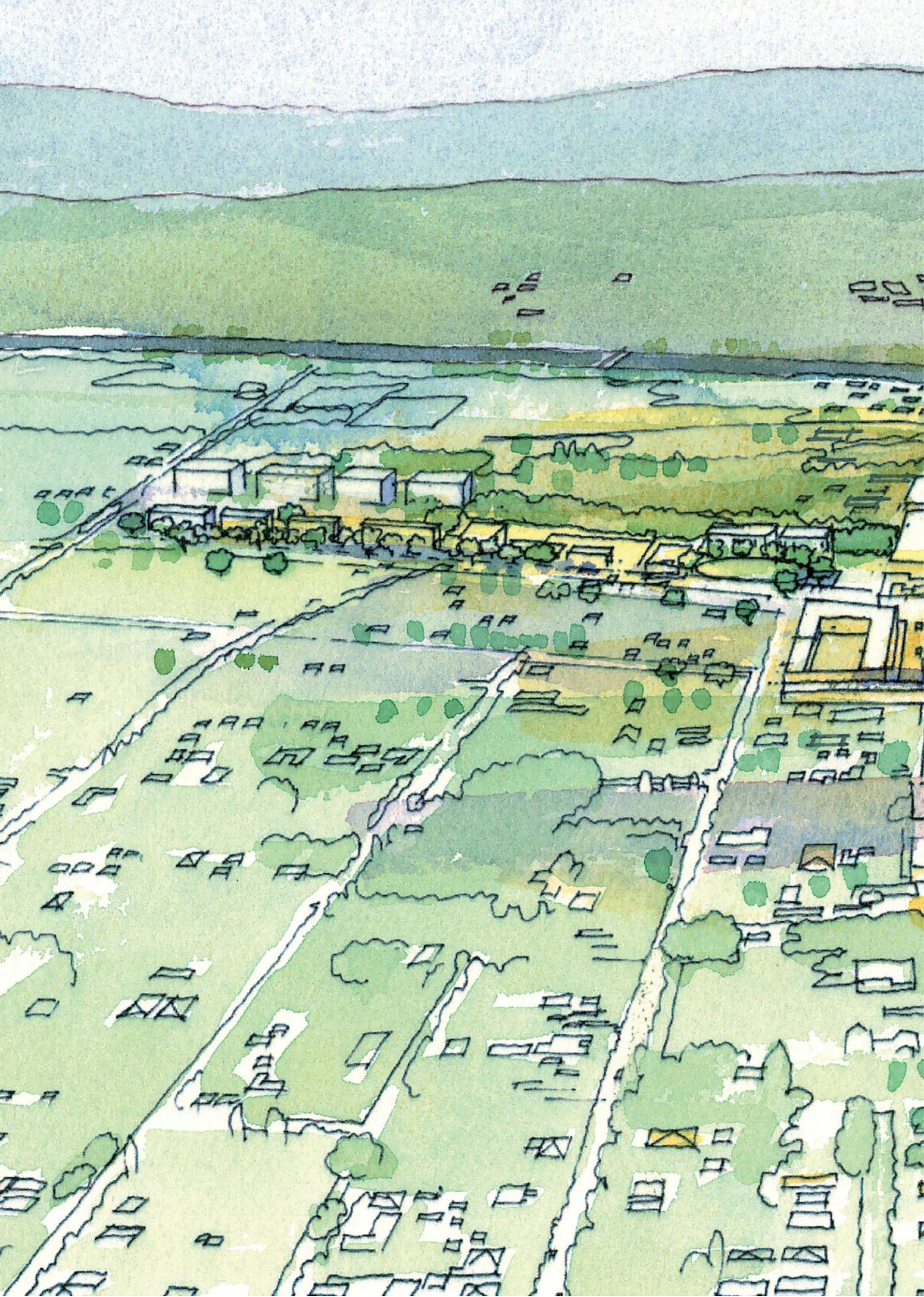
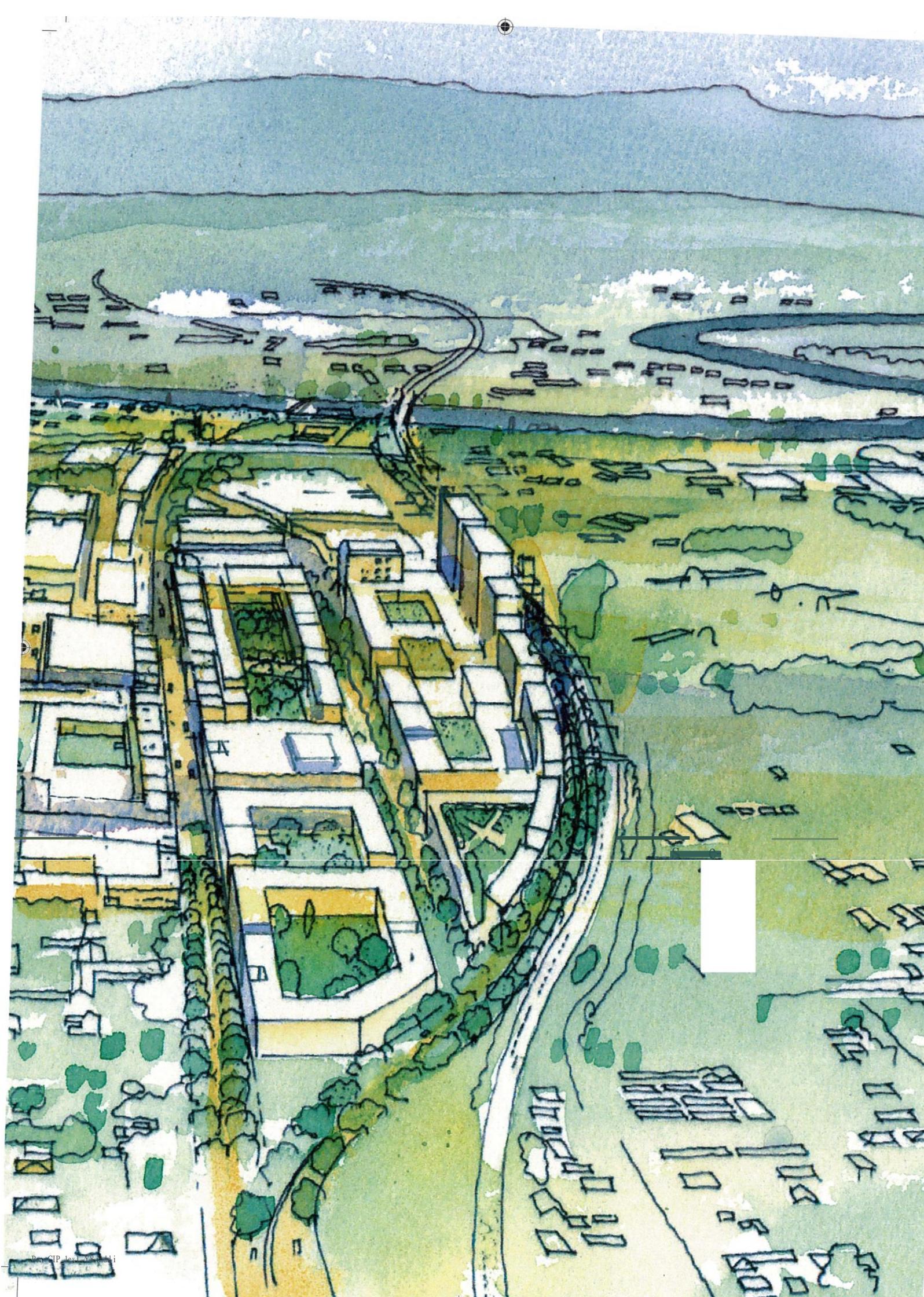


Civic Improvement Plan



Revitalising **Penrith** CITY CENTRE PLAN





● **cities TASKFORCE**

This document was prepared by the Regional Cities Taskforce, a group that included planners and urban designers from the Department of Planning and the local council for each of the six regional cities.

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Civic Improvement Plan
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1. Introduction

1.1 CIVIC IMPROVEMENT PLAN

This Civic Improvement Plan for the Penrith city centre provides a description of the civic infrastructure needed to support the growth and development of the city centre. It also outlines the framework for contributions to be made towards the funding and provision of the infrastructure in association with future development in the city centre.

This Plan is one of four documents prepared jointly by the Department of Planning and Penrith City Council for the Penrith city centre as part of the Cities Taskforce established by the Minister for Planning. The four planning documents comprise a Vision Statement, Local Environmental Plan (LEP), Development Control Plan (DCP) and Civic Improvement Plan (CIP).

This Civic Improvement Plan is a critical component to achieve the city vision, high quality urban design and public domain character for the Penrith city centre as described in the accompanying Vision document. The Vision establishes the nexus between growth, development and the need for public domain projects and special city centre projects identified in this Civic Improvement Plan. This Plan sets design principles and incorporates design strategies for the public domain and special projects needed to support growth and development in the city centre. It guides the funding and provision of this civic infrastructure. The development of these special projects is integral to the successful revitalisation and growth of the city centre. The Civic Improvement Plan also includes public domain projects for paving, street trees and urban furniture that are important components of the character of the city centre.

The public domain projects and special city centre projects are to be partly funded by monetary contributions levied under Section 94 of the Environmental Planning and Assessment Act 1979 (EP & A Act) from new development in the Penrith city centre as shown in the map in Appendix 1. The contributions are shown in the following tables.

1.2 AIMS OF THE PLAN

- a) To strengthen the regional position of the Penrith City Centre as a multifunctional and innovative centre that encourages employment and economic growth.
- b) To raise funds required to provide the capital works and infrastructure needed to service the new development likely to occur within the Penrith City Centre over the next twenty years.

1.3 STATE INFRASTRUCTURE STRATEGY PROJECTS

The State Infrastructure Strategy also includes the following civic improvements relevant to the growth of the Penrith City Centre over the next ten years:

- Quadruplication of rail line;
- Nepean Hospital expansion and refurbishment;
- Penrith High School upgrade; and
- Penrith Court upgrade

SUMMARY OF DEVELOPMENT CONTRIBUTIONS

Item	S.94 Contribution Rate
Multiple dwelling	\$7,707 per dwelling
Seniors Living housing	\$4,817 per dwelling
Commercial office use	\$148 per sq.m GFA
Retail use	\$85 per sq.m GFA
Industrial / warehouse use	\$59 per sq.m GFA
Car parking contribution for commercial development if not provided on-site	\$17,500 per car space
S.94 administration contribution	1% of the total S.94 contribution

Note: GFA means gross floor area

SUMMARY OF CITY CENTRE PROJECTS

Project	Cost
City Park and Square	\$15 million
Civic Precinct	\$2 million
* Public Domain	\$10 million
High Street	\$2 million
Station Street	\$1 million
Woodriff Streets	\$1 million
Jane Street and Bypass	Separate infrastructure levy agreement
** Community Precinct, Judges Park and Memory Park	\$9.5 million
Traffic Management and access	\$15 million
Stormwater	\$2 million
Total	\$57.5 million
*** Multi storey carparks	\$57 million

* Total cost of public domain projects is \$19 million of which \$10 million will be funded by S.94 under this plan.

** The figure of \$9.5 million includes \$7.5 million for community precinct including Memory Park and \$2 million for Judges Park. (The total cost of community facilities is \$15 million to which \$7.5 million (50%) will be funded by S.94 under this plan.)

*** Demand for multi-storey car parks is based on projections, but depends on the extent to which new commercial development chooses to provide parking on site or pay a S.94 contribution towards a multi-level car park.

2. Public domain projects

This section identifies strategies for enriching and expanding the public domain and design for streetscapes and key public spaces. The design strategies for the public domain are for street and park improvements, creating new public squares and enhancing the landscape setting of the city centre. The public domain design strategies are for the provision of new paving, tree planting, lighting, urban furniture, signage and city ecology.

Detailed design guidelines for proposed works will be further defined in the Penrith City Council's Public Domain Technical Manual and Access and Movement Strategy.

The cost of public domain upgrades within the city centre is estimated to cost \$19 million. This plan will contribute \$10 million towards meeting these costs.

2.1 OBJECTIVES

The design strategies for the public domain are intended to:

- set a series of common goals and objectives to guide Council, community and developer decisions;
- produce a document that builds on the qualities and characteristics of the physical setting and that reflects the cultural lifestyle of the city;
- develop a contemporary, location sensitive streetscape typology that recognises the aspirations of the community and Council;
- outline both qualitative and quantitative guidelines to assist the appropriate choice of individual design treatments, having regard to the conditions and characteristics of each precinct;
- identify improvements to the functionality and liveability of the public domain;
- provide a balance between pedestrian and vehicle occupation of the city; and
- act as a catalyst in the revitalisation of the city centre.

2.2 PUBLIC DOMAIN FRAMEWORK

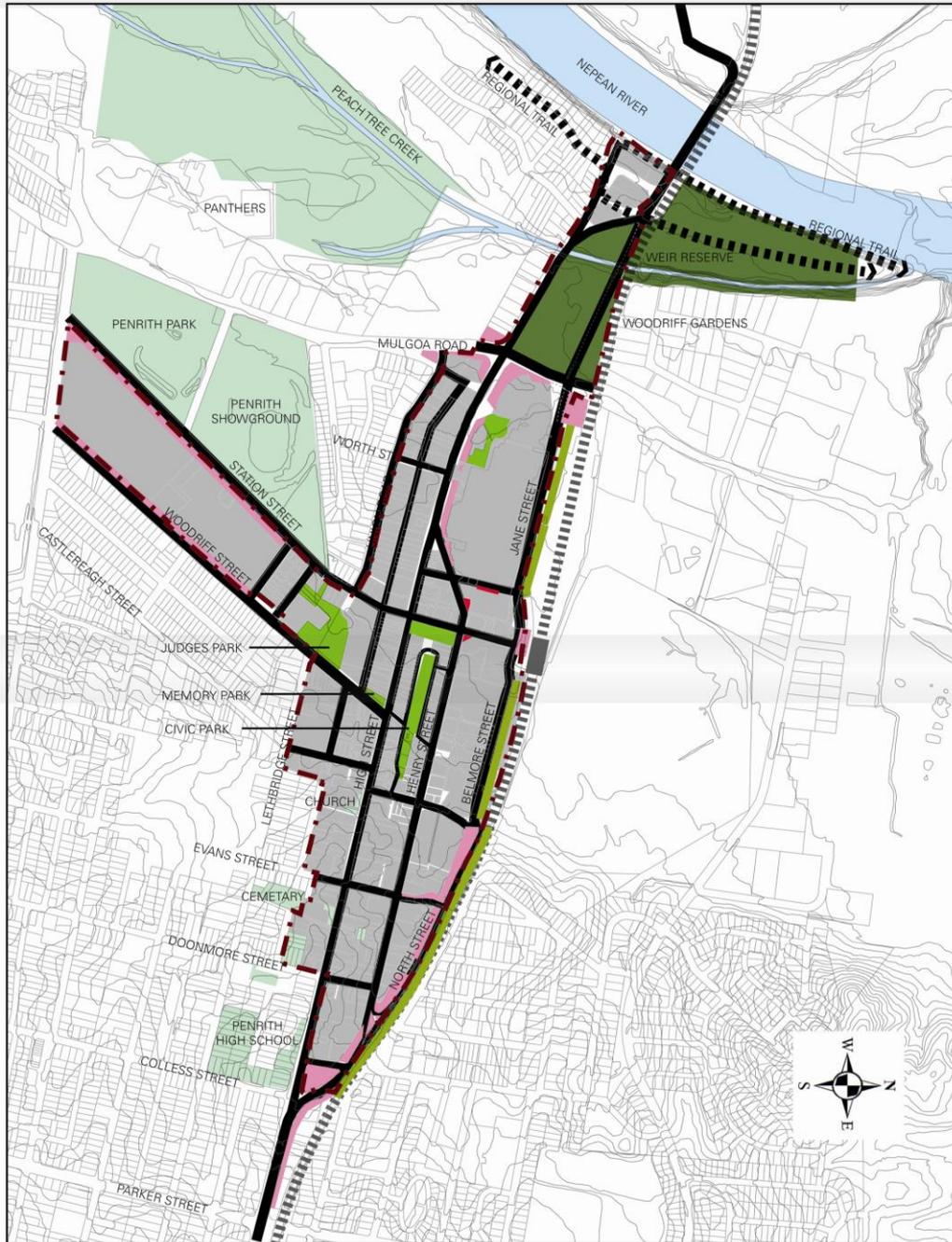
Streets and open spaces form the public domain structure of the city centre, connecting:

- the major transport nodes with the commercial and retail hub;
- activity areas with recreation facilities;
- open spaces with each other to create a network of places with complementary recreation opportunities;
- the city centre to the Nepean River; and
- residential areas in the city centre.

A clear hierarchy of streets and movement corridors, as shown in Figure 2.1, is proposed for the city centre defined by use, location, setting and connection, in response to a variety of needs.

The city centre has a well defined core situated within the river valley below the escarpment of the Blue Mountains. The character of the city is largely defined by a variety of landscape spaces within and surrounding the centre, including:

- generously planted open spaces in the public domain at the edge of the city that reinforce a landscape quality for the centre; and
- a series of new and upgraded existing urban parks and squares in the core of the centre that will provide a range of open space opportunities and improve the city image.



PUBLIC DOMAIN FRAMEWORK

- Streets, lanes and major pedestrian connections
- Urban parks and civic squares
- Entry / gateway landscape
- Parks and open space
- Ecological corridors
- Contributory green space
- Small public spaces
- DCP Area

2. Public domain projects

2.3 STREET TYPES STRATEGY

The streets of the city centre vary in scale, orientation, function and importance. The street typology is defined in this plan as a basis for future more detailed streetscape design strategies.

Streets form the framework for the public domain, providing access to both private and public buildings, and linking open spaces and places of activity. Well designed streets can:

- enhance and strengthen the legibility and hierarchy of the city's streets;
- create a convenient pedestrian network linking parks and public spaces, unifying the city and enhancing pedestrian and recreation experiences;
- improve amenity and reduce vehicle/pedestrian conflict; and
- create a memorable image of the city centre.

The public domain of the city centre is contained within the major traffic streets of Jane Street and Mulgoa Road, which skirt the centre and provide the main access to the city. The main east-west streets are the principal routes through the centre and connect to the Nepean River. These streets have views to the mountains. North-south streets are shorter, forming a connective network through the city centre.

Street type is determined according to:

- street hierarchy – the importance of the street in the network, and contribution to the life of the city;
- built form – the quality of space created by the built edge, and presence of awnings;
- the level and character of activity within the street – determined by accessibility and ground floor building use; and
- connections to public buildings and spaces, relationship to important cultural items or landscape elements.

Each street type will have a distinctive character, defined primarily by use and built form, but reinforced through streetscape design elements such as tree planting, paving, lighting and furniture.

The design and character of the streets should respond to existing environmental conditions including topography, views and existing trees, as well as street function, and role within the street hierarchy.

There are broadly five street character types relating to the predominant use of adjoining buildings and corresponding intensity of pedestrian movement. These are shown in Figure 2.2.

Gateway Streets

There are three major approaches to the city centre:

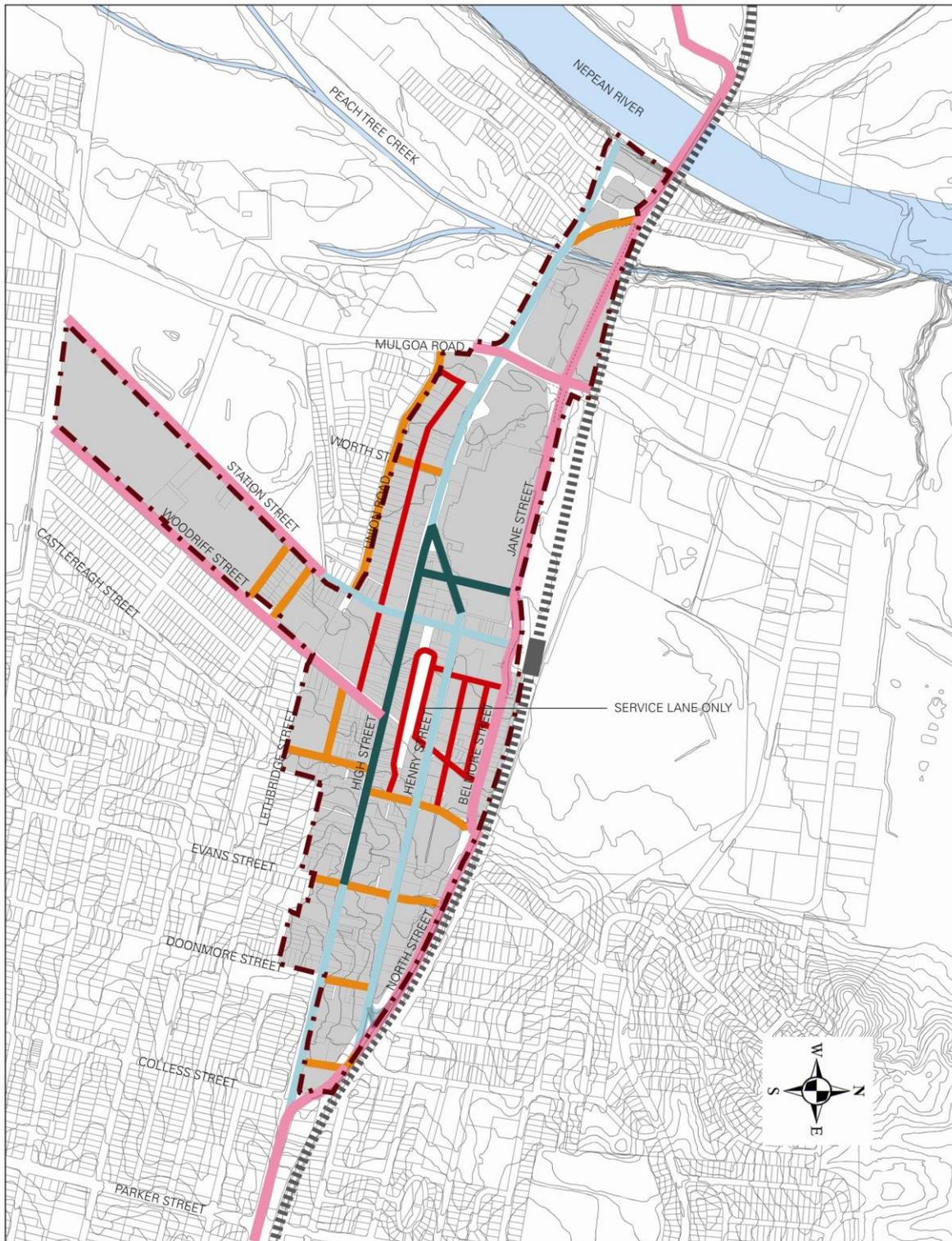
- Jane Street/Belmore/ North Street on the northern edge, which connects the centre to the Great Western Highway and Sydney to the east;
- Mulgoa Road on the western edge of the centre, connecting to the motorway and suburbs to the north and south; and
- Woodriff Street and Station Street are secondary entries, leading from Jamison Road into the centre.

Design of these streets should reinforce the sense of journey to the centre, and should reflect the character of the rural/natural landscape setting that is important to the image of Penrith. These streets are generously scaled, and can accommodate large scale street trees on both sides, and where possible, in the median. A landscape setback to buildings on both edges will enhance the landscape character.

Major City Streets

These streets form the primary movement spines in the city centre, running east-west between the gateway streets. They are the principal address for the commercial and cultural life of the city. The two main streets, High Street and Henry Street, support slightly different activities, and have a different character. These streets will have best quality paving, pedestrian lighting for night activities, public art and high order street furniture.

FIGURE 2.2: STREET CHARACTER



STREET CHARACTER

-  Gateway streets
-  Major city streets type 1
-  Major city streets type 2
-  Connecting streets
-  Lanes
-  DCP Area

2. Public domain projects

Type 1

High Street and Riley Street, and the portion of Henry Street linking the two, form the main area of pedestrian activity in the centre. These streets support retail activity, and contain cafes and restaurants. Parts of High Street have views to the Blue Mountains escarpment. The character of High Street will be urban, with awnings and predominantly no street trees. The street will be enhanced by green pockets, formed by planting in parks and squares and dedicated areas of the street. These streets will have high quality paving, pedestrian lighting for night activities, public art and high order street furniture. Riley Street has an intimate character, with intense use, framed by street trees.

Type 2

Henry Street has a far more mixed use, supporting retail and commercial activity, as well as public buildings. The street has less pedestrian use, and no visual link to the mountains or the river. The absence of awnings give the street a more generous scale at pedestrian level, and allows for planting of large street trees. These streets have best quality paving, pedestrian lighting for night activities, public art and high order street furniture.

Connecting Streets

These streets form links between all the major city streets. They are generally smaller in scale, with mixed use retail and commercial uses. Most of these streets will support street trees and have best quality paving in the core, pedestrian lighting for night activities, and high order street furniture. A mix of small scale trees will create a different character for each street.

Lanes

Low profile narrow streets allowing mid block pedestrian and service vehicle access. Lanes should be treated as an integral part of the city image, with good quality urban design and finishes.

2.4 PARKS AND PUBLIC SQUARES STRATEGY

Parks and public spaces create a public amenity that provides for the needs of all members of the community. These spaces join with streets to generate a public domain network with a variety of recreation opportunities. The design of each space should reflect the function of the place, its existing or potential character, and its place in the overall structure and hierarchy of the public domain.

The city centre lacks a cohesive system of civic spaces – those spaces which are highly urban in character and which cater for intensive use such as festivals and cultural celebrations.

A new city park and square are proposed in the heart of the city at Allen Place to provide improved amenity in the centre. Existing small parks will be upgraded to suit the image of the centre, and to provide a balance of recreation opportunities throughout the public domain.

2.5 PUBLIC ART STRATEGY

Public art is an important way to build on the identity of the city. It has a role in finding:

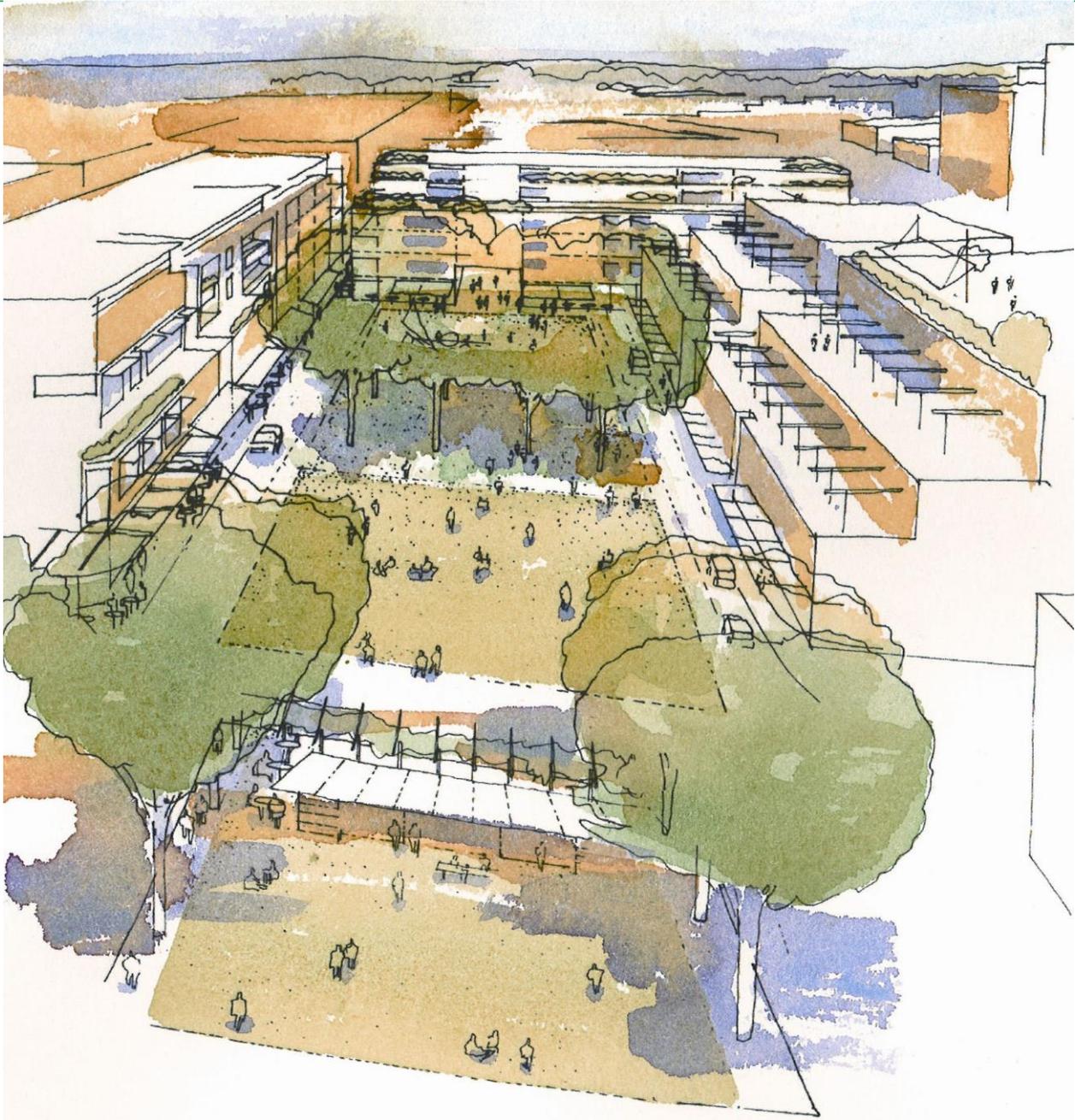
- to improve legibility, and in place making;
- interpreting the physical character; and
- defining a cultural identity.

It can also engender civic pride and promote the city's regional and national significance.

Public art ranges from the monumental to the ephemeral. Expressions of public art include:

- free standing art objects;
- artists' involvement in the siting, layout and design of public spaces – the design of a space in an artful way;
- artists' involvement in creating specific site elements such as paving, street furniture, and fountains;
- ephemeral new media and lighting projects that may include buildings and structures as part of a temporary artwork; and
- festivals and other cultural events.

Public art is encouraged in the streets and open spaces of the public domain. A commitment



City park and square

to the funding of artworks and involvement of an artist is desirable at the inception of each project. The artist should have the opportunity to work with urban designers and landscape architects at the planning stages of each project, to be able to develop an appropriate strategy for each place.

A strategy for public art should also consider the hierarchy of streets and places in planning and funding artworks.

2. Public domain projects

2.6 PAVING AND STREET FURNITURE STRATEGY

Materials used in the public domain should be durable, robust and easily maintainable and should meet the requirements of environmental sustainability. Selection of paving materials and surface treatments are particularly important in coordination of the public domain to ensure consistency and continuity. Appropriate design of surfaces in streets and open spaces is essential in meeting the access needs of all pedestrians.

The plan opposite (Figure 2.3) presents concepts for paving throughout the city centre and provides a framework for development of a paving policy for Penrith city centre. The new paving policy will:

- unify the city through the use of consistent paving types;
- improve the overall image of the city;
- define places of particular importance or special interest; and
- improve accessibility for all users.

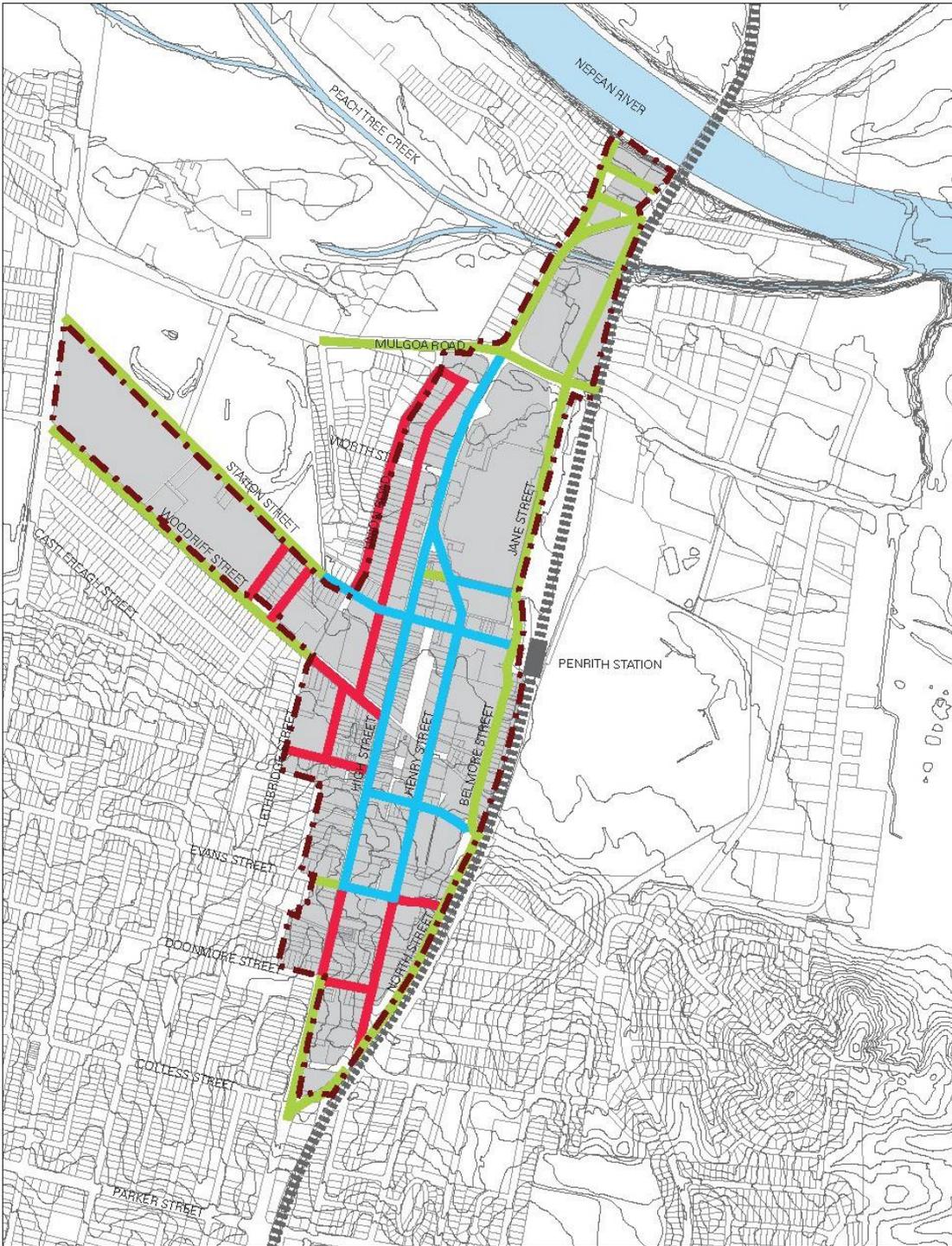
The strategy for paving and furniture layout and quality is closely based on street types. The most intensely used and high profile spaces in the city centre will have the highest quality of paving. The city square treatment is based on materials and patterns used in the recent upgrade of Riley Street, Henry Street and Station Street.

Urban furniture, including seating, bins, and bollards are an essential part of the public domain. Furniture should provide a good level of amenity without causing clutter. Where other elements such as built form, street trees, lighting or public art define the character of the street, furniture should take second place. In some places, however, furniture may be used to define space and set a particular character.

Generally, there should be a range of furniture that is standard throughout the city centre to promote a homogenous image and allow for easy maintenance. Some places are defined as special, allowing for custom designed or individually selected furniture.

Detail design for paving and street furniture will be outlined in a separate Public Domain Technical Manual.

FIGURE 2.3: PAVING AND STREET FURNITURE STRATEGY



PAVING + FURNITURE

-  High quality in core plaza treatment - unit pavers with bands (laid on concrete)
-  Bands of unit pavers with concrete panel infill
-  Concrete path with grass / planted verge
-  DCP Area



2. Public domain projects

2.7 TREE PLANTING STRATEGY

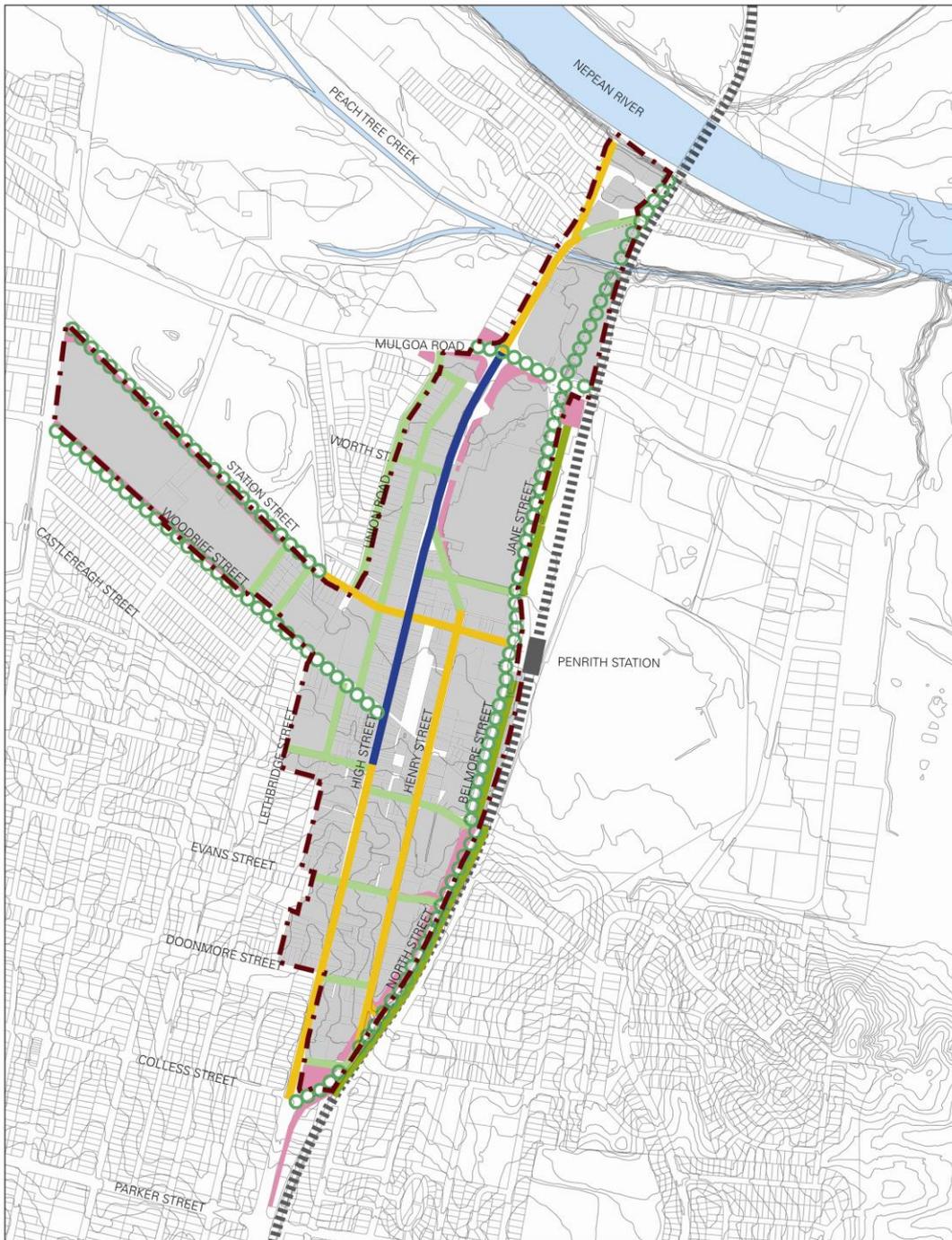
Strong planting of street trees can make a significant impact on the ecology and comfort of a place. The streets of the centre vary in scale and character, offering different opportunities for planting. Trees should be used to enhance the character of each street, and create diversity through the centre.

The following are guiding principles for development of a Tree Planting Strategy (See Figure 2.4):

- enhance the city centre microclimate by using planting to improve physical comfort through lowering of temperature in summer, softening of wind movement and control of reflected light;
- select and locate trees to enhance the visual connections along streets and to form a visual and symbolic link with the landscapes of the river and the mountains;
- select local tree species to reinforce the identity and visual character of Penrith city centre;
- create an ongoing city ecology by using appropriate species for the area, exposure and topography;
- select predominantly evergreen trees to reduce the impact of concentrated seasonal leaf drop;
- use a range of trees to create diversity in character;
- retain and build on existing tree planting; and
- the tree strategy shall be considered in conjunction with the lighting design and allow for mature canopy to ensure lighting standards are maintained for the life of the development

Detailed design for tree planting will be outlined in a separate Public Domain Technical Manual.

FIGURE 2.4: TREE PLANTING STRATEGY



TREE PLANTING

-  Gateway streets
-  Urban character street
-  Civic streets
-  Connecting streets
-  Entry / gateway landscape
-  DCP Area

2. Public domain projects

2.8 LIGHTING STRATEGY

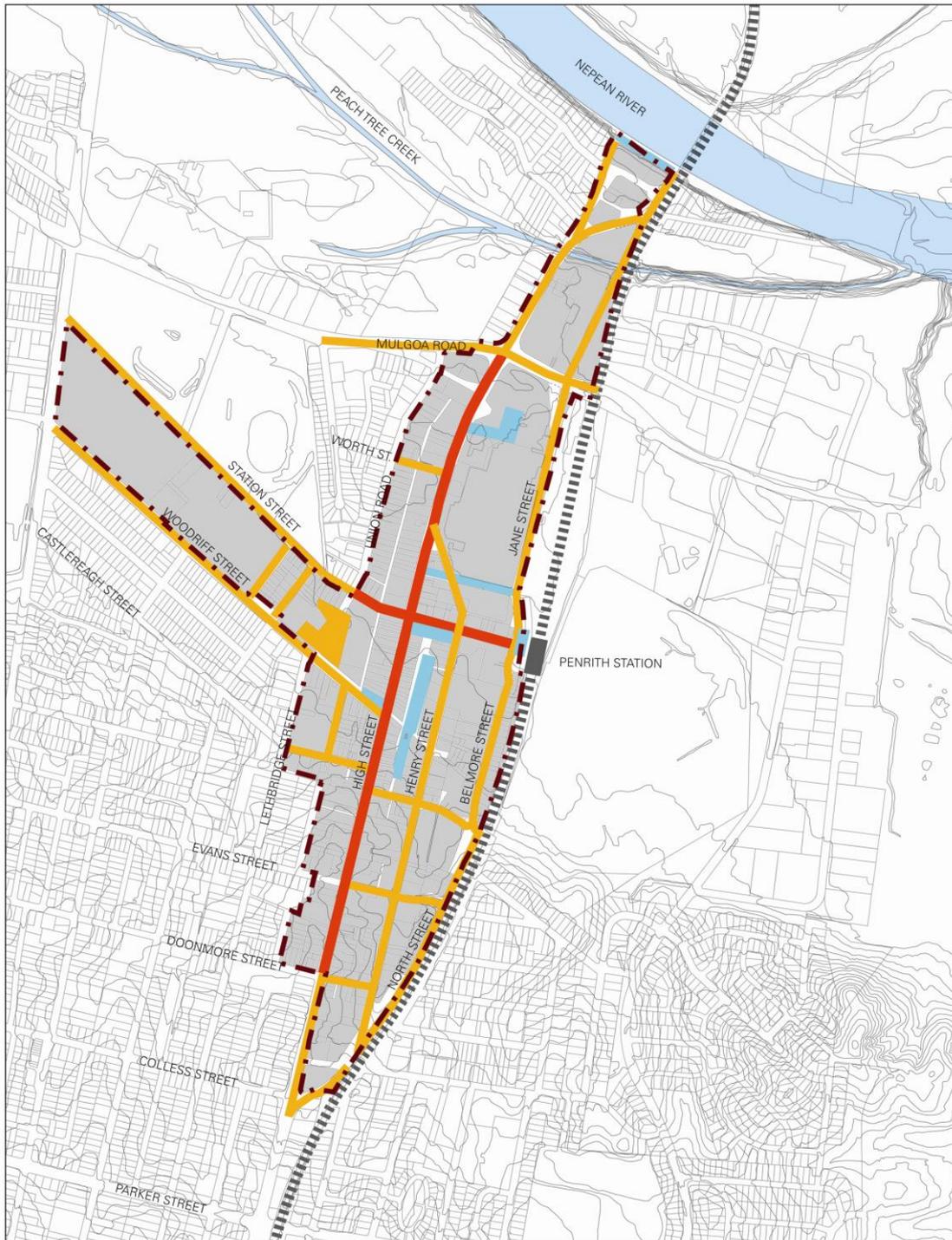
The plan at (Figure 2.5) shows a strategy for lighting throughout the city centre. The plan aims to enhance the character of streets and public places, and reduce street clutter where possible. It allows for a level of commonality through the city, with opportunities for particular lighting schemes in special places.

The lighting strategy is based on the following criteria:

- the importance of the street/place in the street hierarchy, and the type and intensity of use;
- width of footpath, presence of awnings;
- use street lighting to unify streetscapes and help define spatial volumes;
- use special lighting to enhance important buildings, heritage items and public places;
- use lighting to enhance community safety and as public art in its own right;
- lighting is to be safe, robust and cost effective, keeping in mind recurrent maintenance costs;
- environmental principles;
- reduce clutter by incorporating lighting buildings where possible; and
- the lighting strategy shall be considered in conjunction with the tree strategy and allow for mature canopy to ensure lighting standards are maintained for the life of the development.

Detailed design for city lighting will be outlined in a separate Public Domain Technical Manual.

FIGURE 2.5: LIGHTING STRATEGY



LIGHTING

- High quality pole lighting with additional pedestrian lighting under awning
- High quality pole lighting
- Special lighting / art and heritage projects
- DCP Area

2. Public domain projects

2.9 SIGNAGE STRATEGY

Signage must contribute to the character and amenity of the public domain. It must provide a clear and informative system that reflects the process of access, and the hierarchy of facilities within the city. The level of signage should be sufficient to address user's needs without causing clutter. Principles for establishing a system of signage for different purposes and areas are outlined below:

- cost effectiveness – including recurrent maintenance costs;
- equity of access – provision of accessible signage in public open spaces where possible;
- design signage to be multi-functional, easy to maintain and is robust;
- visual and environmental appropriateness within the particular context;
- provide public notice boards as a forum for young people to communicate and promote youth activities;
- use signage to contribute to the safety of the city centre;
- use signage to create interest and awareness of Penrith's natural features and cultural events;
- develop a consistent signage style from frame to graphic;
- develop signage to clip onto light poles to reduce clutter; and
- signage should not dominate streets.

Detailed design for paving and street furniture will be outlined in a separate Public Domain Technical Manual.

2.10 CITY ECOLOGY STRATEGY

Future development of the built environment and improvements to the public domain should identify opportunities for reducing environmental impact, and where possible, making a positive contribution towards environmental sustainability. Strategies for improving the quality of water and air, and for increasing biodiversity, should be built into new projects.

Strategies for enhancing city ecology include:

- protect and enhance existing reserves, parks, public squares and open spaces in the city centre and at the edges;
- promote positive relationships between the natural systems, including the river and creek system, and the city centre;
- provide positive integration of infrastructure into the public domain; and
- carefully select materials in light of sustainable design practices.

Specific water and infrastructure strategies involve:

- protecting and enhancing the riparian corridors of the Nepean River and Peach Tree Creek to improve water quality and increase biodiversity along the waterways;
- integrating water harvesting and filtration into streetscape, tree planting and park projects where possible;
- collecting and filtering runoff through engineered and vegetated wetland environments; and
- increasing biodiversity through the introduction of indigenous vegetation systems where space permits beside existing infrastructure corridors.

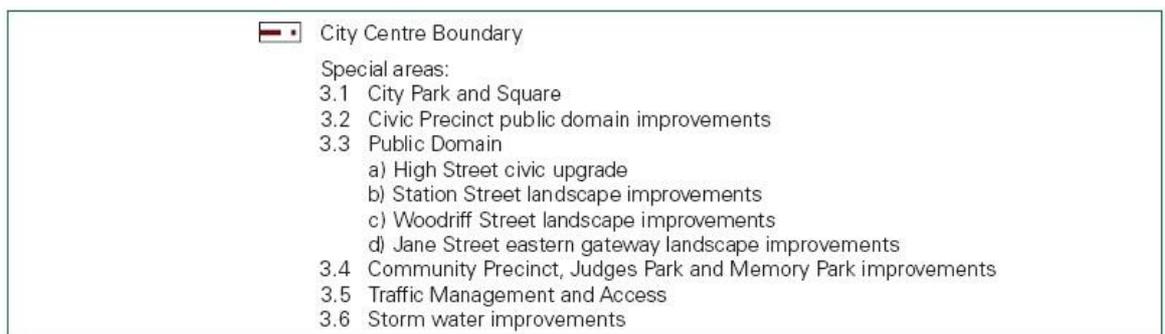
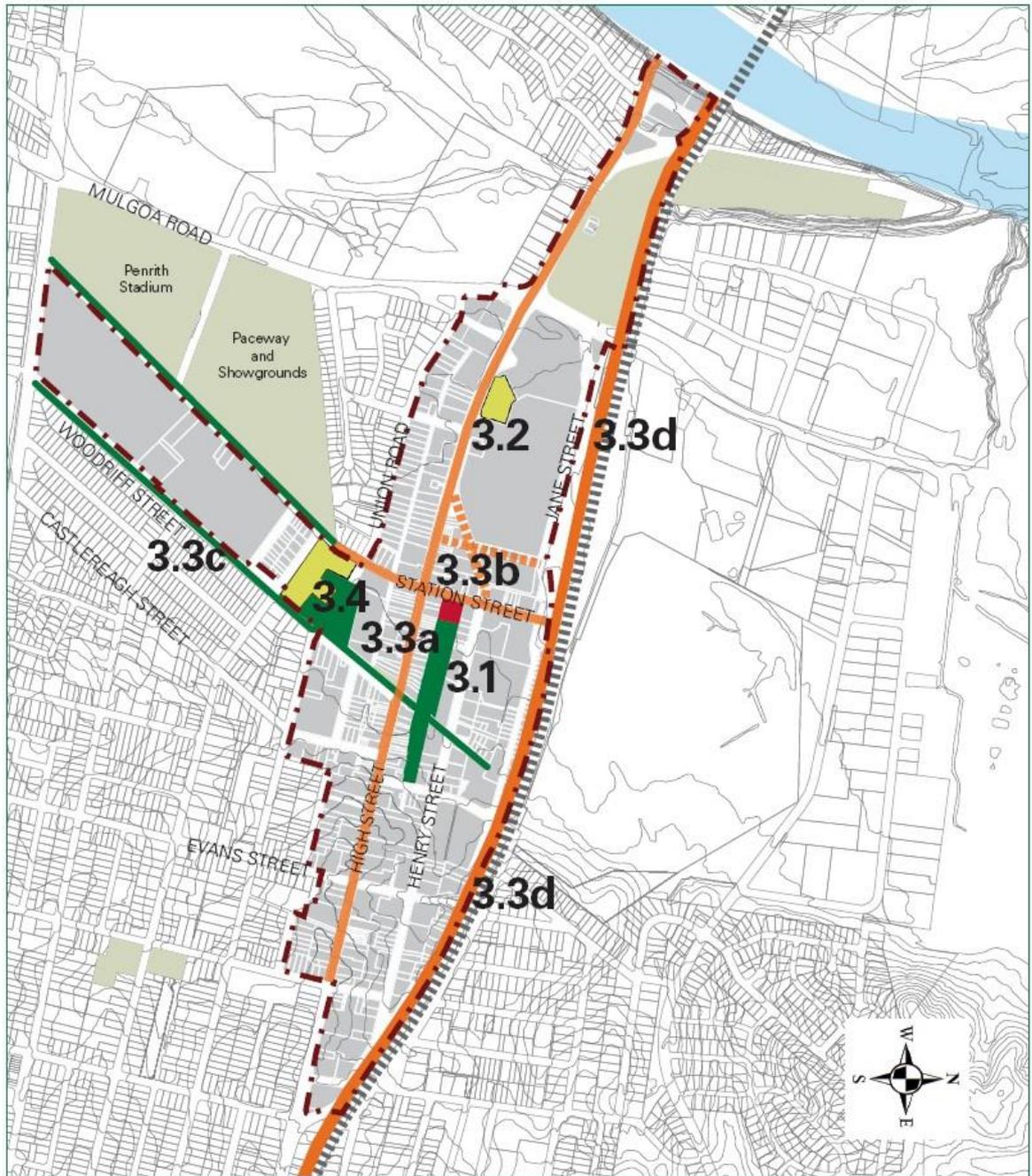
3. City centre projects

The special city centre projects have been identified as essential public infrastructure to support future growth, development and to enhance the character of the Penrith city centre.

The city projects are major civic facilities to support growth and development in the Penrith city centre. These projects are proposed to be funded by S.94 contributions from new development. The special city projects for the city centre (see Figure 3.1) are:

- 3.1 City Park and Square
- 3.2 Civic Precinct
- 3.3 Public Domain
 - a) High Street civic upgrade
 - b) Station Street landscape improvements
 - c) Woodruff Street landscape improvements
 - d) Jane Street eastern gateway landscape improvements
- 3.4 Community Precinct, Judges Park and Memory Park
- 3.5 Traffic Management and Access
- 3.6 Storm water improvements

FIGURE 3.1: SPECIAL CITY CENTRE PROJECTS



3. Special city centre projects

3.1 CITY PARK AND SQUARE

The purpose of the City Park project (see Figures 3.2 and 3.3) is to create a new central civic open space in the heart of the city centre between Henry Street and High Street at Allen Place. The city centre and its future growth and development will greatly benefit from the development of a central civic square and park that gives relief from the surrounding built form and provides amenity and recreational space for the city workforce and future residents. Detailed planning and design is to be undertaken by council to develop the Allen Place site as a centrally accessible civic space and a green heart for the city centre.

The main planning and design principles for the City Park are as follows:

- a central civic open space in the heart of the city centre framed by active streets and building frontages;
- an active place for recreation, outdoor eating, celebration, civic and cultural events;
- sunlight and daylight access with shading in summer and capturing cool breezes for the city centre;
- a park with combination of soft green landscaping with tree planting and permeable paved areas;
- tree plantings that reflect the character and identity of the locality;

- a civic square for more formal civic events;
- a permeable frame of buildings with clear access points/laneways/arcades through to surrounding streets;
- public art and cultural facilities;
- safety and security incorporating crime prevention design measures;
- incorporation of sustainability measures, including:
 - Use of drought resistant landscaping and landscaping techniques;
 - Consideration of the principles of Crime Prevention Through Urban Design in the design of pathways and lighting;
 - Consideration of energy efficiency in lighting choice;
 - Use of street furniture which conforms with the principles of Universal Design;
 - Use of tactile ground surface indicators where appropriate;
 - Consideration of Universal Design principles in paving and edging.

Development of a city park will include some demolition, possible remediation, landscaping and public domain furniture and landscaping. The development of the city square may require land acquisition, funding for which is included in the development costs estimated to be \$15 million. If in the future, it is determined that land acquisition is not required, this plan will be re-exhibited and the contributions recalculated.

FIGURE 3.2: CITY SQUARE



FIGURE 3.3: CITY PARK AND SQAURE IN THE HEART OF THE CITY



DETAIL

- 1 Square
- 2 Park

3. Special city centre projects

3.2 CITYPRECINCT

The area bounded by the Joan Sutherland Performing Arts Centre, Council's Civic Centre and library, and Westfield – Penrith Plaza provides a pedestrian oriented and protected civic environment (see Figure 3.4). The proposed upgrade to this area will include:

- improvements to seating and use of existing space;
- introduction of sculpture;
- improvements to planting, seating, lighting and paths; and
- use of the western façade as an outdoor projection screen.

The Civic Precinct upgrade is estimated to cost \$4 million.

3.3 HIGH STREET

High Street is the main retail street running through the middle of the city centre. The Jane Street/ Parker Road bypass works described in section 3.6 will reduce the through traffic from High Street and allow it to realise its potential as the main retail commercial street, with a higher level of pedestrian amenity and vitality.

The purpose of the High Street civic upgrade project is to establish the street as the main active retail street and spine of the city centre with a high level of vitality and amenity in a shared pedestrian/vehicle streetscape.

The planning and design principles for the High Street Upgrade (see Figure 3.5) are:

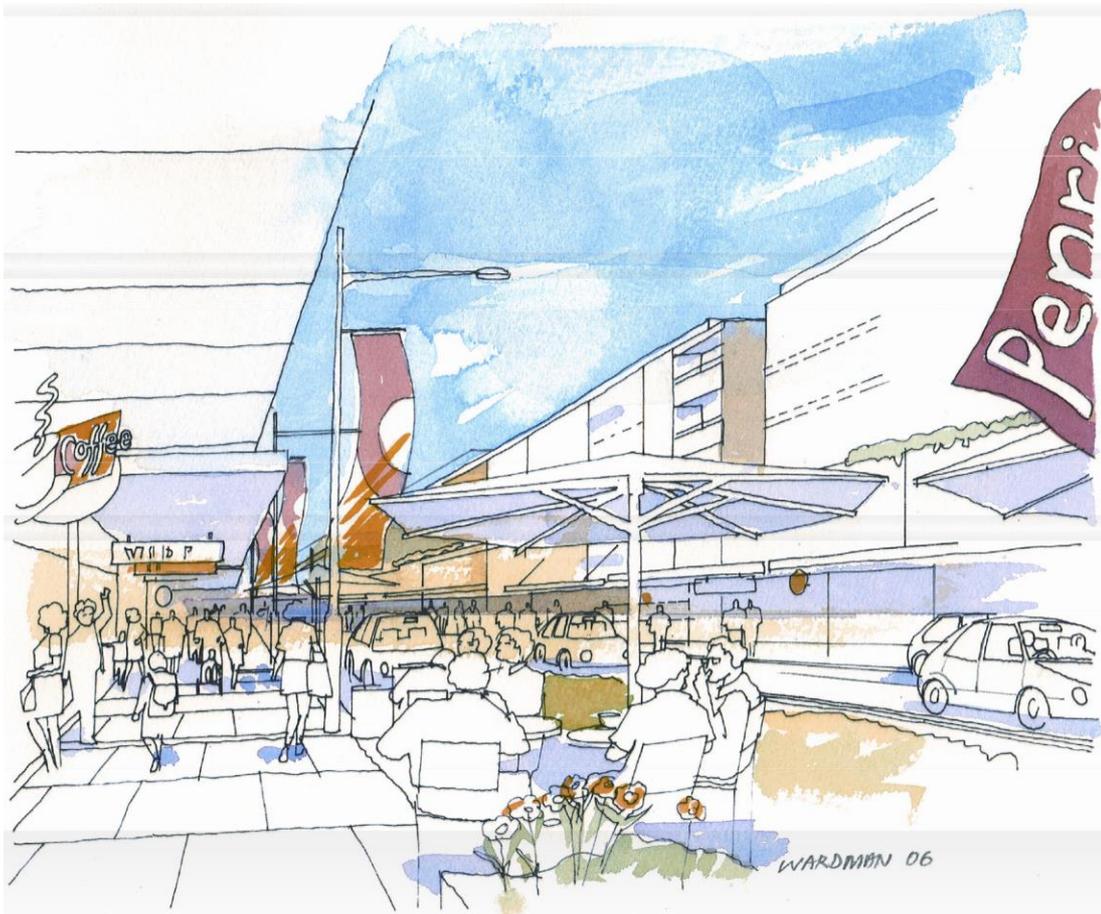
- revitalising the street;
- improved retail and commercial vitality and function of the street;
- better access through the city centre;
- improvements to the amenity of the streetscape with urban landscape elements and furniture of high quality design including: generous outdoor dining areas, awnings, some strategic street tree planting, street furniture and lighting;
- improved sense of safety and security;
- incorporation of sustainability measures;
- opportunity to create pedestrian only environments for major events, markets and 'lunchtime' activities; and
- co-ordination with planning and design controls for development on adjoining private lands.

The cost of carrying out a civic upgrade of High Street is estimated at \$2 million.

FIGURE 3.4: CIVIC PRECINCT PUBLIC DOMAIN IMPROVEMENTS



FIGURE 3.5: HIGH STREET CIVIC UPGRADE



3. Special city centre projects

3.4 STATION AND WOODRIF STREET

Station Street and Woodriff Street provide a wide southern gateway to the Penrith city centre. The purpose of this project is to enhance the sense of arrival to the city centre by creating a corridor of streetscape improvements and tree planting and improved landscaping along Station and Woodriff Streets (see Figure 3.6).

The planning and design principles for the Station and Woodriff Street Upgrade and greening are:

- enhance the sense of arrival and gateway to Penrith city centre;
- reinforce Station and Woodriff Streets in the hierarchy of streets and improve legibility in the city centre;
- create a corridor of streetscape improvements and tree planting; and
- bring the character of tree lined avenues into the city centre;

The cost of upgrades to the landscape of Station and Woodriff Streets is estimated to be \$2 million.

3.5 COMMUNITY PRECINCT, JUDGES PARK AND MEMORY PARK IMPROVEMENTS

Judges Park is a significant green space in Penrith city centre. It has the potential to function as a major precinct of community facilities in an urban park setting that makes a substantial contribution to the character, amenity and recreation in the city centre (see Figure 3.7). A recent Council commissioned study of community facilities identified a need to continue to provide affordable accommodation for key social services, ensuring that Penrith city centre fulfils its social role for residents and surrounding areas. The renewal and consolidation of existing facilities into new purpose built facilities has been identified.

The purpose of this project is to reinvigorate Judges Park as a community green space surrounded by community facilities that provide a high level of amenity, functionality and accessibility for public recreation, relaxation, leisure, access and community facilities for workers, residents and visitors in the city centre.

The current and future population of Penrith city centre will need new community facilities that contribute to a socially sustainable future. The purpose of this project is to establish a precinct with a focus on community facilities around Judges Park in the city centre. Two new facilities will accommodate a range of community services including relocated community organisations within the city centre as well as provide multi-purpose shared meeting and activity rooms.

The Community precinct and associated improvements to Judges Park will provide substantial benefit to both the residents and workers within the City Centre and residents of the broader community, making it appropriate that the residents and workers of the City Centre only contribute a proportion of the full cost of these facilities.

Accordingly, only 50% of the cost of these facilities will be raised through contributions under this Plan. Council will pursue other means to fund the remainder of the cost.

The development of the community facilities is estimated to cost \$15 million. This plan will contribute \$7.5 million towards the total costs. The development of Judges Park is estimated to cost \$2 million.

The two community facilities will focus on accommodating:

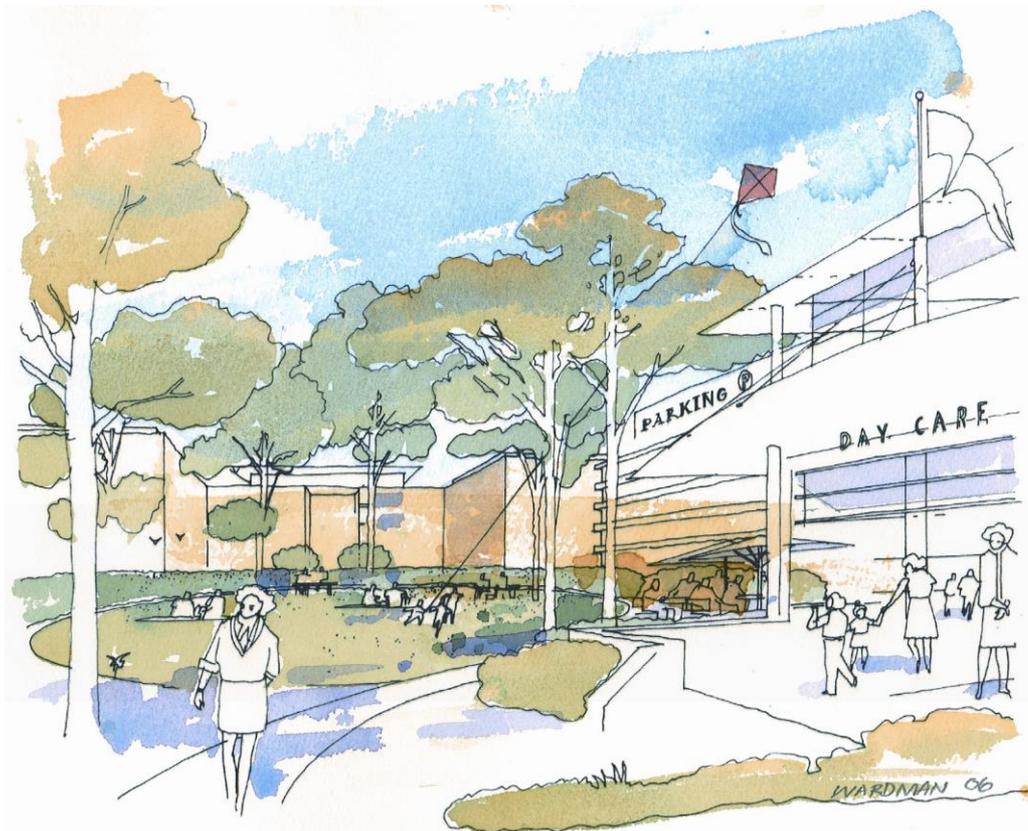
- services for women, young people, Aboriginal people, as well as the general community
- services for older people, people with a disability and education and employment services

At the same time mixed use and public/private partnership developments will also be explored. The facilities will ensure the Penrith city centre continues to be a centre for all workers, residents and visitors.

FIGURE 3.6: WOODRIF STREET LANDSCAPE IMPROVEMENTS



FIGURE 3.7: COMMUNITY PRECINCT AND JUDGES PARK IMPROVEMENTS



3. Special city centre projects

Penrith

3.6 TRAFFIC MANAGEMENT AND ACCESS

The growth and development of the Penrith city centre will generate additional traffic and different travel demands that need to be accommodated on the local transport systems. The purpose of these transport management measures is to provide for public transport needs and ensure the local road network can accommodate the vehicle traffic. The traffic management measures include:

- Eastern and Western Gateway Entries and Bypass;
- traffic management road works;
- investigation of increased bus patronage within the city centre; and
- car parks.

Eastern and Western Gateway Entries and Bypass

The Jane Street extension and intersection works project has been identified in the Penrith Arterial Roads Study through which it will be funded. It will establish Jane-Belmore-North Streets as the east-west bypass boulevard linking directly with the Great Western Highway to the west and east of the city centre (see Figure 3.8). This will reduce through traffic from High Street and Henry Street and will contribute to the potential for city centre streets to achieve a higher level of pedestrian amenity and vitality.

The Parker Street/Great Western Highway intersection will also benefit from upgrades and improved traffic management facilities to relieve congestion at the eastern end of the city. This project will include improved landscaping treatment of the eastern entry to Penrith city centre and a “gateway entry statement”, extensive street tree planting and integrated street furniture and footpath pavement treatments.

The extension to Jane Street and improvements to the Jane Street/Mulgoa/High Street intersection will be funded by a separate infrastructure levy agreement.

The main planning and design principles for the extension and upgrades are:

- establish the main boulevard road link for through-traffic along the northern edge of the city centre;

- reduce through-traffic from the main retail and commercial streets (High Street and Henry Street) in the city centre;
- improve road connections to the Great Western Highway to the west and east, and to Castlereagh Road to the north and Mulgoa Road to the south;
- improve connections between the Penrith city centre and the Nepean River;
- enhance pedestrian amenity in the city centre streets;
- enhance the retail and commercial vitality and function of the city centre streets;
- contribute to creating better gateways and an enhanced sense of arrival to the eastern and western gateways of the city centre on High Street; and
- create a better gateway and enhanced sense of arrival from Penrith Rail station to the city centre.

Other traffic management works and car parking

Other traffic management works are estimated to cost \$15 million.

Based on current projections, there will also be a demand for two multi-storey car parks containing 3,500 car spaces with an estimated cost of \$57 million. Demand for the multi-storey car parks is based on projections, but depends on the extent to which new commercial development provides parking on site or pays the S.94 contribution towards a multi-level car park.

Development in the City Centre will naturally lead to a need to improve traffic circulation and access arrangements. Traffic control measures in areas of high pedestrian activity may also be required. Council has conducted a preliminary estimation of likely facilities required and is now in the process of undertaking a formal study which will take account of the development possibilities under the Penrith City Centre Local Environmental Plan. The preliminary work had indicated a likely cost of facilities of \$15 million. If this figure is substantially revised as a result of the new study, this plan will be re-exhibited and the contribution rate recalculated accordingly.

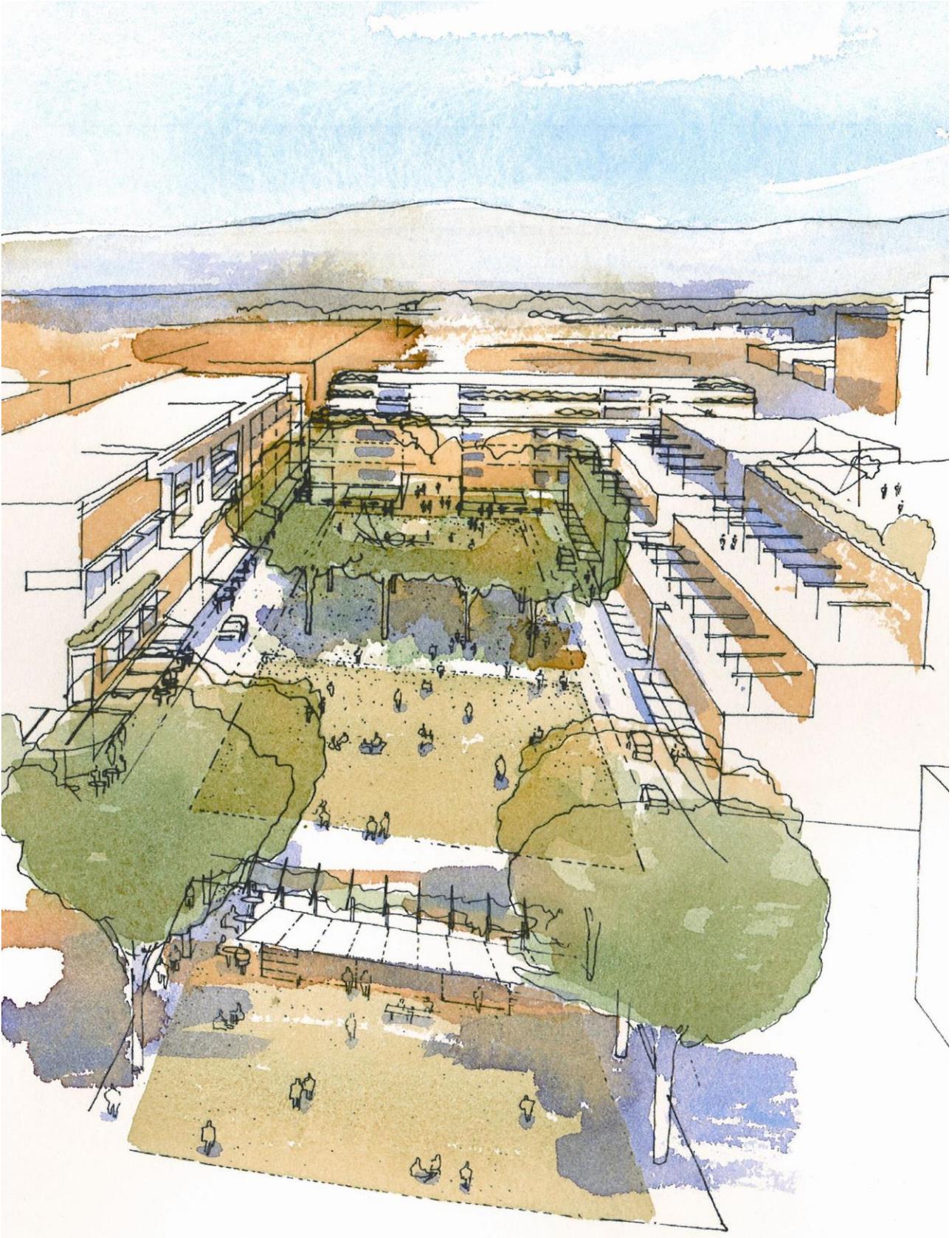
FIGURE 3.8: JANE STREET EASTERN GATEWAY LANDSCAPE IMPROVEMENTS



3. Special city centre projects

3.7 STORMWATER MANAGEMENT

Stormwater management will contribute to ecologically sustainable development in the city centre. The stormwater infrastructure is to manage levels of urban stormwater runoff, stormwater velocities, localised flooding, and pollutants such as litter, silt, and nutrients transferring from urban to natural environments. This plan provides for stormwater drainage works which Council proposes to manage the impacts of growth and development to safeguard life, property and the natural environment in Penrith City Centre and Nepean River corridor. The stormwater management works are estimated to cost \$2 million.



City park in Allen Place

4. S.94 Development Contributions Plan

The Minister for Planning on 30 October 2008 under clause 94EAA(1) of the Environmental Planning and Assessment Act 1979 directed Council to approve the Penrith City Centre Civic Improvement Plan as a Section 94 Contributions Plan under the Act, subject to certain amendments. The amendments have been incorporated in this plan.

4.1 OPERATION OF SECTION 94 CONTRIBUTIONS

The public domain and special city projects identified in this Civic Improvement Plan are to be funded by contributions levied from new development in the Penrith local government area under Section 94 of the Environmental Planning and Assessment Act 1979.

In determining a development application, Council may impose a condition requiring the payment of a monetary contribution in accordance with the provisions of this plan. This plan identifies the contribution amount to be levied on new development and the facilities for which the contributions are to be directed towards. These details are to be included in the respective development consent.

4.2 LAND AND DEVELOPMENT TO WHICH S.94 CONTRIBUTIONS APPLY

The S.94 contributions in this plan apply to all development that increases the gross floor area on land in the city centre and on surrounding land with significant development potential as shown in the map in Appendix 1.

4.3 COMMENCEMENT OF S.94 CONTRIBUTIONS

The S.94 contributions in this plan will be applied to development consents granted after the gazettal of the Penrith City Centre LEP 2007.

4.4 SUMMARY OF S.94 CONTRIBUTIONS

A summary of S.94 contribution rates is in the following tables:

Item	S.94 Contribution Rate
Multiple dwelling	\$7,707 per dwelling
Seniors Living housing	\$4,817 per dwelling
Commercial office use	\$148 per sq.m GFA
Retail use	\$85 per sq.m GFA
Industrial / warehouse use	\$59 per sq.m GFA
Car parking contribution for commercial development if not provided on-site	\$17,500 per car space
S.94 administration contribution	1% of the total S.94 contribution

Note: GFA means gross floor area

S.94 contributions only apply to the additional number of dwellings and GFA resulting on a development site.

Car parking contributions apply to all commercial and business related uses where parking is not provided on-site including, but not limited to, office uses, retailing, wholesaling, light industrial uses, service related development, recreational facilities, but does not include residential development or public open space.

4.5 PAYMENT AND INDEXING OF S.94 CONTRIBUTIONS

The requirement for development to contribute towards the cost of public domain and special city projects will be imposed as a condition of development consent under Section 94 of the EP&A Act.

The S.94 contribution is payable to Council prior to commencement of any work for which a development application is required and also prior to the issue of any approval, occupation certificate, or release of linen plan. Payment can be made by cash, bank cheque or on other terms acceptable to Council. The Section 94 contribution rates will be indexed in order to preserve equity between

contributors and to adjust for the changing cost of the projects over time. The indexing will be published in Council's Annual Management Plan in July each year and will list the rates for the next 12 month period. If the relevant information needed to calculate rates is not available at the time that Council adopts or publishes its contribution rates, Council will determine a reasonable estimate or use an equivalent index. (It is expected that estimates will be needed regularly but that variances will be insignificant). In the event that an estimate is used, any resulting variance will be adjusted in the next contribution rate publication cycle.

Where no other index has been determined in accordance with this plan, the indexing shall be based on the Consumer Price Index (All Groups Sydney) as published by the Australian Bureau of Statistics.

Where a project is constructed in advance from loan funds then the proportion of the contribution rate that relates to the loan funded project will be indexed by the interest rate applicable to the loan. For amounts specifically identified as a land purchases the proportion of the contribution rate that relates to the loan funded project will be indexed by established home prices (Sydney) as published by the Australian Bureau of Statistics. At present no amount is included in this plan for interest rate indexing or land value indexing however future reviews may determine such items.

In the future Council may review the entire Contributions Plan, and subject to the regulations could adopt new contribution rates.

The method of establishing the contribution rate shall be to estimate the result that would be achieved by applying the following formula on a quarterly basis.

$NR = OR \times CI/EI$ where:

NR is the new contribution rate;

OR is the contribution rate at adoption of the plan;

CI is the latest Consumer Price Index (All Groups Sydney); and

EI is the Consumer Price Index (All Groups Sydney) which applied at the date of adoption of the plan.

The contributions payable are stated in the development consent at the value payable during the current quarter. Amounts for future quarters are published in Council's Management Plan current at the time and in subsequent management plans. Should the applicable contribution rates not be validly published in the Management Plan, the rates applicable will be calculated at the time of payment in accordance with the indexing method above.

In the event that contributions are not received when due, interest will accrue on the debt at a rate equal to that which is charged on unpaid Council rates and indexation will cease.

Goods and Services Tax (GST) does not apply to S.94 contribution payments.

4.6 ALTERNATIVE ARRANGEMENTS /MATERIAL PUBLIC BENEFITS/ WORKS IN KIND

The Council may, at its discretion, accept the dedication of land or provision of a material public benefit or works-in-kind in part or full satisfaction of a S.94 monetary contribution under this plan.

As a general rule, only land or works directly associated with the public domain or special city projects may be considered as a material public benefit or work-in-kind in satisfaction of the S.94 monetary contributions.

Council may consider a Voluntary Planning Agreement under section 93 of the EP&A Act to be the preferred mechanism for delivering a material public benefit.

In considering any alternate arrangement Council will require that it receives value to compensate all its costs associated with the arrangement and that appropriate safeguards be in place.

4. S.94 Development Contributions Plan

4.7 ADMINISTRATION OF S.94 CONTRIBUTIONS

Penrith City Council is to administer monies obtained from the Section 94 levy and make decisions on the funding and provision of the special city projects in accordance with the Environmental Planning and Assessment Act 1979 and Regulation 2000.

Information on the contributions received and monies expended on facilities described in this plan will be reported in Council's annual financial statements. A register of contributions received under this Plan will be maintained and made publicly available by Council.

The funds collected under this plan will be pooled for the public domain and special city projects, and priorities for spending are in the schedule of works. One percent (1%) of all S.94 contributions will be utilised for the administration of S.94.

4.8 SCHEDULE OF WORKS

The following table outlines the Schedule of Works to be provided under this plan. For more information on the detail of the works, please refer back to the sections on individual projects.

Project	Comment	Cost
City Park and Square (Section 3.1)	The Civic Park and Square covers an approximate area of 17500 square metres. Current costs for similar works undertaken in the Penrith Central Business district are \$850/m ² .	\$15 million
Civic Precinct (Section 3.2)	Council has prepared a masterplan for the Civic Arts Precinct with an estimated cost of works of \$3.75 million dollars. Implementation costs will increase this figure to \$4 million dollars. The proposed improvements will provide substantial benefit to both the residents and workers within the City Centre and residents of the broader community. Accordingly it is unreasonable that the residents and workers of the City Centre solely contribute to the provision of these improvements. Accordingly, only 50% of the cost of these facilities will be raised through contributions under this Plan. Council will pursue other means to fund the remainder of the cost.	\$2 million

Project	Comment	Cost
Public Domain (Sections 2.1 – 2.10)	<p>The Civic Improvement Plan proposes a street type strategy in the city centre. Each street type will have a distinctive character, defined primarily by use and built form, but reinforced through streetscape design elements such as tree planting, paving, lighting and furniture. The total cost of public domain projects is estimated to be \$20 million of which \$10 million will be funded by S.94 under this plan. A similar rationale for apportionment of cost has been used as in the previous section.</p> <p>Detailed designs for paving, street furniture, lighting, tree planting, ecological improvements will be further specified in a forthcoming Public Domain Technical Manual.</p> <p>The Public Domain does not include proposed works in High Street, Station Street and Woodriff Street as shown below.</p>	\$10 million
High Street (Section 3.3)	<p>The Civic Improvement Plan has identified that High Street has various standards of improvements as follows:</p> <p>Paving and street furniture strategy</p> <ul style="list-style-type: none"> • 1400 m length of high quality in core plaza treatment • 250 metre length of bands of unit pavers with concrete panel infill <p>Tree planting</p> <ul style="list-style-type: none"> • 1100 metre length of urban street character trees • 1400 metre length of bands of unit pavers with concrete panel infill <p>Lighting</p> <ul style="list-style-type: none"> • 1600 metres of high quality pole lighting with additional pedestrian lighting under awnings • 900 metres of high quality pole lighting 	\$2 million
Station Street (Section 3.4)	<p>The Civic Improvement Plan has identified that Station Street has various standards of improvements as follows:</p> <p>Paving and street furniture strategy</p> <ul style="list-style-type: none"> • 550 m length of high quality in core plaza treatment • 950 metre length of concrete path with grass/planted verge <p>Tree planting</p> <ul style="list-style-type: none"> • 550 metre length of civic street character trees • 950 metre length of avenue plantings to define gateway streets 	\$1 million

Project	Comment	Cost
	<p>Lighting</p> <ul style="list-style-type: none"> • 500 metres of high quality pole lighting with additional pedestrian lighting under awnings • 1000 metres of high quality pole lighting 	
Woodriff Street (Section 3.4)	<p>The Civic Improvement Plan has identified that Woodriff Street has various standards of improvements as follows:</p> <p>Paving and street furniture strategy</p> <ul style="list-style-type: none"> • 250 m length of high quality in core plaza treatment • 850 metre length of concrete path with grass/planted verge <p>Tree planting</p> <ul style="list-style-type: none"> • 1100 metre length of avenue plantings to define gateway streets <p>Lighting</p> <ul style="list-style-type: none"> • 1100 metres of high quality pole lighting 	\$1 million
Judges Park (Section 3.5)	<p>Proposed works include:</p> <ul style="list-style-type: none"> • Landscaping • Paths and pavement areas • Park furniture • Shelters • Public / community art • Lighting • Amenities 	\$2 million
Community Precinct adjacent to Judges Park (Section 3.5)	<p>The centre piece of the Community Precinct is likely to be a 6 storey building containing 12,630 m² of floorspace. The current cost to erect and fit out this building is approximately \$40 million.</p> <p>It is anticipated that the building will also contain commercial uses. The Civic Improvement Plan has estimated that \$15 million be allocated to the development of community facilities in this building. This is equivalent to three floors of the building.</p> <p>The proposed Community Precinct will provide substantial benefit to both the residents and workers within the City Centre and residents of the broader community. Accordingly it is unreasonable that the residents and workers of the City Centre solely contribute to the provision of the Community Precinct. Accordingly, only 50% of the cost of community precinct will be raised through contributions under this Plan. Council will pursue other means to fund the remainder of the cost.</p>	\$7.5 million

Project	Comment	Cost
Traffic Management and access (Section 3.6)	Council is currently undertaking a traffic study that examines potential traffic generation and movement arising from the increases in commercial and residential floorspace as proposed in the Penrith City Centre plan. Numerous road upgrades within and adjoining the Penrith City Centre will be required. Also augmentation to existing bus services and associated infrastructure will be required. This schedule of works will be amended once more detailed data is available.	\$15 million
Stormwater management (Section 3.7)	Increased development in the Penrith City Centre will result in increased hard stand areas and additional run-off. Existing stormwater pipes will need to be augmented to accommodate the anticipated increase in stormwater flows. Council is undertaking a study in this regard and details of augmentation to the existing piped stormwater system will be available in the near future. This schedule of works will be amended once more detailed data is available.	\$2 million
Total		\$57.5 million

As indicated in Section 3.6 it is anticipated that future commercial and industrial development will generate the need for additional parking within the Penrith City Centre. Based on current projections there will be a demand for 3500 car spaces. These will be accommodated in multi-storey car parks. Using a construction rate of \$800/m² for multi-storey car parks (including the potential for basement parking), the total cost for providing additional parking generated by the plan is \$57 million.

It should be noted that demand for multi-storey car parks is based on projections, but depends on the extent to which new commercial development chooses to provide parking on site or pay a S.94 contribution towards a multi-level car park.

Timing of the works will depend on the rate of development and the collection of contributions. Generally, when 50% of the contributions towards a project have been collected Council will commence works. In the areas where contributions will fund a variety of smaller subprojects within one project (eg. stormwater, public domain) Council will commence works as sufficient contributions are collected to fund each subproject.

4. S.94 Development Contributions Plan

4.9 CALCULATION OF S.94 CONTRIBUTIONS

Nexus and apportionment

The population of the Penrith LGA is estimated to be 180,000 and is forecast to reach 230,000 by 2031. A significant amount of this growth will be accommodated in the Penrith City Centre as defined in Appendix A. It is estimated in the Vision Plan accompanying this Civic Improvement Plan that there will be a projected growth in the residential population of 10,000 people and a growth in the workforce of 10,000 in the city centre and surrounding sites shown in the map at Appendix A.

The increase in population is substantial and generates a need to provide a wide variety of additional community facilities, resources and infrastructure with the aim of ensuring a vital, efficient and healthy city centre. The Civic Improvement Plan identifies Public Domain (Section 2) and Special City Centre (Section 3) projects that are required to achieve this aim.

The increase in population within the city centre, as defined by Appendix A, results in a causal and spatial nexus on which to reasonably base a Section 94 monetary contributions plan to recoup and/or provide monies to fund or part fund these projects.

The apportionment of the costs of the civic improvements and S.94 contributions under this plan are based on the following premises:

- 100% of the cost of the projects in this plan is apportioned to S.94 contributions from new development on the grounds that the need for the projects is generated by the demands of the additional population only, and the existing population has already contributed to the existing civic infrastructure in Penrith local government area.
- The Community Facilities and Judges Park, will be used by the residential population twice as much as the workers in the broader city centre. The costs and S.94 contributions will therefore be apportioned $\frac{2}{3}$ to projected residential population growth (10,000 residents) and $\frac{1}{3}$ to the projected additional workforce (10,000 workers).
- All the civic improvement projects in this plan, with the exception of the Community Facilities, Judges Park and partly public domain, will be used equally by residents and the workforce, and the

costs and S.94 contributions will therefore be apportioned equally to the total projected population growth in residents and workforce (20,000 people).

Contributions formula

Based on the above position on nexus and apportionment, the formula used for the calculation of S.94 contribution rates is as follows:

1. Community Facilities, Judges Park and Memory Park

a) $\frac{2}{3}$ x cost of works / growth in residential population = \$ S.94 contribution per resident
\$5 million / 10,000 residents = \$500 per resident

b) $\frac{1}{3}$ x cost of works/growth in workforce = \$S.94 contribution per worker
\$2.5 million / 10,000 workers = \$250 per worker

2. Other Civic Improvement Projects

Cost of works / growth in residential population and workforce = \$ S.94 contribution per person
\$50 million / 20,000 people = \$2,500 per person

3. Previous S.94 liabilities carried forward

The Penrith city centre Developer Contributions Plan (1993) provided for certain works in the city centre to be constructed in advance and for the loan repayments to be funded from S.94 levies. Council has lent the S.94 fund \$2.622 million interest free to enable it to pay its liabilities as they fell due and a further \$1.6 million will become due in the future. These debts will be carried over and funded from contributions under this plan.

\$4.222 million / 20,000 people
= \$211 per person

4. Total contribution rates

= \$3,211 per resident and
= \$2,961 per worker

5. Occupancy Rates

The building occupancy rates in Penrith used for calculating the final S.94 contribution rates according to dwelling type and amount of floor

Type of development	Occupancy rate
Multiple dwellings	2.4 persons per dwelling
SEPP (Seniors Living) housing	1.5 persons per dwelling
Commercial/office space	One employee per 20sq.m of gross floor area
Retail space	One employee per 35sq.m of gross floor area
Industrial/warehouse space	One employee per 50sq.m of gross floor area

space are shown in the following table.

Using the above formula, the S.94 contributions under this plan are as shown in the Summary of Development Contributions in Section 1 of this document.

Car parking contributions

Car parking contributions only apply to a commercial and retail development in which there is an increase in Gross Floor Area and the number of on-site car parking spaces is below the number required in Penrith Development Control Plan (DCP)*. The car parking contribution is \$17,500 for each car parking space that is below the number required to be provided by the DCP. The car parking contribution will be paid into an Access Fund that will resource a range of access improvements for Penrith City Centre including, but not limited to decked car parks, bike paths and improved city bus services. The formula is as follows:

$$\text{\$ S.94 parking contribution} = \$17,500 \times (\text{DCP} - \text{DA})$$

where:

DCP* = No. of car parking spaces required in Penrith Development Control Plan 2014*; and

DA = No. of car parking spaces provided on-site in a Development Application.

*Note: Reference to the car parking required under Penrith Development Control Plan (DCP) 2014 is also a reference to any succeeding plan or planning mechanism which specifies the car parking standards for the Penrith City Centre.

Administration fee

The S.94 contribution towards the costs of Council S.94 administration is 1% of the total S.94 contribution as calculated above.

4. S.94 Development Contributions Plan

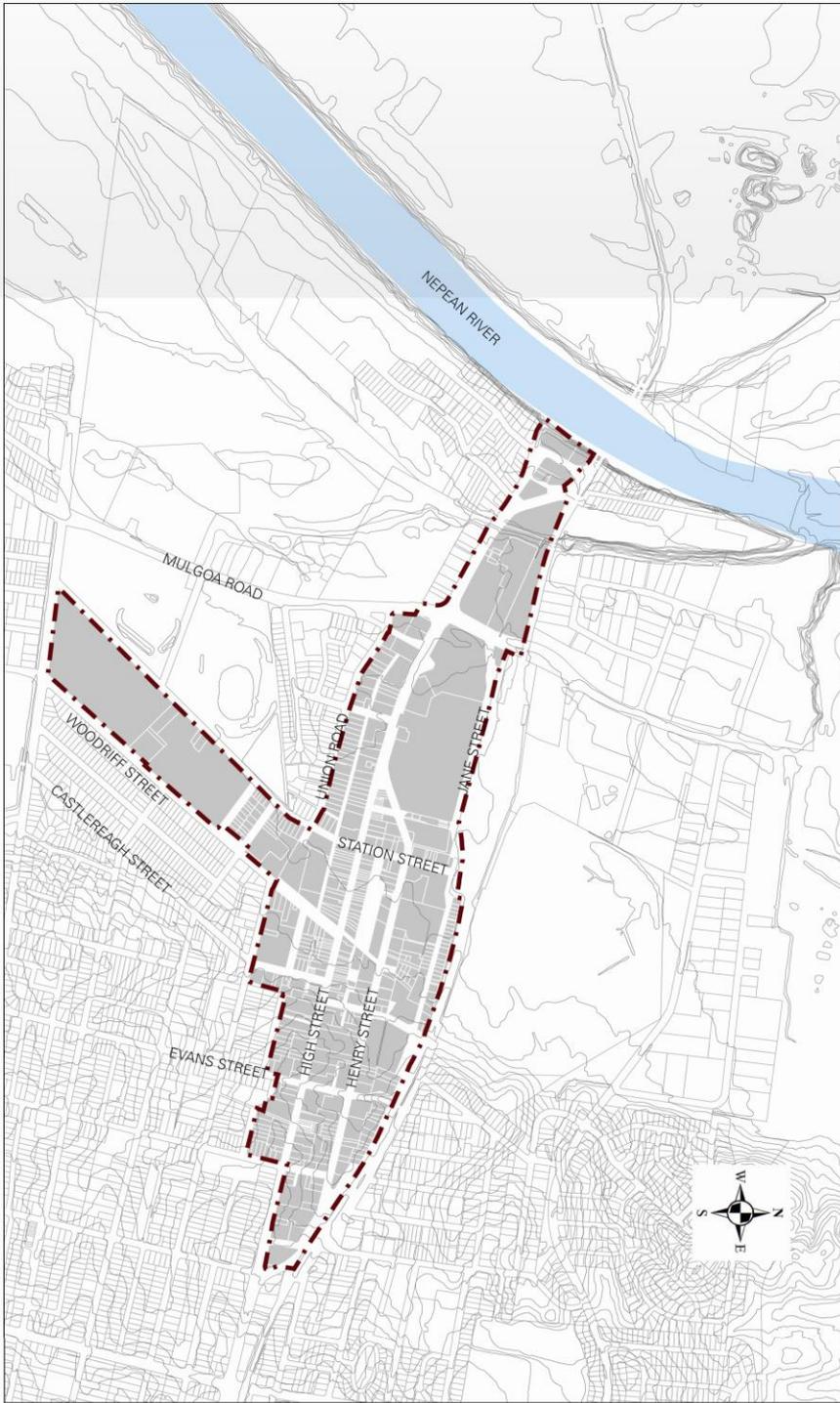
4.10 RELATIONSHIP TO OTHER PLANS

This plan repeals the Penrith city centre Section 94 Contributions Plans (1993) insofar as it applies to the Penrith city centre.

This plan may operate in conjunction with other S.94 Contributions Plans adopted by Penrith City Council so that new development in the city centre may also be required to contribute to other public facilities outside the city centre.

4. S.94 Development Contributions

APPENDIX 1



-  City Centre Boundary
-  Areas to which Section 94 contributions apply



NSW GOVERNMENT
Department of Planning



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