

Appendix P

**Urban Design Peer Review
prepared by
Architectus**

Prepared for
Fresh Hope Care

Date
14 April 2020

Urban Design Peer review

Dunmore St, Pendle Hill

Architectus Group Pty Ltd
ABN 90 131 245 684

Adelaide
Lower Ground Floor
57 Wyatt Street
Adelaide SA 5000
Australia
T +61 8 8427 7300
adelaide@architectus.com.au

Melbourne
Level 25, 385 Bourke Street
Melbourne VIC 3000
Australia
T +61 3 9429 5733
F +61 3 9429 8480
melbourne@architectus.com.au

Sydney
Level 18, MLC Centre
19 Martin Place
Sydney NSW 2000
Australia
T +61 2 8252 8400
F +61 2 8252 8600
sydney@architectus.com.au

architectus.com.au

Report Contact

Oscar Stanish
Associate Urban Designer
oscar.stanish@architectus.com.au

Christiane Whiteley
Associate Urban Designer
christiane.whiteley@architectus.com.au

This report is considered a draft unless signed by a Principal



Greg Burgon
Principal, Urban Design and Planning

Revision history

Issue Reference	Issue Date	Issue Status
1	14 4 2014	Final issue

File Ref: document1

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1. Introduction

1.1 Preliminary

Architectus has been engaged by Fresh Hope Care to provide independent urban design advice and peer review of a Planning Proposal relating to increases to density and height at Dunmore Street, Pendle Hill. This report provides the final review of the proposal as intended for submission to Cumberland Council as a Planning Proposal.

This review is set out as follows:

- Introduction – including the site, proposal and context
- Assessment including:
 - Assessment of strategic context, including appropriateness of height and density.
 - Assessment of proposed masterplan
 - Assessment of proposed planning controls
- Conclusions and recommendations

In preparing this review, we have relied on the following documents:

- Urban Design Report – GMU – Dated 9/4/2020
- Landscape Report – Taylor Brammer – Revision A 17 February 2020

1.2 Key findings

The key findings of this review are that the proposal is strategically and contextually appropriate for the site, including through provision of:

- **Strategically appropriate height and density** that are in alignment with the Central City District Plan and Council's Local Strategic Planning Statement
- **Excellent open space through-site links** that assist in providing public amenity including providing an important connection from the proposed neighbourhood centre on the Bonds Spinning Mills site to the existing Pendle Hill Local Centre and railway station
- **Appropriate interfaces to streets** including Dunmore Street and Pendle Way which respond to the existing built form conditions of each
- **Sensitive and appropriate interfaces to neighbours** through stepping down to their neighbours and also protecting their solar access
- **Good on site amenity outcomes** with regard to best practice standards
- **An appropriate level of flexibility in controls** to allow delivery of this project through future development applications which will be staged.

1.3 The site and proposal

The site is located at Dunmore Street Pendle Hill as shown in Figure 1 below. Under the current planning controls, the site is under a split land use zone – R4 along Pendle Way to the west, stepping back to R3 and R2 behind. These zones have associated maximum Floor Space Ratios of 0.85:1, 0.7:1 and 0.5:1 respectively. Building heights range between 9m to 11m. The Planning Proposal seeks to amend the current land use zones and development controls that apply to the site to enable its future redevelopment for increased seniors housing, affordable key worker housing and open space uses.



Figure 1 Site location



Figure 2 Illustration of proposed development – aerial view



Figure 3 Illustrative Master Plan (Taylor Brammer / GMU / Thomson Adsett)



Figure 4 Proposed building heights (GMU adapted from Thomson Adsett)

Important to the site's context is the Bonds Spinning Mills site to the east, where a Planning Proposal (lodged in 2016) has recently changed the controls to include increased heights up to 39 metres (12 storeys) and Floor Space Ratios of 0.7:1-2.2:1. This development is located further east of the Pendle Hill local centre and railway station than the subject site. The concept image for this development (as shown in the Planning Proposal documentation for the Bonds Spinning Mills site) is shown below.



Figure 5 – Artists Impression – Bonds Spinning Mills site
(the subject site is located directly behind this proposal)



Figure 6 – Indicative masterplan in context with the Bonds Spinning Mill Site
One of the important factors for Architectus in supporting this masterplan is that the bulk and scale of buildings proposed is much more sensitive and in context with neighbours than the longer buildings already approved on the Bonds Spinning Mills site

2. Assessment

2.1 Strategic context, height and density

As the proposal includes significant changes to building height and density, Architectus has undertaken a strategic urban context review. Our experience in this kind of review and implementation across strategic centres include the following key work within the context of Pendle Hill:

- The Parramatta City Centre Strategy – which has led to the current Planning Proposal for changes to planning controls in the Parramatta CBD.
- Wentworthville Centre Urban Design and Built Form Controls (Holroyd/Cumberland Councils, 2015-2018).

In brief, we consider the proposal to be a strategically appropriate location for new development at the densities proposed, subject to local impacts, as:

- Although Pendle Hill has not yet received the attention of a major strategic review by Council or State Government, planning controls for land surrounding all other railway stations between Parramatta and Blacktown has been reviewed and/ or amended, either for the whole centre or individual sites. Change should be expected in Pendle Hill in the short to medium term.
- Pendle Hill is noted as a 'local centre' in the Draft Cumberland Local Strategic Planning Statement, however, is only one of two of these centres that have a railway station and therefore align with State Government's 30-minute city objectives set out in the Greater Sydney Region Plan and District Plan.
- The site is one of three large sites within 10 minutes' walk of Pendle Hill railway station, consistent with the District Plan's preferred locations for additional residential density. These large sites are likely to come forward for development before the smaller sites including the local shops closer to the railway station.
- There is a precedent of 39m approved building heights adjacent to the site on the Bonds Spinning Mills site, further from the railway station. The heritage constraints on the Spinning Mills site were a key influence in setting its height of building controls, with the taller buildings on the southern portion of the site.
- Heights of 24m or greater have been accepted on other large sites in the broader context that are distant from rail transport and centres such as Wentworthville South, the Great Western Highway and Parramatta North.
- The site has the potential to provide important social infrastructure and open space, provide connections between Pendle Hill and the new local centre on the adjacent site and support appropriate strategic growth of Cumberland.

Based on this analysis Architectus has created a high level structure plan for what we would anticipate the future of Pendle Hill would redevelop into, to ensure that this proposal can form part of a cohesive development of the centre in the future. Our key analysis in developing an understanding of the context and its implications for the site is shown over the following pages.

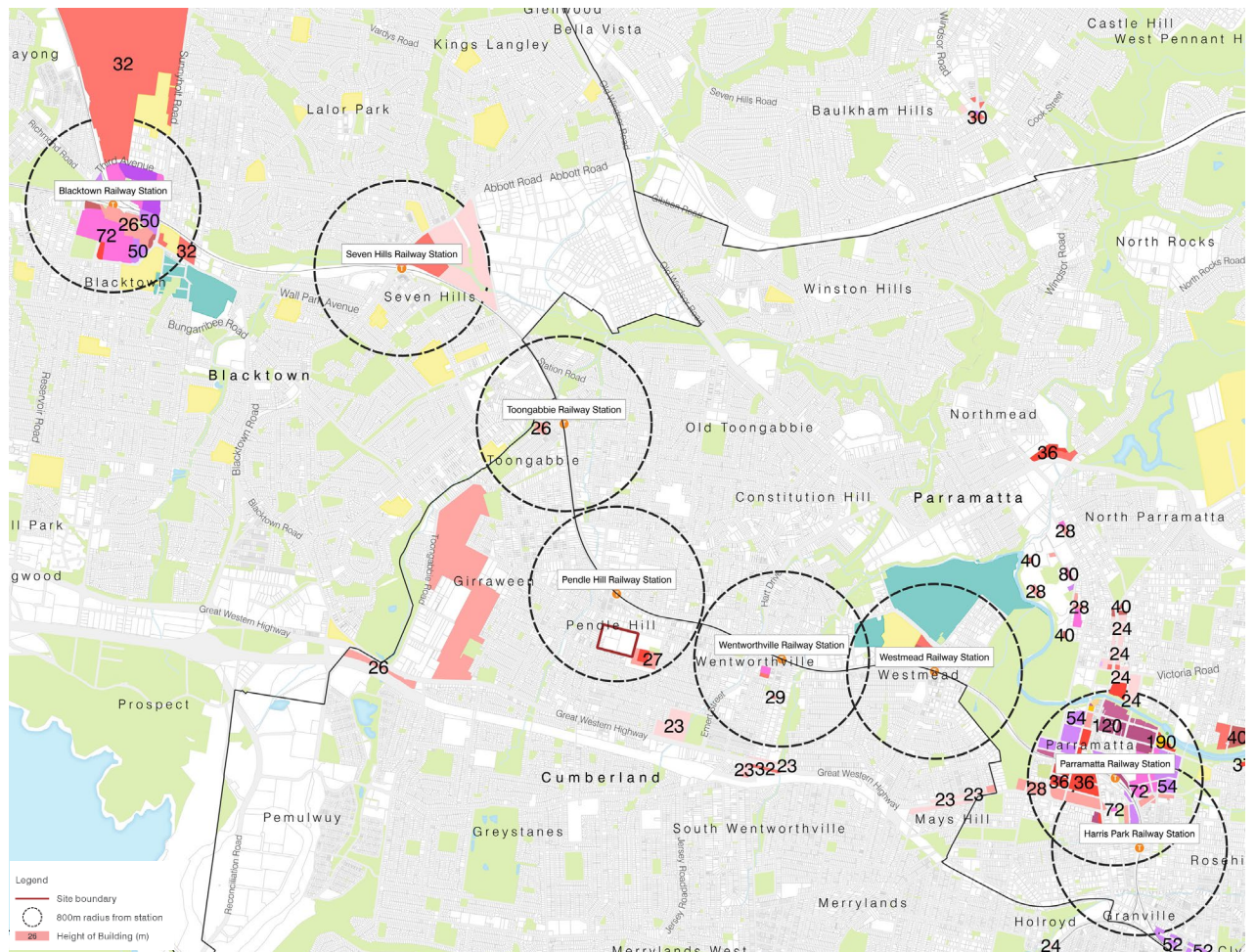


Figure 7 – Existing Height of Building controls between Parramatta and Blacktown – Pendle Hill is the last train station between Parramatta and Seven Hills to have significant rezonings nearby. Generally, large sites have been seen as appropriate for heights of 24-31m, even outside 10 minutes' walk to a railway station.



Figure 8 Key comparison sites

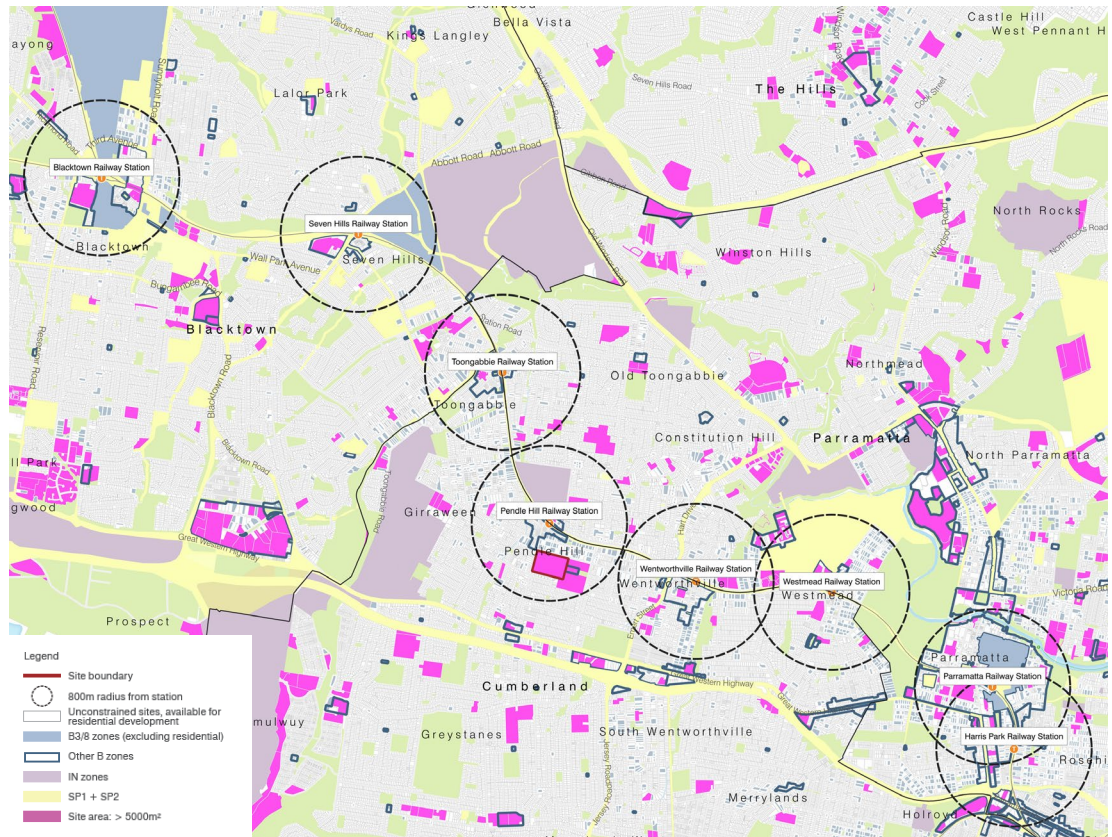


Figure 9 – Large sites along the Western Railway line between Parramatta and Blacktown – The site is one of the largest sites within 10 minutes' walk of a railway station available for redevelopment in this part of Sydney.

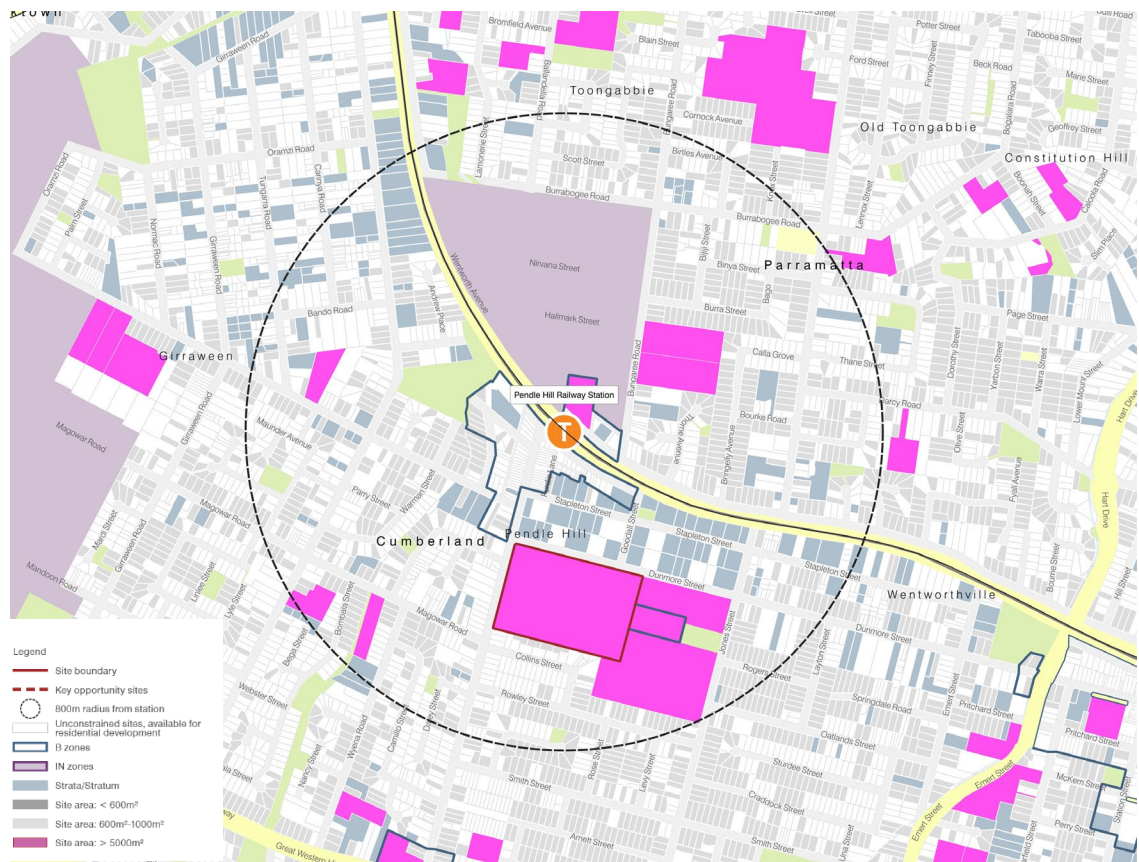


Figure 10 Large sites in Pendle Hill – The subject site is one of three major sites outside Pendle Hill Centre (the others being the already rezoned Bonds Spinning Mills site to the east and to the north over the railway line)

- Local centre
 - Small amalgamated sites
 - Ground floor retail
 - 4 storey continuous street wall with potential for some pop-ups on larger amalgamated sites



- Opportunity sites
 - 4 storey street wall with breaks to external streets
 - Local opportunities for greater height and density
 - Transition to housing at periphery
 - Potential for local open space



- Potential infill
 - 4 storey street wall with breaks
 - Amalgamated sites - in many cases adjacent to housing



Figure 11 Architectus – High level potential built form structure plan for Pendle Hill

2.2 Assessment of Indicative Masterplan

Architectus has reviewed the indicative masterplan developed by GMU together with the broader project team and has had the opportunity to provide comments as the indicative masterplan developed. Our views on key elements of the final design are presented below:

Context and Neighbourhood Character

The design provides an appropriate response to its context, in particular through its:

- Response to the street interfaces, including:
 - providing a 6m setback which is generally consistent with the existing context.
 - reflecting the existing 3-4 storey scale along Dunmore Street to the north whilst providing a step up along Pendle Way to 3 to 5 storeys. This provides an appropriate scale relationship with the adjacent 1-2 storey properties.
- Provision of a large open space at its heart, which reflects the heritage curtilage to Ashwood House and Dunmore House, including the retention of views to and from Dunmore House from Dunmore Street.
- Scale transition to the east where taller buildings are proposed nearby and in the backdrop of views of Dunmore House.
- Transition to single-storey neighbours to the south through two-storey buildings with a third storey 'pop-up' set back from the building edge.
- Provision of small blocks in general that relate strongly to the grain of the context, particularly when compared to the adjacent Bonds Spinning Mills site where very long and bulky buildings have been approved in principle.

The north-western corner of the site is its closest connection to Pendle Hill local centre and railway station and allows the opportunity for a built form marker to visually identify the site. The indicative master plan provides a 5-storey pop-up element here which is a small step above the immediate existing context. Architectus considers that this corner will in future be appropriate for greater height and density as we anticipate further review and change in Pendle Hill centre through strategic planning processes (see strategic context assessment in section 2.1 of this report). It is unusual for a centre to develop with much greater heights and densities significantly further from the existing centre and railway station (in this case the 12 storeys accepted on the Bonds Spinning Mills site) than on a prominent corner close to the railway station such as this. The indicative masterplan in Architectus' view is an approach which is contextually appropriate without further strategic review of Pendle Hill. However, we encourage flexibility in the final LEP controls proposed to allow for a more significant marker here if further strategic planning takes place that identifies this prior to a Development Application for this part of the site being lodged.

The Residential Aged Care facility (RAC) is the largest building to be provided on site in the illustrative masterplan. There is a demand for this kind of facility in this kind of form to be provided on site. In principle Architectus believes this is appropriately located and designed as:

- There is a functional requirement for this facility to be located adjacent to Ashwood House, which is proposed to provide small-scale medical uses such as allied health services to support the on-site population including the future residents in the RAC facility.
- It has been in wings that read as separate forms, minimising the overall appearance of bulk.
- Its location in the centre of the site minimises the impacts of the RAC's scale on surrounding streets and context.
- The north-western corner of the site, near to Pendle Hill Centre and Railway Station is better suited to the Independent Living Units (ILUs), so that can take better advantage of this amenity.
- The location of the RAC provides residents with an aspect over the open spaces provided by the design.
- A significant separation to Ashwood House has been provided, capable of accommodating large trees that soften the scale transition.

Amenity

Regarding the amenity of the project, the provisions of State Environmental Planning Policy 65 (SEPP65) and the Apartment Design Guide (ADG) are the most appropriate industry standard for describing metrics associated with amenity such as distances. It should be noted that the design criteria within the ADG are unlikely to formally apply as part of the planning framework for subsequent Development Applications for Seniors Living uses however the design principles set out in the State Environmental Planning Policy Housing for Seniors or People with a Disability (Seniors Living SEPP) will apply, which include amenity considerations however are not based on metrics.

Internally all the buildings achieve appropriate amenity, consistent with SEPP65 objectives and Seniors Living SEPP. It is important to note that the building designs shown are not final designs and the detailed design process of Development Applications in the future should improve outcomes further.

The indicative masterplan provides a gradual height transition from south to north that assists in retaining good solar access to the existing properties south of the subject site. The information provided by GMU describes that the objectives of good solar access can be provided to these properties with regard to the ADG. While the information provided is suitable for a Planning Proposal, further consideration of buildings at a detailed stage (including the individual location of windows and open spaces) can be provided at future Development Application stages to further ensure improved performance for individual properties.

Public domain, landscape and safety

Architectus has worked with the project team to ensure there is a strategy for a clear definition and legibility of the public-private realm as proposed. The existing site reads as an island site without connections through it, and it is important that it becomes legible and connected, particularly as the site will play an important role in providing pedestrian and cycle connectivity between the Bonds Spinning Mills site to the east (including its B2 zoned local centre and RE1 zoned public open space) and Pendle Hill Centre to the north.

The final design provides a clear grid of east-west and north-south connections that ensure the site is permeable, legible and safe. Taylor Brammer's landscape concepts set out a clear approach on this issue, set development around green spines and intermittent pocket parks. There has also already been considerable work done on ensuring that pedestrian paths allow for disabled access across the site whilst minimising the requirements for balustrades and stairs due to changes in levels which is reflected in the indicative masterplan. This aspect of the design has been well considered and sets a strong direction for future Development Applications.

Sustainability and aesthetics

The design is currently at an early stage and these issues will be defined in more detailed through subsequent Development Applications. The concepts currently shown through the architectural and landscape design are appropriate to the site and can be developed further through future Development Applications. The perspectives and landscape package show an appropriate response to site from an urban design perspective. The emphasis on landscape and planting as a focal point to the site, including through the public realm, private realm and within buildings in the form of rooftop gardens is strong and should be encouraged through delivery.

2.3 Proposed Planning Controls

The key proposed controls are as follows and shown on the diagrams below:

- Land Zoning – R4 High Density Residential + RE2 Private Recreation
- Maximum Building Heights – 32 metres (maximum) and 12.5m (adjacent to southern neighbours)
- Floor Space Ratio – 1.5:1 (maximum) and 0.85:1 (adjacent to southern neighbours)

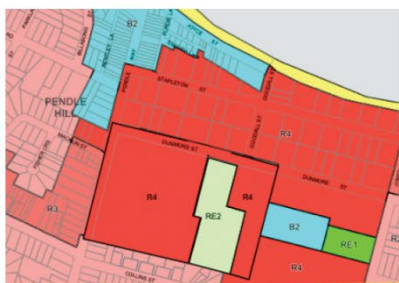


Figure 79. Proposed zoning map (courtesy of Keylan Consulting)

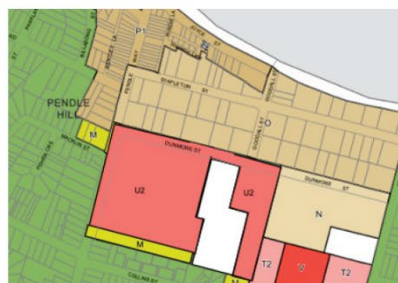


Figure 80. Proposed height of building map (courtesy of Keylan Consulting)

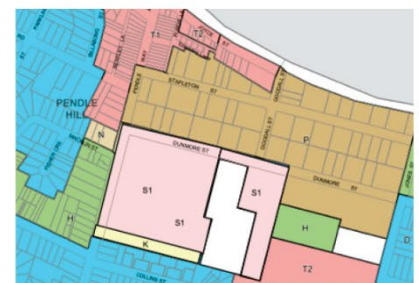


Figure 81. Proposed floor space ratio map (courtesy of Keylan Consulting)

Figure 12 Proposed Zoning, Height of Building and FSR Maps (GMU, Keylan Consulting)

Architectus considers that these are appropriate to accommodate the indicative masterplan as shown and also provide the flexibility that will be required to accommodate delivery of this project which is large and will need to be staged and evolve through delivery.

It should be noted that the planning controls are significantly lower than that of the Bonds Spinning Mills site adjacent, including:

- A maximum height of 32 metres where the Bonds Spinning Mills site includes heights up to 39 metres.
- A typical Floor Space Ratio of 1.5:1, around 1/3 lower than the typical Floor Space Ratio of the neighbouring site which is 2.2:1
- A larger area of open space as a proportion of the site.

The proposed development will provide a logical and sensitive transition to the greater heights and scale already approved in principle for the Bonds Spinning Mills site, as well as connecting this to the existing Pendle Hill Centre through new connections and green links.

3. Conclusion

Architectus has been engaged by Fresh Hope Care to provide independent urban design advice and peer review within the development of an indicative masterplan for Dunmore Street Pendle Hill. This report sets out a review of the indicative masterplan for the site.

In summary, the Planning Proposal has been tested and reviewed from an urban design perspective. Architectus considers that the proposal has considerable merit, is strategically appropriate and contextually sensitive. Key elements of the proposal's successful urban design response are:

- **Strategically appropriate height and density** that are in alignment with the Central City District Plan and Council's Local Strategic Planning Statement
- **Excellent open space through-site links** that assist in providing public amenity including providing an important connection from the proposed neighbourhood centre on the Bonds Spinning Mills site to the existing Pendle Hill Local Centre and railway station
- **Appropriate interfaces to streets** including Dunmore Street and Pendle Way which respond to the existing built form conditions of each
- **Sensitive and appropriate interfaces to neighbours** through stepping down to their neighbours and also protecting their solar access
- **Good on site amenity outcomes** with regard to best practice standards
- **An appropriate level of flexibility in controls** to allow delivery of this project through future development applications which will be staged.

Architectus is pleased to support the planning proposal on this basis.