of the park to contribute to the daily life of the city.

PREFERRED
CONCEPT
AND WAY
FORWARD 07

PREFERRED CONCEPT AND WAY FORWARD

07 Preferred Concept and Way Forward

A concept evaluation process led to the selection of Concept 2 Shared Network as the Preferred Concept for Penrith City Park. This concept provides a flexible civic space that meets the daily needs of workers, residents and visitors, as well as enabling an events mode weekly, monthly or annually as required. The Preferred Concept delivers approximately 7,000sqm of civic space which is commensurate with Penrith as a Regional City Centre.

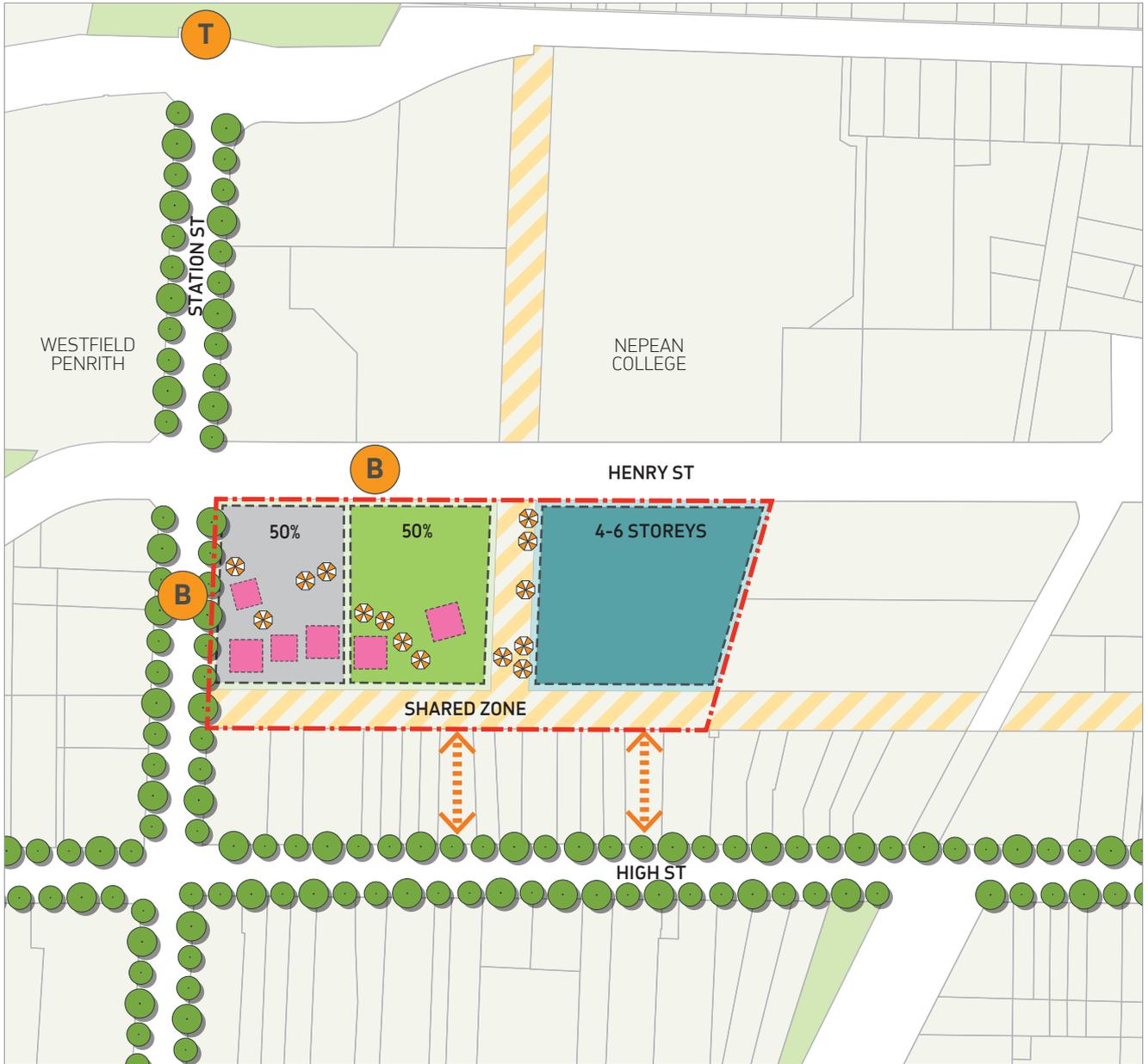
The Preferred Concept for the Penrith City Park meets the requirements of the Penrith Progression in providing a contemporary public space surrounded by a potential mix of housing and specialist retail opportunities.

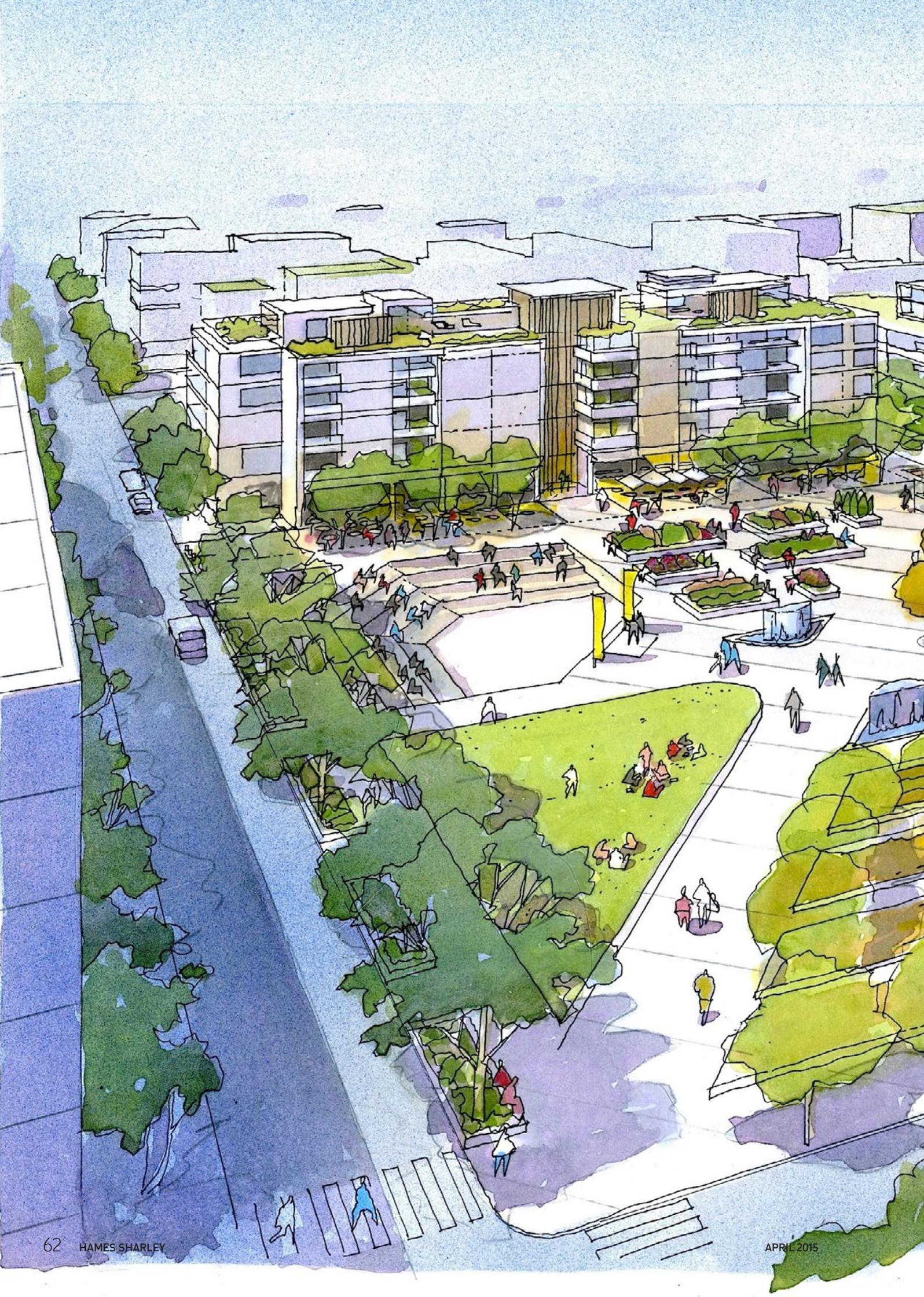
The balance between hard and softscaping will ensure it serves as a cool refuge in hot summers while providing a vibrant drawcard for community and cultural events.

Links from Penrith City Park through to High Street will revitalise the boutique shops and encourage the redevelopment of many High Street arcades into Penrith's laneways. The park will encourage property and business owners in High Street to redevelop their premises with dual frontages to both the City Park and High Street.

The next steps for Penrith City Council include the following actions:

- + Acquire the remaining parcels required to deliver Penrith City Park.
- + Design and deliver Penrith City Park as an exemplar of signature urban design and landscape architecture based on the recommended concept.
- + Prepare a finance plan to fund the construction of the City Park.
- + Prepare, fund and implement a maintenance and activation plan for Penrith City Park.
- + Encourage mixed use development to deliver housing density within the City Park Precinct to further activate Penrith City Park.
- + Examine the appropriateness of surrounding land use zones.
- + Investigate the development of a Cross Cultural Community Centre in the City Park Precinct adjacent to Penrith City Park.







TIM TH ROSBY
APRIL 2014

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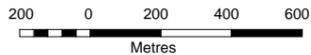
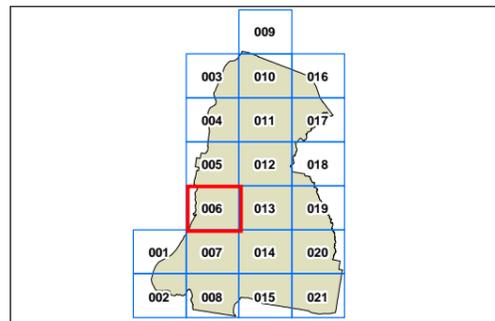
Active Street Frontages Map - Sheet ASF_006

 Active Street Frontage

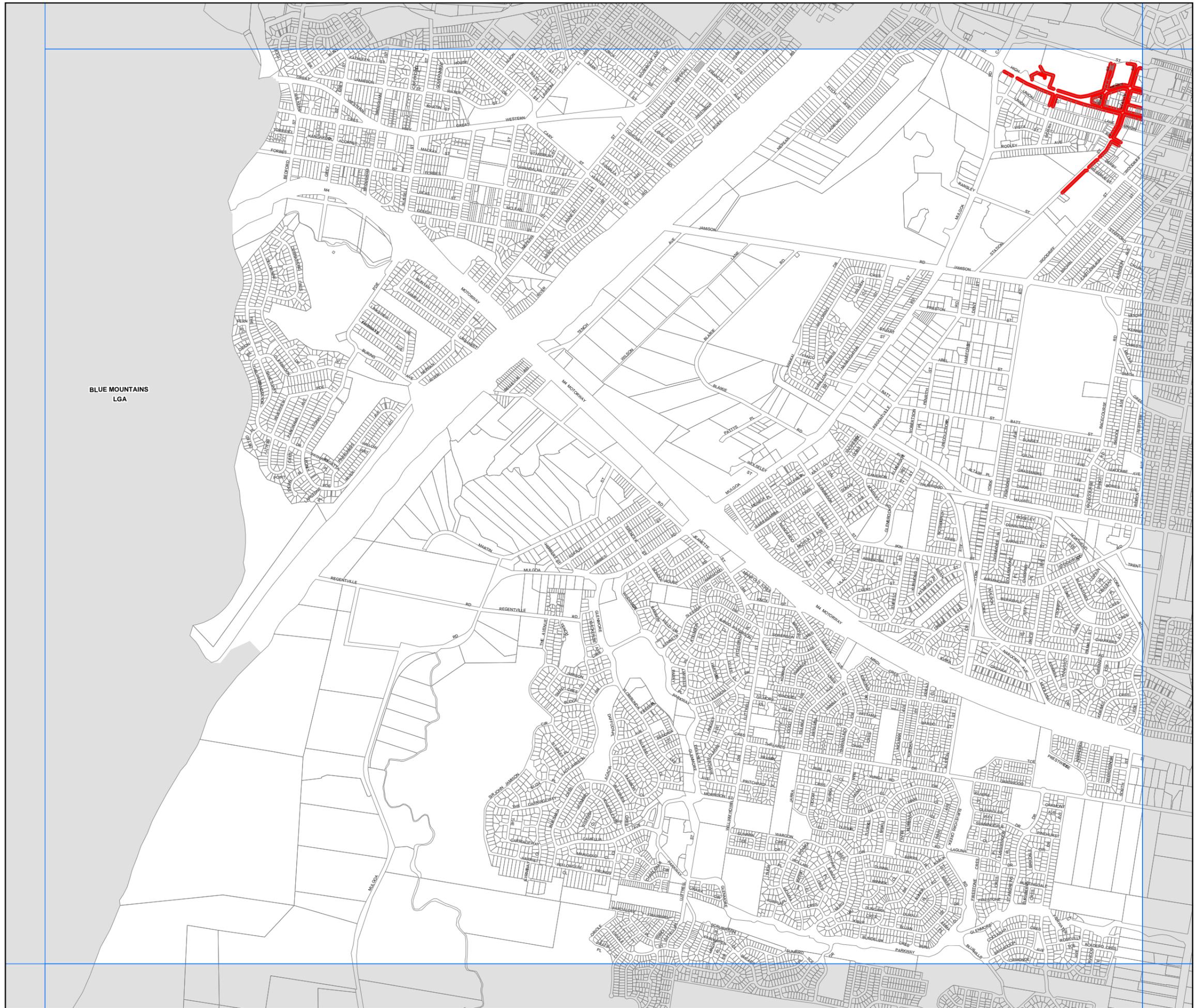
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BLUE MOUNTAINS
LGA



Scale: 1:20,000 @ A3

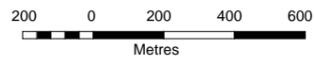
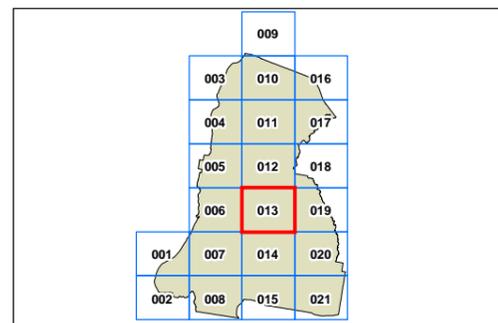
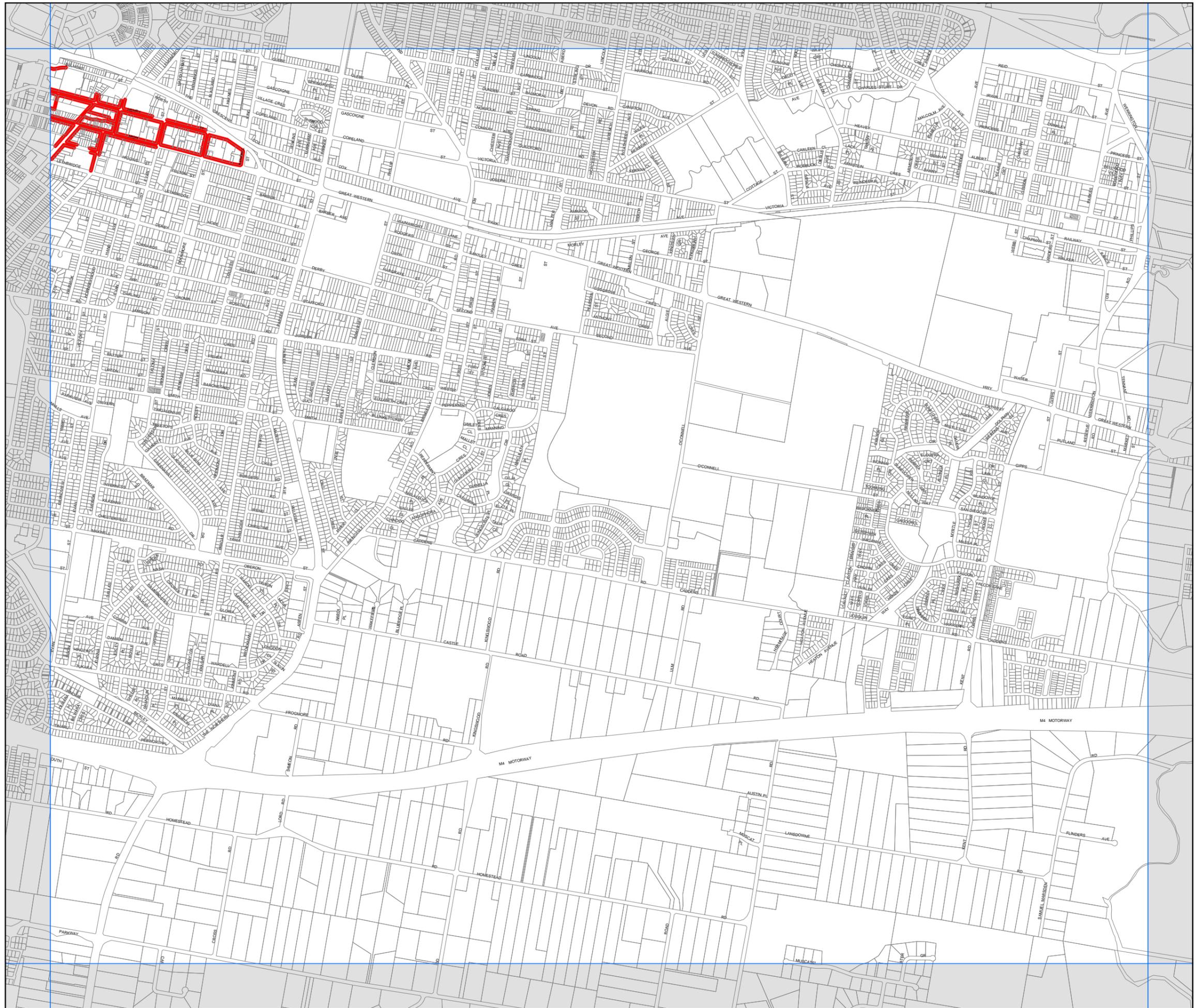


Active Street Frontages Map - Sheet ASF_013

 Active Street Frontage

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Projection: GDA 1994
MGA Zone 56

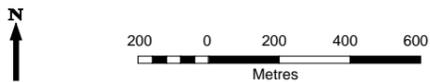
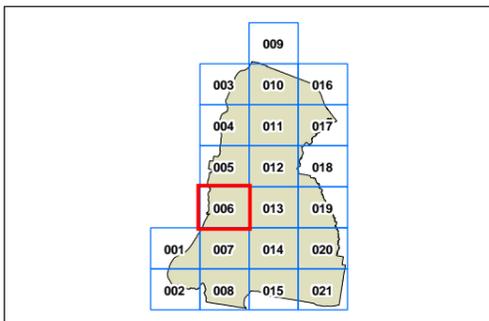
Scale: 1:20,000 @ A3

Zone

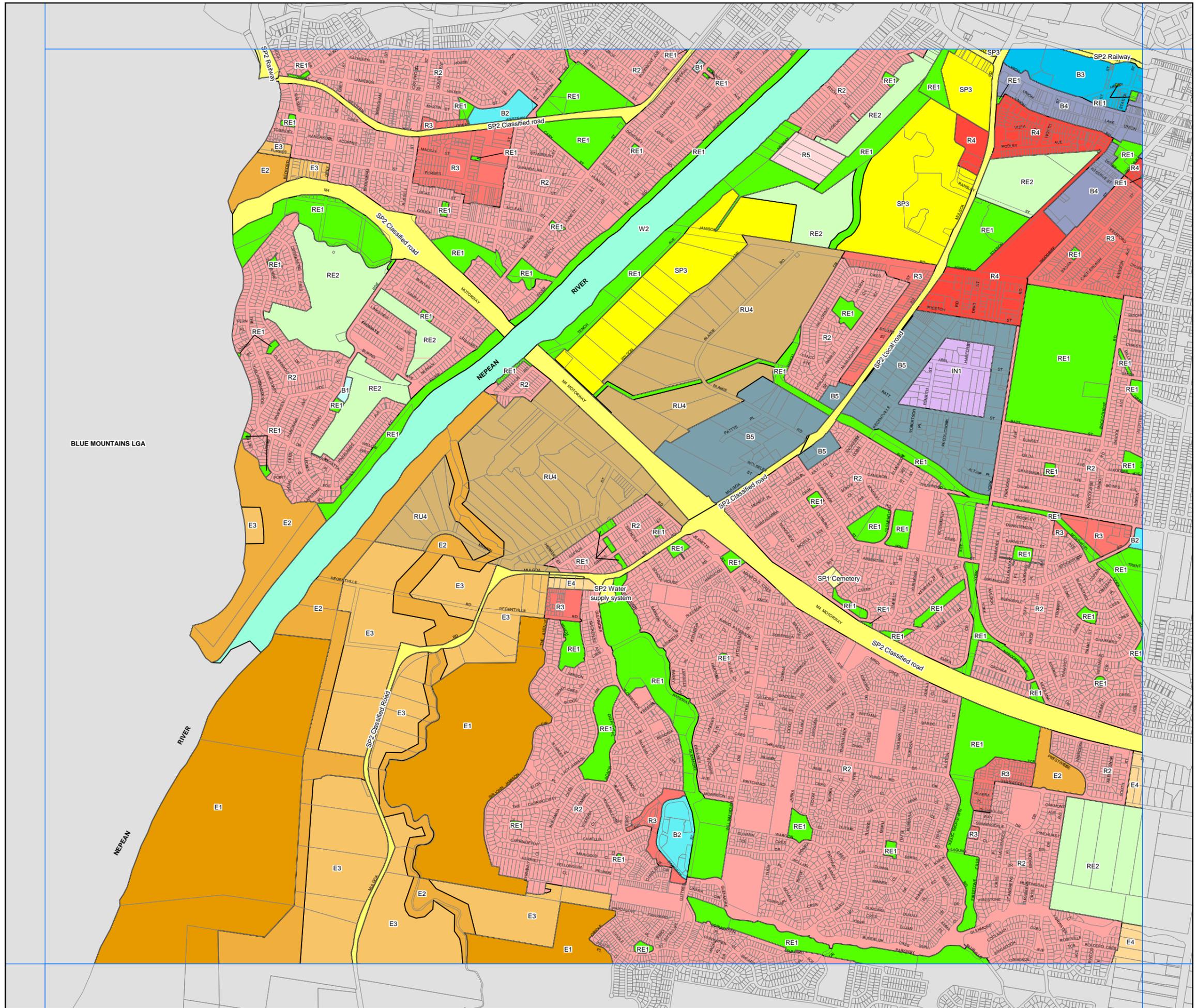
- B1 Neighbourhood Centre
- B2 Local Centre
- B3 Commercial Core
- B4 Mixed Use
- B5 Business development
- B6 Enterprise Corridor
- E1 National Parks and Nature Reserves
- E2 Environmental Conservation
- E3 Environmental Management
- E4 Environmental Living
- IN1 General Industrial
- IN2 Light Industrial
- R1 General Residential
- R2 Low Density Residential
- R3 Medium Density Residential
- R4 High Density Residential
- R5 Large Lot 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
- W1 Natural Waterways
- W2 Recreational Waterways
- DM Deferred Matter
- WSEA SEPP (Western Sydney Employment Area) 2009
- SM SREP No. 30 - St Marys

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Projection: GDA 1994
MGA Zone 56
Scale: 1:20,000 @ A3

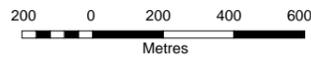
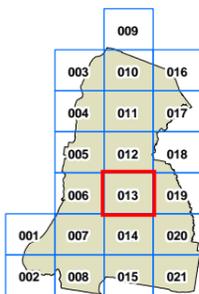


Zone

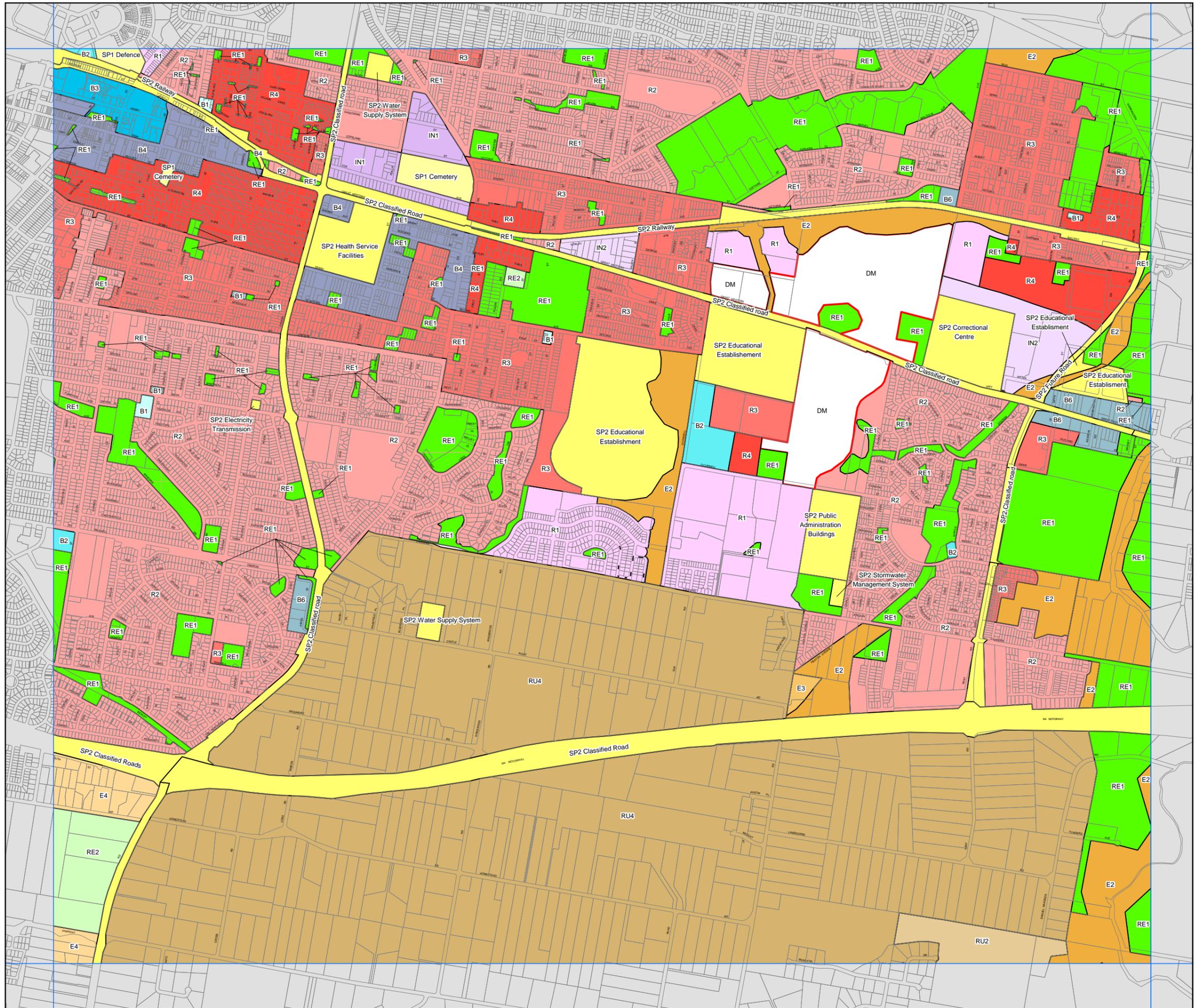
- B1 Neighbourhood Centre
- B2 Local Centre
- B3 Commercial Core
- B4 Mixed Use
- B5 Business development
- B6 Enterprise Corridor
- E1 National Parks and Nature Reserves
- E2 Environmental Conservation
- E3 Environmental Management
- E4 Environmental Living
- IN1 General Industrial
- IN2 Light Industrial
- R1 General Residential
- R2 Low Density Residential
- R3 Medium Density Residential
- R4 High Density Residential
- R5 Large Lot Residential
- RE1 Public Recreation
- RE2 Private Recreation
- RU1 Primary Production
- RU2 Rural Landscape
- RU4 Primary Production Small Lots
- RU5 Village
- SP1 Special Activities
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- SP3 Tourist
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Projection: GDA 1994
MGA Zone 56
Scale: 1:20,000 @ A3



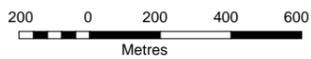
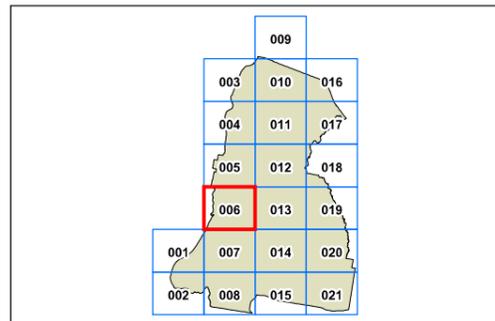
**Height of Buildings Map -
Sheet HOB_006**

Maximum Building Height (m)

A	0
C	5
I	8.5
J	9
K	10
M1	12
M2	12.5
O	15
P	18
Q1	19
Q2	20
R	21
S	24
T	27
U	32
Z	56
AB	80
	Refer to Clause 7.17 and 7.19

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Projection: GDA 1994
MGA Zone 56

Scale: 1:20,000 @ A3



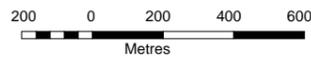
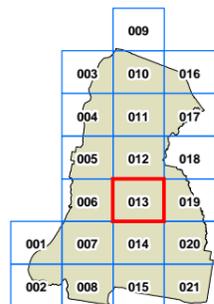
**Height of Buildings Map -
Sheet HOB_013**

Maximum Building Height (m)

- A 0
- C 5
- I 8.5
- J 9
- K 10
- M1 12
- M2 12.5
- O 15
- P 18
- Q1 19
- Q2 20
- R 21
- S 24
- T 27
- U 32
- Z 56
- AB 80
- Refer to Clause 7.17 and 7.19

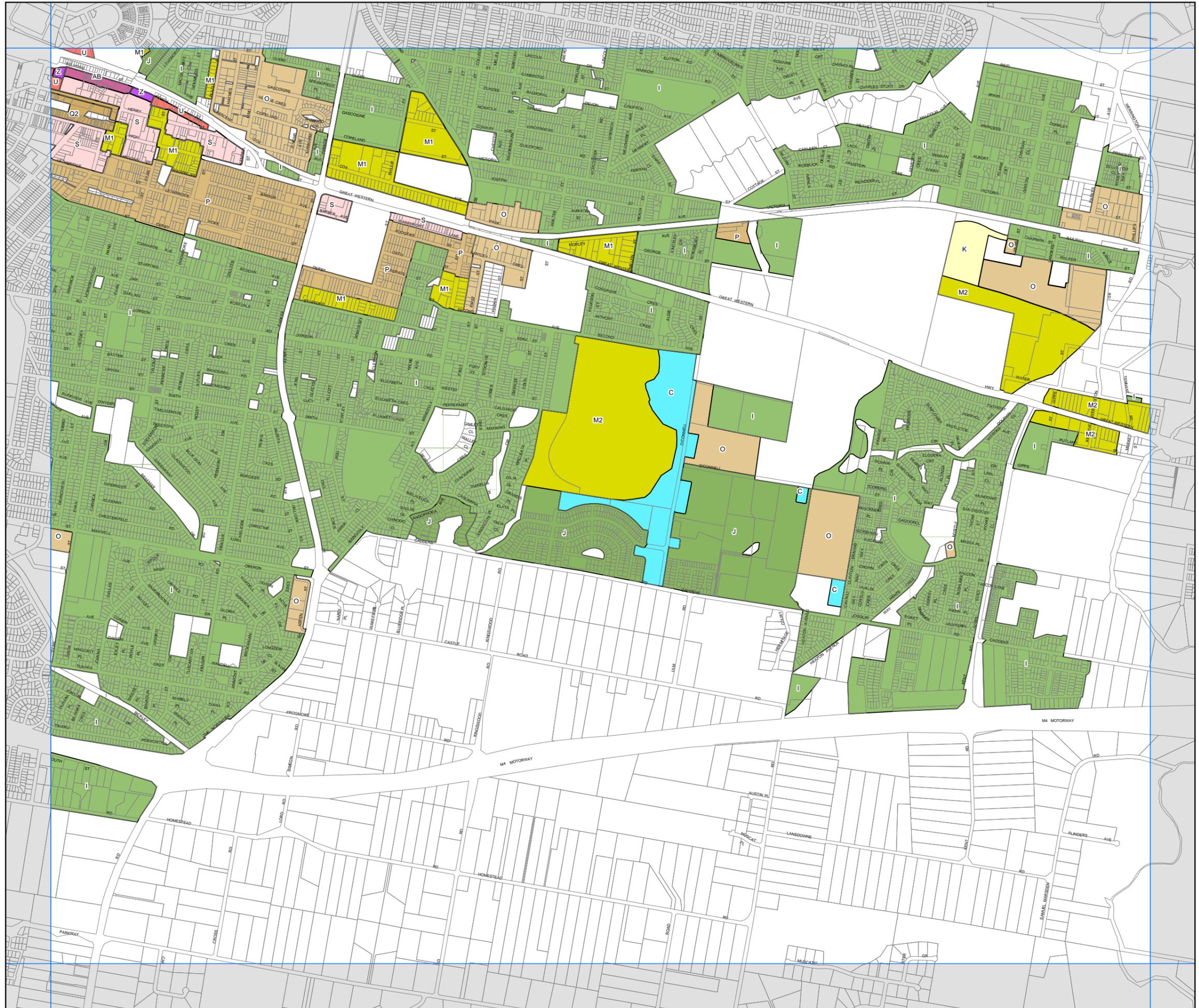
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Projection: GDA 1994
MGA Zone 56

Scale: 1:20,000 @ A3



Attachment 1 – Consideration of Submissions

Submissions – Public Authorities

Issues	Response
Submission 3 – Roads and Maritime Services	
<p>A. The Planning Proposal should be supported by a Traffic/Transport Study which demonstrates how it complies with S.117 Direction – 3.4 Integrating Land Use and Transport, Objective (c) – <i>Reducing travel demand including the number of trips generated by development and the distances travelled, especially by car.</i></p> <p>B. The Planning Proposal should be supported by a suitable infrastructure funding and delivery mechanism which provides details of any road and transport infrastructure works required to support maximum development yields and identify the timing of infrastructure works.</p> <p>C. Further information is required that demonstrates how the preferred City Park Concept Design is consistent with the proposed zoning changes.</p> <p>D. Any proposed shared zone within the City Park Investigation Site should be in accordance with the criteria outlined within RMS Shared Zone Guidelines TTD2014/003 – <i>“Design and Implementation of shared zones including provision for parking”</i>.</p>	<p>A. A traffic study will be required at the DA stage for the mixed use development.</p> <p>B. Infrastructure funding for the City Park will be negotiated through a future VPA to be entered into between Council and the proponents of the City Park development for the delivery of local infrastructure required to meet the needs of the proposed City Park development. This can be addressed once the EOI process for the City Park has been finalised.</p> <p>C. The RE1 Public Recreation zone will form most of the City Park. The B4 Mixed Use zone also permits outdoor recreation facilities and will provide flexibility in the delivery of the City Park.</p> <p>D. Noted.</p>
Submission 10 – Endeavour Energy	
<p>A. An application will need to be submitted for connection of load to Endeavour Energy’s Network Connections Branch.</p> <p>B. To facilitate the Planning Proposal, the padmount substations on the site may need to be decommissioned/relocated and a method of supply will need to be determined to service all other existing customers.</p> <p>C. Endeavour Energy must first be contacted if the future proposed development will encroach/affect Endeavour Energy’s easements/electrical infrastructure.</p> <p>D. The construction of any building or structure that is connected to, or is in close proximity to, Endeavour Energy’s electrical network is required to</p>	<p>A. Noted. Council will contact Endeavour Energy prior to any works being undertaken within the City Park Investigation Site.</p> <p>B. The successful proponent of the project through the EOI process will also be advised of Endeavour Energy’s requirements.</p> <p>C. Noted. Through the future detailed design process, Endeavour Energy will be contacted to determine if the development will encroach on their easements/electrical infrastructure.</p> <p>D. Noted.</p> <p>E. Noted.</p>

Issues	Response
<p>comply with AS/NZS 3000:2007 'Electrical installations' to ensure that there is adequate connection to the earth.</p> <p>E. The relevant restrictions will be applied to the electricity infrastructure for the future development of the site.</p> <p>F. The planting of large trees in the vicinity of electricity infrastructure is not supported by Endeavour Energy. Low growing shrubs, ground covers and smaller shrubs with non-invasive root systems are recommended.</p> <p>G. The site is in a location identified or suspected of having asbestos or asbestos containing material (ACM) present in the network. When undertaking works on or in the vicinity of Endeavour Energy's electricity network, asbestos or ACM must be identified by a competent person. Demolition work is to be carried out in accordance with AS2601: The demolition of structures.</p>	<p>F. Noted. Planting in and around the City Park will be determined through the detailed design phase.</p> <p>G. Noted. This will be addressed at the detailed design stage.</p>
Submission 14 – Sydney Water	
<p>A. The proposed development can be serviced by the water main in Henry Street. Detailed water requirements will be provided at the Section 73 phase.</p> <p>B. The proposed development site is transversed by a number of wastewater mains. Where proposed works are in close proximity to a Sydney Water asset, the developer may be required to carry out additional works to facilitate the development and protect the wastewater main. Detailed wastewater requirements will be provided at the Section 73 application phase.</p>	<p>Noted. These can be addressed at the Development Application Stage.</p>
Submission No. 17 – Transport for NSW	
<p>A. A Transport Study should be undertaken to demonstrate the proposal integrates with existing and planned future walking, cycling and transport networks (i.e. buses and rail) and identify transport facilities and measures required to support future developments.</p> <p>B. The Study should consider the cumulative impacts of surrounding development proposals. Appropriate public exhibition of the Transport Study should be undertaken accordingly.</p>	<p>A detailed traffic investigation for the City Centre will be undertaken as part a separate Planning Proposal that will be prepared in response to a review of the commercial areas of the City Centre. The review will consider the extent and function of the B3 Commercial Core zone, additional permitted uses, laneways, development incentives for commercial development (greater floor to ceiling heights) and any relevant matters drawn from <i>Penrith Progression – A Plan for Action</i>. This Planning Proposal will be prepared in late 2016 or early 2017.</p>

Submissions – Community

Issues	Response
Traffic and Parking (Submission No. 2, 4, 5, 6, 8, 12 and 16)	
<p>A. The submissions requested Council to clarify its plans to replace or offset the lost car parking space and what will happen to the existing businesses within the City Park Precinct. In particular, the Planning Proposal should address the existing off-street public car parking spaces available in Allen Place.</p> <p>B. A park should not be built at the expense of car parking. There is already the Memory Park and also plenty of open space near the River.</p> <p>C. The lack of parking can result in loss of business as vehicular is a major consideration for both businesses and shoppers. Businesses are concerned about the loss of more car parking, especially if future new areas are not identified and built.</p> <p>D. Council's decision to close the access ramps to the adjacent Trade Secret building has resulted in a loss of 85 car parking spots and has seen a 20% decline in business turnover. Three businesses in this close vicinity have closed, others have moved.</p> <p>E. There are issues for loading docks for existing businesses to be considered during construction and once completed.</p> <p>F. Elderly and disabled people would find it more difficult to access High Street and Henry Street.</p> <p>G. Parking is becoming a big problem within the Penrith CBD. Parking around Penrith Station is beyond capacity already.</p> <p>H. Infrastructure should be provided concurrently with the high density residential developments.</p> <p>I. A multi-storey car park could be built adjacent to the City Park site to provide parking for local business and the community.</p> <p>J. Requested to be included in the community consultation process to assist the local businesses with this transition to change.</p>	<p>A. In November 2015, Council sought Expressions of Interest for the Reserve Street and Union Road car parks to facilitate seniors living, mixed use development and public parking. Through this process, the aim is that the development of the Union Road Car Park site deliver an additional 1,000 public parking spaces in a deck to offset the loss of parking. This decked car park will go some way in offsetting the car parking spaces lost in the Allen Place Car Park. The Union Road site is within walking distance to the City Park Precinct, so the impact on businesses and customers is likely to be minimal.</p> <p>B. As a separate process, Council will also be investigating opportunities to build decked car parks in the periphery of the City Centre and sited on existing Council-owned car park land in accordance with its adopted Penrith City Centre Car Parking Strategy (2011). Under this strategy the decks are to replace the surface level parking in the City Centre.</p> <p>C. In relation to infrastructure provision, the City Park Precinct is located within walking distance to Penrith Station, Westfield and the future adjacent mixed use development, the development will contribute to a more walkable City Centre. The additional infrastructure required will be funded through a future Voluntary Planning Agreement (VPA) for the site.</p>

Issues	Response
Inconsistency with Section 117 Directions (Submission No. 7)	
<p>A. The Planning Proposal is inconsistent with Direction 3.4: Integrating Land Use and Transport. The Proposal does not improve access to services, reduces the transport choices and is forcing people to reduce the number of trips, without providing suitable alternatives for people who have no other options due to inadequate public transport options.</p> <p>B. The Planning Proposal is inconsistent with Section 6.2: Reserving Land for Public Purposes. The proposal to rezone the Allen Place Car Park is not acceptable and therefore contravenes the direction. All existing car parking spaces must be included in the design for the site and cannot be left for the development stage.</p>	<p>A. The Planning Proposal complies with Direction 3.4: Integrating Land Use and Transport. The Planning Proposal will see the City Park developed into a mixed use development adjacent to the City Park. The site is also within walking distance to Penrith Station which will contribute to a walkable centre to minimise unnecessary car travel.</p> <p>B. The development of a City Park will provide adjoining residents and business owners with a public park. When delivered, the City Park will represent a significant infrastructure investment by Council for the benefit of the Penrith community.</p>
Urban Design comments (Submission No. 11)	
<p>A. The submission seeks to clarify whether the objectives for the City Park are those in the Hames Sharley Review or if they are encompassed in the Penrith Progression. The objectives should be clarified upfront and continued through each stage to ensure each planning and design process is aiming for the same deliverable.</p> <p>B. There is too much emphasis on development and economics. More emphasis required about the relevance and importance of public open space to the various communities involved.</p> <p>C. The language around the intent for the proposed City Park should reflect qualities such as it being the ‘heart of the city’ and the importance of ‘place making’ and landmark landscape amenity. Words such as ‘leisure’ and ‘creativity’ have little meaning.</p> <p>D. The proposal should clarify the extent of deep soils which will be critical to achieve amenity and provide more greening in the city centre. There are depth limits for basement car parking due to sub-surface water level of the river. Expectations to keep parking onsite and any miscalculation for onsite capacity should not compromise the extent of deep soil areas. There are a number of very mature fig trees that should be carefully considered for retention.</p>	<p>A. The objectives for the Penrith City Park are embedded across a number of documents including those mentioned (the Hames Sharley Review and the Penrith Progression) as well as the Penrith City Centre Strategy (2006), Penrith City Centre Vision (2007) and the Penrith Civic Improvement Plan (2008).</p> <p>B. Noted. However, the emphasis on development and housing was made to reflect the need to enable the types of land uses needed to stimulate economic activity around the City Park.</p> <p>C. Noted. The Planning Proposal, as a document that explains the proposed LEP amendment, would not be the right document to include these. As a separate project, Council is working with urban designers to develop an urban design strategy for the City Park which would reflect the Park’s qualities.</p> <p>D. Noted. See Point C above – the Planning Proposal only seeks to facilitate an LEP amendment. The Urban Design work would incorporate the extent of deep soils. The limitations for basement car parking and the retention of mature trees would be addressed at the detailed design stage.</p>

Issues	Response
<p>E. The City Park site has a relatively low height limit (4-6 storeys) when compared to the Incentives Clause Planning Proposal. The submission suggested the City Park development be included as a key site in the Key Sites Planning Proposal.</p> <p>F. The overshadowing can be managed through a stepped design. The proposed amendment to sun access is supported, but any testing of the built form overshadowing is not provided to back up the Hames Sharley options.</p> <p>G. The commercial opportunities that could exist could be emphasised more, e.g. a permanent market hall, kiosk, cafes, that will help activate the park rather than the typical activation of edges.</p>	<p>E. The key sites in the City Centre were identified by the Cities Taskforce in 2007. They were identified as having potential to accommodate additional floor space subject to the proposed development exhibits design excellence. In work undertaken for the City Park so far, an increased building height was not identified as a potential option.</p> <p>F. 'Testing' of the built form overshadowing can be undertaken at the detailed design phase either through the EOI process for the City Park and/or at the Development Application stage.</p> <p>G. The potential for the site to be used for commercial opportunities can be determined at the detailed design phase.</p>
General Comments (Submission No. 1, 9, 13, 15)	
<p>A. The City Park could benefit from a picnic table that allows a person in a wheelchair to eat at the table that could be useful for the City Park (photograph included).</p> <p>B. Supports the proposed introduction of residential into the site which will encourage development of the City Centre and promote a vibrant mix of uses. It is agreed that the remaining commercial core area is sufficient to cater for the future growth of the Penrith Commercial Core.</p> <p>C. Both Memory Park and the Pop up Park are currently underutilised. Observing usage for these parks would determine whether or not a City park is necessary.</p> <p>D. The proposed park was an early stage in the Penrith Progression, which now appears to be disbanded as Council now has plans with the Incentives Clause Planning Proposal. There will be no land available for jobs and the Penrith Progression will never eventuate.</p> <p>E. The Planning Proposal should be modified to include the land proposed to be zoned RE1 Public Recreation. The current proposal isolates the park from the area for rezoning to B4 Mixed Use and predetermines the park's size and location.</p>	<p>A. Noted. This can be considered as part of the detailed design phase for the City Park Precinct.</p> <p>B. Noted.</p> <p>C. The City Park will provide a civic space for the City Centre, and will serve a different purpose to the Memory Park and Pop up Park. The City Park is located more "centrally" and will be surrounded by a mix of housing and specialist retail opportunities that the other parks do not provide.</p> <p>D. The Penrith City Park is a priority Penrith Progression Project.</p> <p>E. Noted. The proposed RE1 Public Recreation would guarantee the use of that land for recreation purposes and would ensure the land is in public ownership. The B4 Mixed Use zoning for the entire site would open up the entire Precinct for redevelopment.</p> <p>F. Urban design work is currently being undertaken to develop a framework for the development of the City Park which addresses the social, economic and environmental values of the Precinct.</p> <p>G. The B4 Mixed Use zone responds to the principles outlined in the Hames Sharley City Park Review as it allows mixed use development within the City Park Precinct to further activate Penrith City Park.</p>

Issues	Response
<p>F. The objectives for the Park and Precinct can be achieved through a master planned approach for the whole precinct. This approach should also include infrastructure planning for the Precinct, including overall site grading, overland stormwater and flood management, access for vehicle driveways, pedestrian connections, etc.</p> <p>G. The Hames Sharley review predates the proposed B4 Mixed Use zoning and does not optimise the location of the facility in the context of the proposed B4 Mixed Use zone. The urban design specifications for the City Park needs to be compatible with the rest of the open space.</p> <p>H. There is still a large demand for residential unit development in key locations close to transport nodes. This Precinct presents an opportunity to capture the benefits and should not be constrained by height and scale limitations.</p> <p>I. The Park's requirements, funding and its delivery can be readily addressed in the Section 94 process or by developer agreement. The separate planning and delivery of the park requires an upfront expenditure by Council to deliver the Park.</p> <p>J. The private stakeholders of properties within the proposed B4 Mixed Use have not been actively been engaged in the stakeholder process. The submitter is seeking Council's engagement in the negotiations for the "Invest in the New West – Invitation to Partner Central Park Village".</p>	<p>H. Noted. The City Park Planning Proposal includes a significant component of the B4 Mixed Use zoning, which permits residential development. No changes to the height are proposed as the current limit (20m) is considered appropriate. The scale of the development would be determined by the EOI process, and lodgement of a Development Application.</p> <p>I. Noted. Funding for the City Park is included in the Penrith City Centre Civic Improvement Plan (CIP). The EOI would also include a component of infrastructure delivery.</p> <p>J. Noted. Council will continue to engage with stakeholders in the development of the City Park.</p>