

# Design Excellence Report

## Landcom Town Centre North Edmondson Park

MP10\_0118 MOD5 August 2018



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# Executive Summary

## Landcom and Design Excellence

Landcom is committed to delivering great places for the people of NSW.

Design excellence is a key component of Landcom's commitment to create communities that demonstrate best practice sustainable urban development.

With Government Architect NSW, Landcom wants to take an active and leadership role in establishing design excellence throughout the development of new communities – from concept and ideation, through planning, to delivery and construction – in order to deliver tangible benefits to the people living and visiting the Landcom Town Centre North in Edmondson Park.

This report outlines the design excellence initiatives taken by Landcom up until lodgement of the modification to the Concept Plan and the steps the organisation is planning to take to ensure design excellence is achieved throughout the stages of development, to future disposal of superlots and through the design of the buildings, open space, and broader public domain.

## Secretary's Environmental Assessment Requirements

This report addresses the Secretary's Environmental Assessment Requirements for modification 5 to the Edmondson Park South Concept Plan (MP10\_0188 MOD5) in relation to the design process and design excellence. This report:

- Describes a design excellence process to date which has informed the proposed modification to the Edmondson Park South Concept Plan, including engagement with key stakeholders including the Landcom (formerly UrbanGrowth NSW) Design Directorate, NSW Government Architect's Office (GANSW) and State Design Review Panel.
- Provides a design excellence strategy for future stages of development to ensure design excellence is achieved in all precincts of the Landcom Town Centre North.

# Design excellence initiatives

Landcom has continually pursued mechanisms to improve the quality of design outcomes in the built environment, from project initiation through to concept development and delivery. This has involved input from the design specialists engaged by Landcom, GANSW State Design Review Panel, input from Liverpool City Council and early engagement with the community and key stakeholders.

## Project Initiation

Landcom purchased the Edmondson Park site, formerly the Ingleburn Army Base, from the Department of Defence.

The Edmondson Park site is a major land release area which was previously mapped within the boundaries of the South West Growth Region of Greater Metropolitan Sydney. It was rezoned for urban development in 2008 as one of the first areas planned under the NSW Government's South West Sydney Priority Growth Area (formerly the South West Growth Centre).

The site is recognised as a State Significant Precinct and is subject to the provisions of the *State Environmental Planning Policy (State Significant Precincts) 2005* (Precincts SEPP).

In March 2010, the Edmondson Park South Concept Plan (MP10\_0118) was lodged with the Department of Planning & Environment (DP&E). The Edmondson Park site is referred to as Edmondson Park South in the Concept Plan. On 18 August 2011, the Concept Plan (MP\_0118) was approved by the Planning Assessment Commission. The Concept Plan established the overall planning framework for the Edmondson Park site. The Concept Plan has since been modified on several occasions.

The Edmondson Park South site has been planned around a town centre, which will develop around Edmondson Park Railway Station. Once complete, the overall Edmondson Park South site will accommodate a mix of land uses, a diversity of housing, a new town centre including up to 45,000m<sup>2</sup> of retail, business and commercial floor space with employment opportunities, multi-purpose community and education facilities, a new 150 hectare regional park, a number of other local parks, and environmental conservation areas.

## Rationale for Change

The original Concept Plan was prepared when Edmondson Park was still largely rural. Over the last seven years, the area has become an attractive area that can provide more homes for Sydney's growing population. Edmondson Park is now a growing Local Centre with shops and services under construction and the newly operational Edmondson Park Railway Station that provides easy access to jobs in the Liverpool and Campbelltown areas, and will provide direct access to the future Western Sydney Airport via the extension of the South West Rail Line from Leppington to the future Airport.

When the Concept Plan was approved, the housing market in Western Sydney favoured detached homes. However, the market has shifted and there is now demand for townhouses and apartments in areas close to shops, services and public transport.

The site would benefit from its key status as a Local Centre within the new Western Parkland City. It's strategic location near to the Liverpool commercial CBD and the Leppington Town Centre Planned Precinct would assist in delivering the Greater Sydney Commission's vision of the 30 minute city, whereby most residents live within 30 minutes of their jobs, education and health facilities, services and great places.

## Modification 5 to the Concept Plan

As planning for the development of Edmondson Park South has progressed, Landcom has identified the need to amend the approved Concept Plan to deliver greater residential dwelling densities within the Landcom Town Centre North.

Landcom's strategic direction is to increase the affordability supply and diversity of housing, making it easier for people to own their own home. The proposed modification will be MOD 5 to the Concept Plan and would enable Landcom to meet these housing priorities in Edmondson Park. This aligns with the potential for the site to deliver Transit Oriented Development outcomes. The primary objective of this MOD 5 is to enable Landcom to deliver liveable, walkable and affordable Precincts within Edmondson Park South whilst providing a high level of amenity for residents. Furthermore, this MOD 5 responds to changes in market preferences and would provide a range of housing types at different price-points to allow a greater number of people, with different incomes, to purchase a home in Edmondson Park.

The proposed modification is driven by Landcom's strategic direction to increase the affordability, supply and diversity of housing, making it easier for people to own their own home and meet the need for housing in the area. The modification is also in response to the recognition of Edmondson Park under the *Western City District Plan* as a Local Centre with an 800m walking catchment. Given the location of the new Edmondson Park Railway Station (which commenced services in February 2015), there is an opportunity to deliver diverse and affordable housing in this burgeoning part of the Western City in a development underpinned by Transit Oriented Development principles.

Overall, the primary objective of this MOD 5 is to enable Landcom to deliver liveable, walkable and affordable Precincts within Edmondson Park South whilst providing a high level of amenity for residents. Furthermore, this MOD 5 responds to changes in market preferences and would provide a range of housing types at different price-points to allow a greater number of people, with different incomes, to purchase a home in Edmondson Park.

## Design Options

### EARLY OPTIONS

In early 2017, Landcom commenced the process to modify the Concept Plan. Landcom has pursued quality design outcomes in the early stages of the design process. Landcom engaged Roberts Day to undertake a strategic review of the Concept Plan, including:

- Existing planning controls
- Surrounding development proposals and other relevant development applications which may influence future development
- Understand the sites development capacity under current planning controls and approvals as a State Significant Precinct and test the applicability of the Edmondson Park South Concept Plan
- Review the location and size of the proposed school site and investigate alternative locations in consultation with the Department of Education and Training
- Prepare a Concept Master Plan informed by best practice Transit Oriented Development principles
- Provide recommendations in relation to amendments to the planning controls required to deliver the preferred Master Plan.

The appointed urban designers are a recognised, skilled and experienced organisation, proficient in the delivery of design excellence, quality and innovation in the built environment.

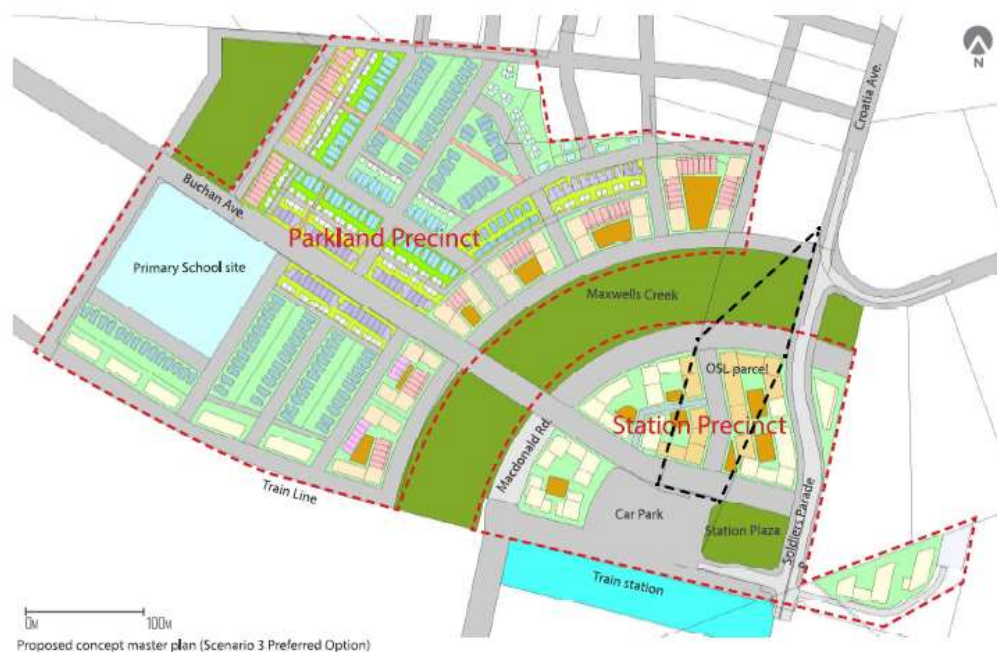
## EARLY OPTION TESTING

During the early design and option testing, Roberts Day undertook a review which tested the capacity of the site under current planning controls, recommended potential planning outcomes and responded to urban design principles, including:

- **Connectivity** – a system of new local streets and pedestrian paths provide maximum permeability and legibility through visual and physical connections to key destinations. Special attention has been given to ‘green to green’ connection.
- **Streetscape and amenity** – local streets, blocks and indicative built form solutions optimise public and private amenity.
- **Context sensitivity** – character areas have been identified early in the process to appropriately match density, built form and natural environment to deliver an authentic lifestyle environment and choice.
- **Housing, choice, diversity and the ‘Missing Middle’ housing gap** – a variety of housing typologies are proposed which respond to the site features and also provide a sensitive transition to existing land uses and future housing, typically transitioning at the back of the block to ‘complete the streets’.

The Town Centre North site design was informed by the urban design principles above and initially comprised of two sub-precincts with different design parameters described below and shown on the initial proposed Concept Master Plan images below:

- **The Station Precinct** – located within a 300m radius of the train station, where a maximum floor space ratio of 2.0:1, and maximum building heights of 24m are applicable.
- **The Parkland Precinct** – located on the periphery of Maxwells Creek Riparian Corridor, beyond a 400m radius of the train station, no FSR is applicable. Maximum building heights in this Precinct vary between 21m, adjacent to Maxwells Creek, and 12m on the balance of the precinct.





The Department of Education has undertaken a needs analysis to determine required investment in new school infrastructure to serve the emerging Edmondson Park community. Based on current projects, a new primary school and a new high school are required for Edmondson Park. Accordingly, the Department of Education require between 2ha and 6ha for delivery of future schools.

A series of scenarios were considered for the location of the school site, in different locations, on a site of appropriate size, and the potential to accommodate a co-located school. The preferred location was a 2ha school site with an additional 4ha area of land to be safeguarded as future school, but also allow residential land uses on the site to allow flexibility if this land is no longer required.

The description above formed the basis of MOD 5 to the Concept Plan. Accordingly, Landcom requested Secretary's Environmental Assessment Requirements from the DPE.

## DESIGN REVIEW #1 - LANDCOM DESIGN DIRECTORATE – SEPTEMBER 2017

In 2016, Landcom (trading as UrbanGrowth NSW) established a design excellence panel, called the Design Directorate, to provide design leadership and design review, providing portfolio wide support to project teams in the delivery of high quality urban design outcomes. The Design Directorate included highly respected leaders in the professions of architecture, landscape architecture, urban design, and planning, including the NSW Government Architect, Peter Poulet.

In September 2017, the Edmondson Park team, including Roberts Day, presented the proposed modification to the Concept Plan to the Design Directorate.

The Design Directorate supported the intent to provide a diverse range of housing types, however, felt the approach to modify the Concept Plan was constrained by the outdated proposal. The Directorate recommended a more detailed analysis to ascertain its feasible delivery. The Directorate recommended a design driven approach is adopted that leverages yield to achieve housing quality, amenity and creation of multiple community nodes.

Specific feedback from the Directorate is listed below:



- *there is opportunity to increase density in areas adjacent open space with suitable solar orientation as well as areas near transport. -*
- *there is opportunity to create a more intense urban centre around the station and series of neighbourhood centres beyond Maxwells Creek.*
- *Recommend higher residential density is considered along the train line in relation to outlook across the riparian corridor and north orientation of blocks.*
- *Strongly support housing diversity however note this should extend to diversity of tenure.*
- *Recommend continued involvement by Landcom in the project to enable longer term staggered release of land as the viability to upzone increases and to guarantee the delivery housing diversity.*

The Landcom Edmondson Park development team, including Roberts Day, explored how to meet the objectives set by the Design Directorate and embed the Directorate's recommendations in MOD5 to the Concept Plan and the design excellence process for the next stages. This is also addressed in the Urban Design Report and the Design Guidelines prepared by Roberts Day.

## Developed Option

Following receipt of the Design Directorate comments, further design scenario testing was undertaken for the proposed modification to the Concept Plan, which looked at:

- Increasing density in areas adjacent to open space such as adjoining Clermont Park and introducing an additional sub-precinct adjoining Maxwells Creek riparian corridor
- intensifying the urban area of the Station Precinct around the Station and an enhanced pedestrian environment in proximity to the Station
- considering higher density residential along the train line with a northern orientation and taking advantage of the riparian corridor
- enhancing housing diversity by increasing the mix of dwelling type as well as diversity of tenure by including the provision to subdivide studio dwellings from the principal dwelling
- reviewing the project divestment strategy to stagger the release of land by Landcom to guarantee housing diversity.

The review of housing diversity also meant a revision to the character areas of the Town Centre North which has informed where particular types of dwellings should be located in context of street hierarchy, distance to public transport and open space and transition to surrounding developed areas.

A number of character areas have been proposed across Edmondson Park Town Centre North. They address the different conditions within the site: proximity to open space/amenity, proximity to transit, inner core 'urban' fabric with higher development intensity, proximity to suburban and fabric and integration with existing suburb. With no upper limit for FSR existing within the Parkland and Maxwells Creek Precinct, and a floorspace control replacing FSR controls within the Station Precinct, the character areas have guided the allocation of density and the proposed housing types.

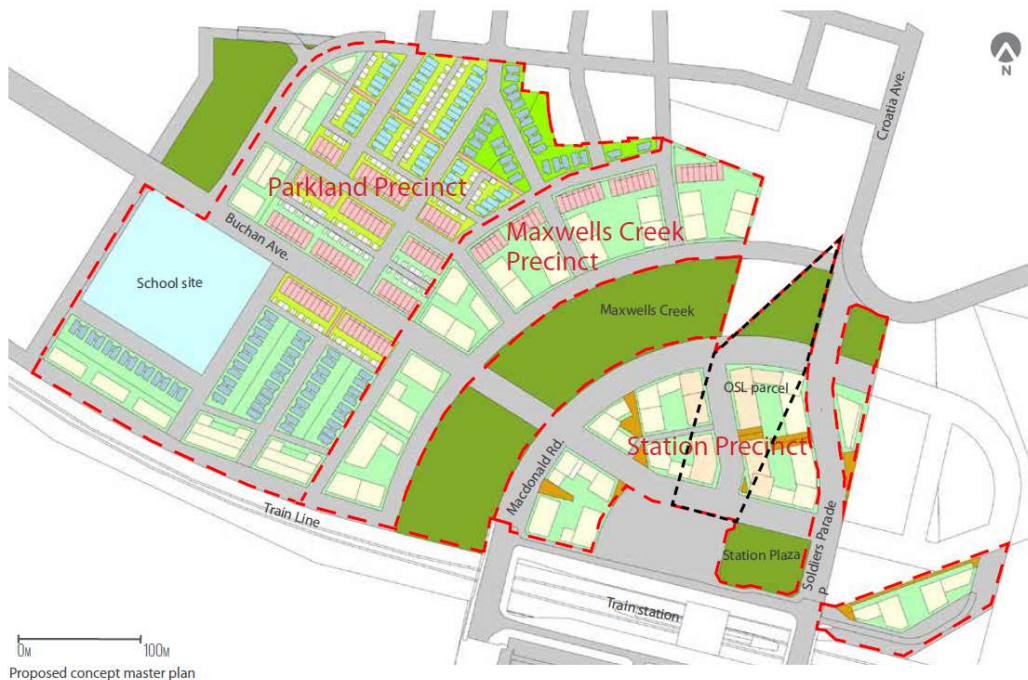




Following this review and revision to the character areas, the Town Centre North site was re-designed and now comprises of three main sub-precincts with different design parameters:

- **The Station Precinct** - located within a 300m radius of the train station, where a maximum Floor Space Ratio (FSR) 2.0:1
- **Maxwells Creek Precinct** - located on the northern side of Maxwells Creek, still within 400m/ 5 minute walk of the train station where no maximum FSR control is applicable.
- **The Parkland Precinct** - within 800m/ 10 minute walk of the train station and transitioning to conventional residential development, where no maximum FSR control is applicable.

The revised Concept Plan image is included below. Landcom requested the DPE issue amended SEARs based on the revised design scheme.





## DESIGN REVIEW #2 - NSW GOVERNMENT ARCHITECT OFFICE – JULY 2018

On 25 July 2018, the Edmondson Park project team presented to the State Design Review Panel (SDRP) chaired by the NSW Government Architects Office.

Overall, the SDRP commended the design team for the overall intent of providing residential diversity at the heart of the town centre. The SDRP did, however, raise concern that while the proposal was a rationale design, it might not have been guided by a clear vision for the town centre and street character.

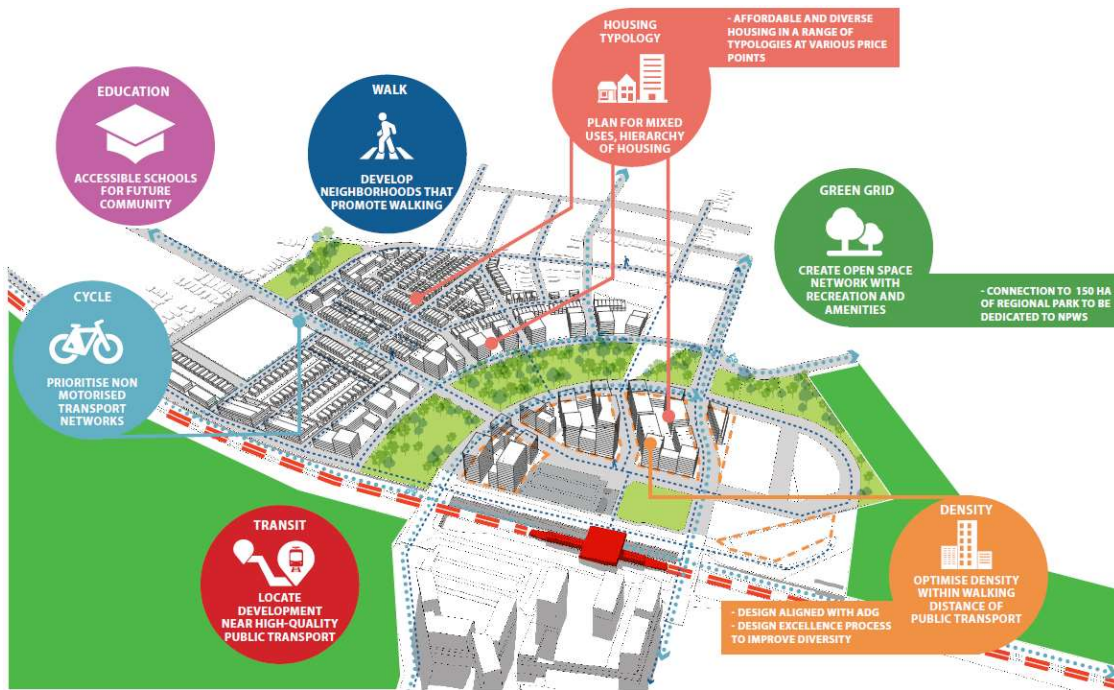
Based on the feedback provided by the SDRP, a more considered and local urban design vision has been prepared to inform the design and character of the Town Centre North. This vision is based on a green, healthy and active and inclusive design to extend nature into the development extending linear parks, inspire a healthy lifestyle, provide the opportunity to age-in-place and support, but not compete with, the Frasers town Centre.

The SDRP feedback and recommendations has informed the resolved design option and has been addressed in and informed the Urban Design Report and Design Guidelines prepared by Roberts Day.

## Resolved Option

The resolved design option for MOD 5 to the Concept Plan has taken into consideration the expertise and experience of the Roberts Day design team, the recommendations of the Design Directorate, the feedback and comments from the SDRP as well as regular engagement with the Department of Planning & Environment and Liverpool City Council. In addition to this, community engagement has been undertaken on the proposed MOD 5 and feedback has been documented in the Engagement Outcomes Report and incorporated into the design.

In addition to the feedback and recommendations from the various design experts, the resolved option of the Concept Master Plan is underpinned by the design rationale below. The following section of this Strategy will ensure design excellence is carried throughout the following stages of this project, beyond approval of MOD 5 to the Concept Plan.



# Design Excellence Strategy

## A proposed strategy for design excellence from concept and planning approval through to land disposal and public domain delivery

The proposed design excellence strategy for the delivery of the Landcom Town Centre North future demonstrates how design excellence will be achieved through the development and sale of Government land.

The Strategy refers to Design Guidelines (separate report), which will ensure high quality design outcomes are achieved through the development of the Landcom Town Centre North site.

The Design Guidelines provide guidance for the future built form and public domain design with specific direction on aspects such as:

- Integration with the Frasers Town Centre and surrounding areas of low-density residential development
- Edmondson Park Railway Station
- Connectivity
- Landscape network and open space
- Building heights, separation and setbacks
- Address to open space
- High quality and permeable pedestrian and cycle networks

Landcom is in the process of establishing a renewed Design Advisory Panel, replacing the Design Directorate. This will provide an independent review of Landcom's projects with an aim to achieving exemplar urban design outcomes.

### Strategy Overview

Design Excellence refers to high quality design as well as a structured process to support the high quality design. Intrinsic to the process is a competitive stage whereby the design quality is gauged and assured through comparison of design capability.

This Strategy could have three major stages, concept design, selecting the preferred developer and detailed design.



Table 01 - Design Excellence Strategy

Stage	Phase	Design excellence process
<b>Selecting the preferred developer</b>	Landcom typically undertakes a two-stage Expressions of Interest (EOI) and Invitation to Tender (ITT) process to short-list and select preferred developer.	<ul style="list-style-type: none"> <li>Landcom assesses respondent submission against a range of criteria including design capability.</li> <li>At ITT stage a design response is requested having regard to the Concept Plan and Design Guidelines.</li> <li>Landcom Design Advisory Panel to provide expert advice to the Evaluation Committee, as required.</li> </ul>
	<b>Landcom to award contract to developer</b>	<b>Contractual provisions relating to design excellence from the Concept Plan and Design Guidelines, as well as housing affordability and diversity will form part of the contract with the developer</b>
<b>Detailed design</b>	<b>DA Preparation</b>  Developer (Landcom or other developer) prepares detailed DA in accordance with the Concept Plan and subsequent approved modifications.	<ul style="list-style-type: none"> <li>DA to be prepared in accordance with approved Concept Plan and subsequent modifications as well as the Edmondson Park Town Centre North Design Guidelines</li> </ul>
	<b>Design Options</b> <ul style="list-style-type: none"> <li>Test design options and identify preferred approach</li> </ul>	<ul style="list-style-type: none"> <li>Seek feedback from and/or present design options to Landcom Design Advisory Panel (only if Landcom is the proponent), and Liverpool City Council Design Excellence Panel (if the proponent is not Landcom), and DPE (as required) early in the detail design phase.</li> <li>Note: GANSW is a member of both the Landcom Design Advisory Panel and the Liverpool City Council Design Excellence Panel.</li> </ul> <p><b>Special provision for Station Precinct landmark building</b></p> <ul style="list-style-type: none"> <li>In addition to the above, present design options to the GA SDRP for the landmark building only.</li> </ul>
	<b>Resolve Design</b> <ul style="list-style-type: none"> <li>Test refined design options</li> <li>Finalise plans and reports to inform final development application</li> </ul>	<ul style="list-style-type: none"> <li>Finalise plans and reports addressing feedback.</li> </ul>
	<b>Developer (Landcom or other developer) submits DA to Liverpool City Council</b>	<b>Reviewed by Liverpool City Council. and determined by Planning Panel</b>