WOLLONDILLY SHIRE COUNCIL ADMINISTRATION BUILDING PLANNING PROPOSAL

URBAN DESIGN REPORT



e8urban

May 2020

e8urban

www.e8urban.com

e8urban Pty Ltd
Suite 16
79-81 Old South Head Road
Bondi Junction
NSW 2022

Wollondilly Shire Administration Building Planning Proposal

Urban Design Report

May 2020

Prepared by e8urban pty ltd for Wollondilly Shire Council

Wollondilly Shire Council

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Executive Summary

Introduction

e8urban have been appointed to undertake an urban design study as part of a multidisciplinary team to develop a Planning Proposal (the PP) for land within the Picton CBD (the Site) owned by Wollondilly Shire Council.

The aim of the study is to demonstrate how a new Council Administration Building (the Proposal) can be incorporated into the existing Town Centre of Picton, providing a new civic landmark and a high quality public domain that complement the existing character of Picton.

The Site is a key component within the proposed Wollondilly Shire Community, Cultural and Civic Precinct (the Precinct) within Picton Town Centre.

A successful application for State Government funding for the realisation of the Precinct was determined in February 2020. This funding has been a catalyst for this and other Council lead projects in the Precinct.

The Proposed Wollondilly Shire Community, Cultural and Civic Precinct

The Precinct is one of five community projects that Council is proposing as part of the successful Western City Parkland City Liveability Program Liveability Fund. Council envisages the Precinct as an important Shire-wide civic asset that will bring together the full spectrum of the community and become a focal point for:

- Local activity;
- Not for profit engagement;
- Community building;
- Council administration;
- Civic activities; and,
- Creative expression and activity.

This project is a 'once-in-a-generation opportunity' to create a locally relevant, identifiable and community inspired cultural, civic and community Precinct in Picton.

The Vision for the Cultural, Civic and Community Precinct

The concept for the Precinct has been co-designed by Council and the community, aligning community aspirations and civic functions. The vision for the Precinct is for it to become the community, civic and cultural heart of Wollondilly. It will be a meeting place, a place for cultural expression and civic activities, bringing together community members, the business community and visitors to Wollondilly.

Key Drivers of Change

The Precinct will supplement existing gaps for community spaces across Wollondilly, such as conference facilities and spaces to accommodate medium to large performances, exhibitions, education programs and events.

The spaces and infrastructure in the Precinct will be fit for purpose for both operators and users as planning, design and operation will be informed by a comprehensive and collaborative consultation process.

The Government policies, physical infrastructure and demographic growth that will support the Precinct include:

- The Draft South West District Plan;
- The Western Sydney Airport;
- The Wilton Release Area;
- The Wollondilly Shire Strategic Community Strategy; and,
- The planned Picton East Urban Release Area.

Better Placed

Better Placed is the NSW State Government's key guidance document for urban design. It identifies seven objectives, and these have been used to assess the Proposal.

- Better fit contextual, local and of its place;
- Better performance sustainable, adaptable and durable;
- Better for community inclusive, connected and diverse;
- Better for people safe, comfortable and liveable;
- Better working functional, efficient and fit for purpose;
- Better value creating and adding value; and,
- Better look and feel engaging, inviting and attractive.

The Site

The Site is located in the north of Picton. It consists of an urban block of 13,890 sqm. The Site includes land owned by the State Government, Wollondilly Shire Council (Council) and a number of private landholders.

Picton is an important regional town with a unique character that is defined by the landscape setting between low lying hills and the historic planning grid derived from the perpendicular intersection of Menangle Road and the Old Hume Highway.

Important local heritage items are located close to the Site including the Shire Hall and Picton Post Office and the Site is located within a Heritage Conservation Area.

The New Administration Building

The proposed Administration Building is envisaged as a key element within the Precinct, and is required to serve the community through the planned growth within the LGA. The Proposal is based on the concept defined by the master plan for Council owned land within the Town Centre adopted by Council on 19 August 2019.

The Proposal incorporates the following:

- A three and four storey development providing accommodation for up to 400 staff;
- On-site parking for between 80 and 100 cars;
- A public foyer with reception area and working spaces;
- Enhanced public domain interfaces around the Proposal; and,
- A future Village Green within the heart of the Precinct - developed as part of later works.

Due to the need to provide a continuity of service the existing administration building located within the Precinct will need to be fully operational for the duration of the construction of the Proposal.

The Need for a Planning Proposal

The anticipated needs and requirements of the new Administration Building will require a building that exceeds the 9 metre control currently permitted by the Wollondilly Local Environmental Plan 2011 (WLEP 2011), therefore a Planning Proposal is required that sets out the key parameters for the anticipated built form, including:

- Overall height;
- Bulk and scale;
- Form;
- Organisational principles, such as servicing;
- Key interfaces; and,
- Public domain approach.

While the Planning Proposal will identify these key outcomes and drivers, it is anticipated that the detailed design of the Proposal will further refine the outcomes and provide a unique architectural and public domain response that reflects and responds to the local character and relationship to local heritage.

The Proposal should reflect the 'Shire-Feel', with a design that is derived for the landscape, climate and pattern of Picton as a compact regional town.

This Report and Project Outcomes

This urban design report describes the work undertaken in the development of the Concept Urban Design.

It has been prepared with inputs from the wider consultant team and Council and draws on both previous studies and new work. The Report includes the following information:

- The Precinct context and location;
- Analysis of the Precinct, including mapping, photos, 3D images and an evaluation of the opportunities and constraints;
- Design Drivers for the Proposal;
- A Concept Urban Design for the Administration building;
- Indicative controls for the public domain and key built form interfaces and principles; and
- An analysis of potential impacts from within the immediate area.

Diagram Format

The work undertaken to develop the Proposal is generally presented in the form of architectural graphics and plans.

Our team has developed 2D and 3D models of the Precinct and Proposal and prepared 2D plans and 3D axonometric diagrams to explain the existing context, key ideas and ultimately the Concept Urban Design of the Proposal.

Stages of Development

Throughout this report the Proposal is presented in both the existing context and as part of the developed Precinct. The diagrams on page 6 show this sequence.

The Concept Urban Design

The Proposal we have modelled accommodates a Gross Building Area of just over 6,600 square metres, allowing for accommodation of up to 400 council employees.

The Concept Urban Design has been developed for the Council owned land (the Site) to:

- Demonstrate how a new Administration Building can be successfully incorporated into the Picton CBD;
- Establish the likely scale and massing of the Proposal;
- Indicate how the Proposal irelates to the public domain;
- Define the new LEP planning controls that will be required;
- Indicate how parking would be accessed; and,
- Illustrate any visual impacts.

Future Precinct

The axonometric sketch on page 7 highlights the Concept Urban Design in the context of the proposed future Precinct.

It is a vision of a varied series of high quality buildings framing important heritage items and set within a diverse public domain network with streets, lanes and civic spaces.

Proposed Changes to the WLEP 2011

In order to facilitate the Proposal changes will be required to the Heigh of Building Controls for a portion of the Site that relates to the new building footprint, with an increase in the maximum Height of buildings from the existing control of 9 metres to a new control of 16 metres.

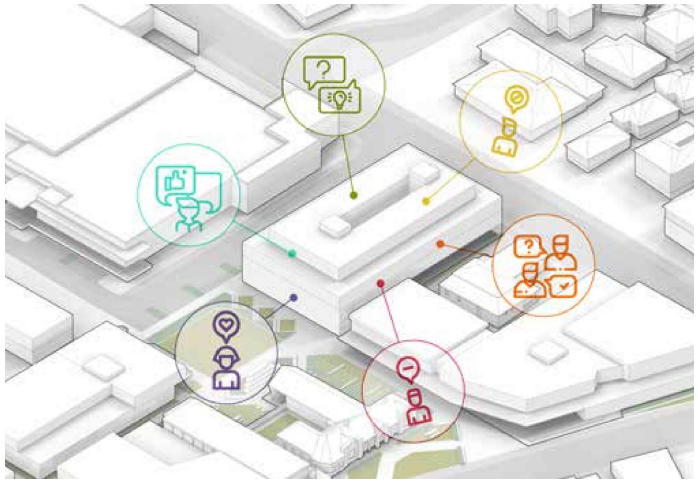
This assumes that elements, such as lift core overruns, services and plant can exceed this limit within reason and be strategically located to reduce impact where possible.

Project Design Principles

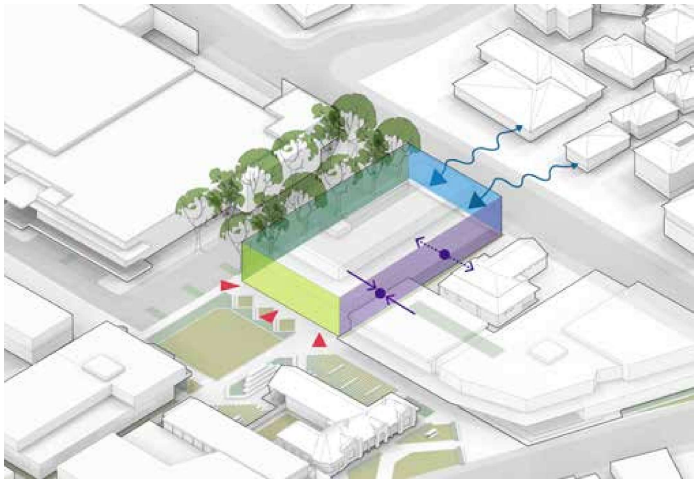
The six diagrams on this page highlight the design principles that have been developed to inform the urban design solution for the Site.



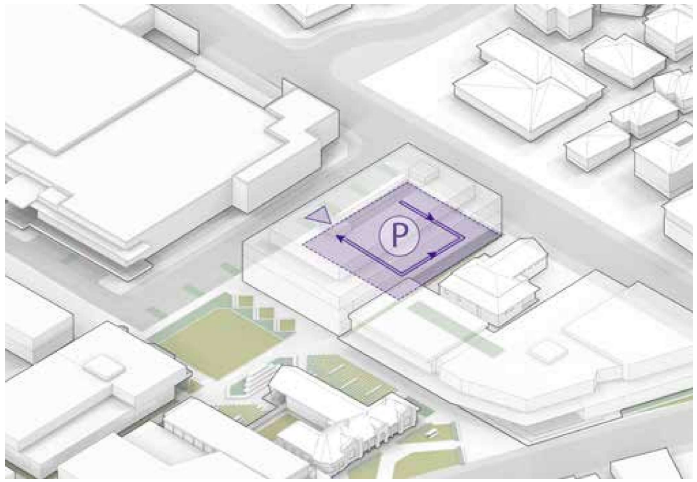
Integration with the public domain and green amenities



Diverse workspace and community interaction



Interfaces to reflect the differing edge conditions around the Site



On-ground parking sleeved from the public realm

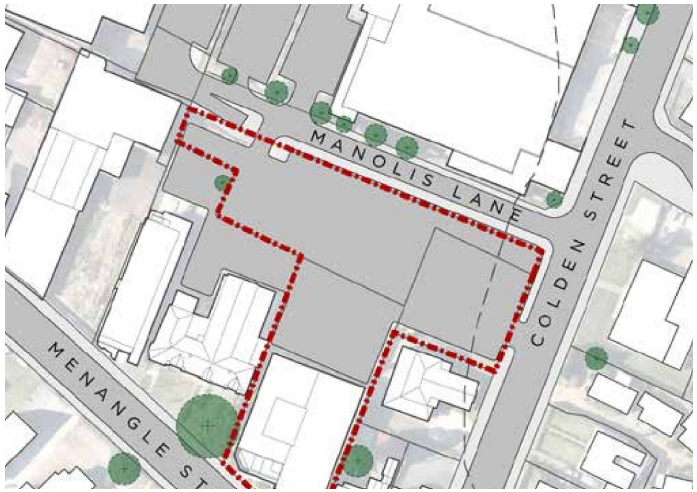


Integration with the wider precinct planning



Views to existing heritage and landscape setting

Stages of Development



Existing Situation

This diagram shows the Site in it's current configuration as a mix of public parking, and council parking with the Existing Administration Building located in the south of the Site.



Initial Stage - New Administration Building Complete

This diagram shows the Proposal on the Site with the Existing Administration building still located in the south of the Site.

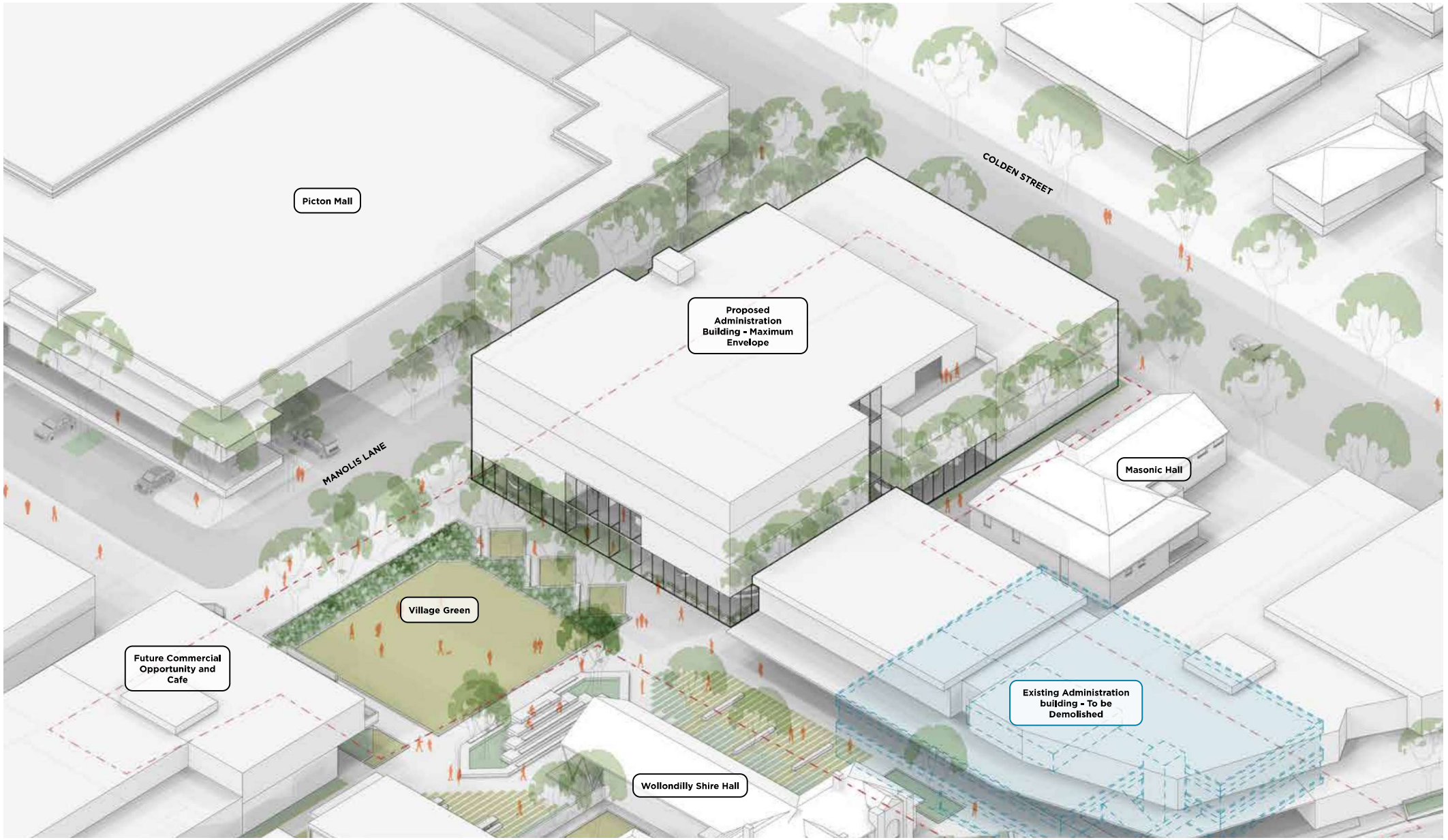


Future Full Precinct Development - Subject to Refinement of the Precinct Master Plan

The final diagram shows the Precinct fully developed according to the Community, cultural and civic Precinct as adopted by Council in August 2019.

It is anticipated that the full extent of Precinct public domain works will be will be scoped, planned and delivered by the completion of the broader Precinct development.

Indicative Future Precinct



1.0 Introduction

1.1 The Site

The Site is located in the north of Picton. It consists of an urban block of 13,890 sqm. The Site includes land owned by the State Government, Wollondilly Shire Council (Council) and a number of private landholders.

Picton is an important regional town with a unique character that is defined by the landscape setting between low lying hills and the historic planning grid derived from the perpendicular intersection of Menangle Road and the Old Hume Highway. Important local heritage items are located close to the Site including the Shire Hall and Picton Post Office and the Site is located within a Heritage Conservation Area.

The Site consists of three DP lots as identified in Figure 1. The Site is within the Picton administrative and civic core and includes offices, retail, residential uses, community uses and a significant area of carparking.

The land around the Site has similar uses and also includes education and open space. The Site is a irregular shape and has the following boundary conditions:

North - Manolis Lane and Picton Mall

South - Masonic Temple and Menangle Road

West - Shire Hall and on-grade parking

East - Colden Street

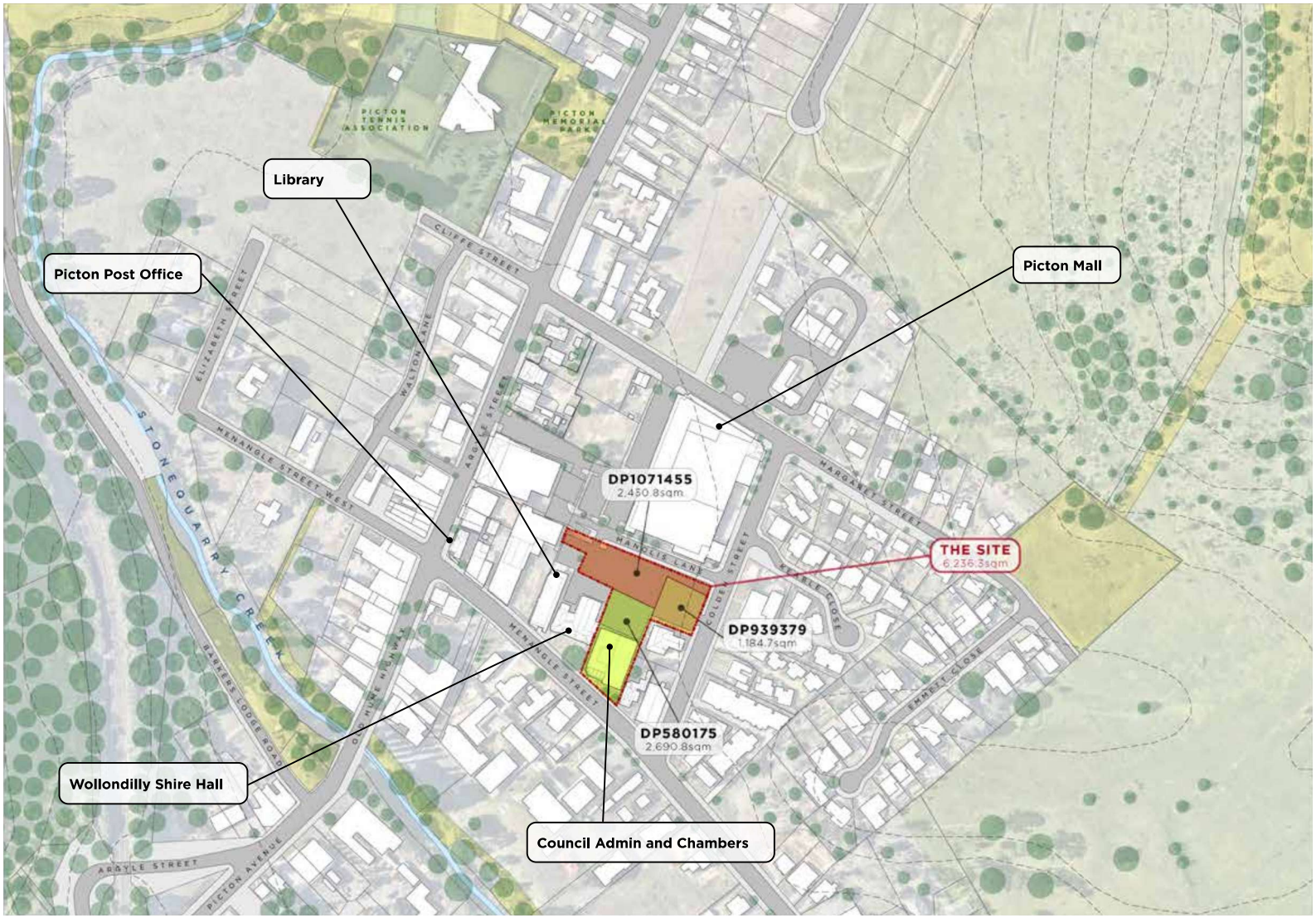
The site has a gentle fall of up to 2 metres from the east to the west.

1.2 Study Purpose

The purpose of this study is to explains the need for changes to the WLEP 2011 that are required to develop a new Administration building within Picton Town Centre.

The study provides to following information to build a case for change and demonstrates that, from an urban design perspective, the benefits outweigh the potential impacts. The study:

- Includes an overview of the Site and immediate context;
- Highlights the key opportunities and constraints;
- Proposes high level opportunities and constraints;
- Provides a high-level urban design principles and concept; and,
- Articulates a series of controls to be incorporated in the detailed design of the Proposal.



The Site

Legend

The Site

Figure 1: The Site

2.0 Local Context

2.1 Sub-Region Location

Picton is located in the Wollondilly Shire, in the Macarthur Region of New South Wales, 80 kilometres south west of Sydney CBD and 30 kilometres south of Campbelltown.

Picton has train, bus and road connections to nearby towns and centres and is located in a predominantly rural area.

Wilton to the south east of Picton has recently been rezoned to accommodate significant growth in the Shire. The Growth Area has the potential to accommodate around 15,000 homes over the next 20 to 30 years and has a target of 15,000 new jobs in associated employment lands.

The table below provides an indication of travel times to local towns and centres around Picton.

Destination	Rail Travel Time	Road Travel Time
Sydney CBD	1 hour 36 minutes	1 hour 10 minutes
Parramatta CBD	1 hour 21 minutes	1 hour 21 minutes
Campbelltown CDB	22 minutes	29 minutes
Canberra CBD	3 hours 36 minutes	2 hour 18 minutes
Wilton	N/A	13 minutes

Figure 2 highlights the location of Picton within the broader sub-regional area.

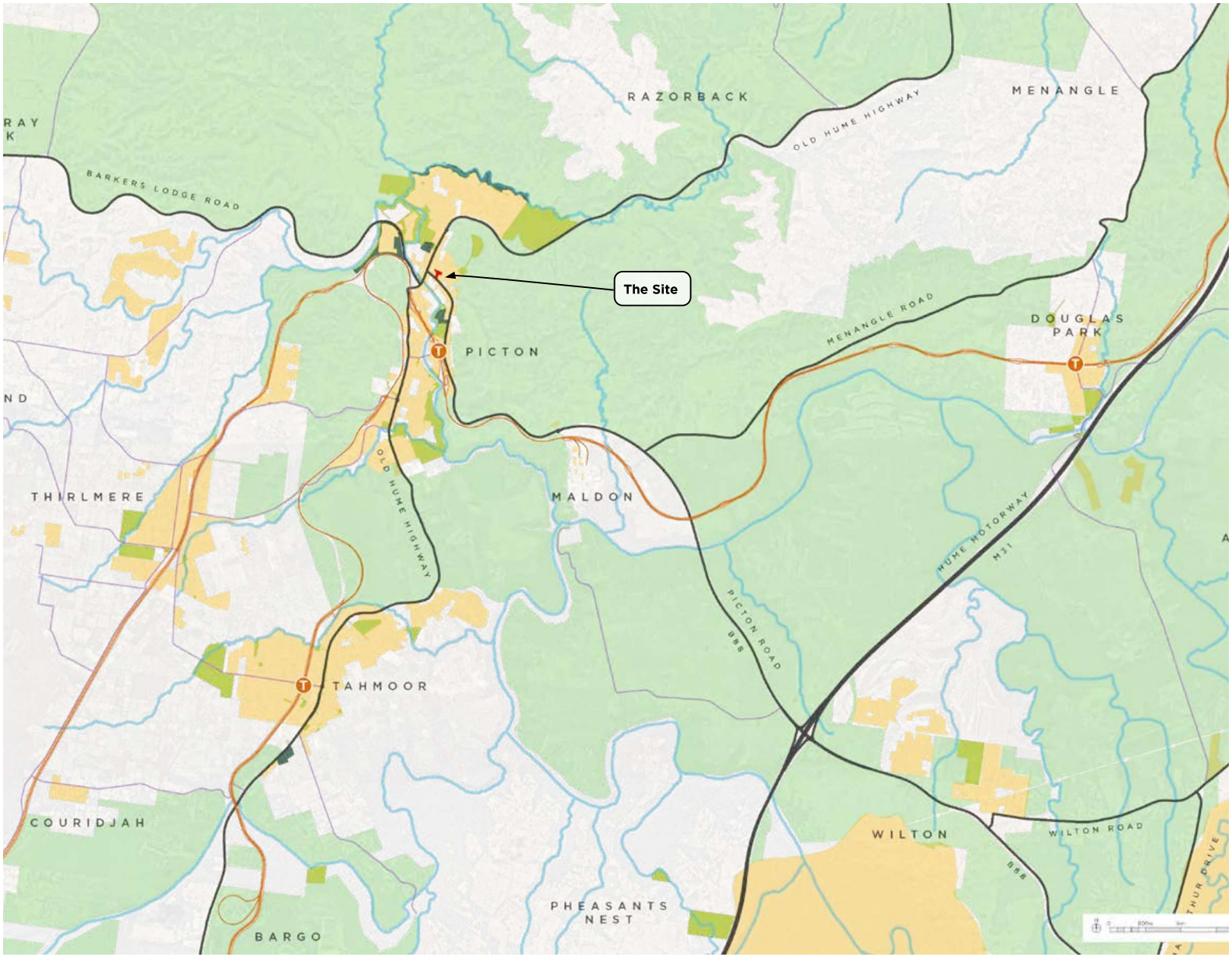


Figure 2: Sub-regional context plan

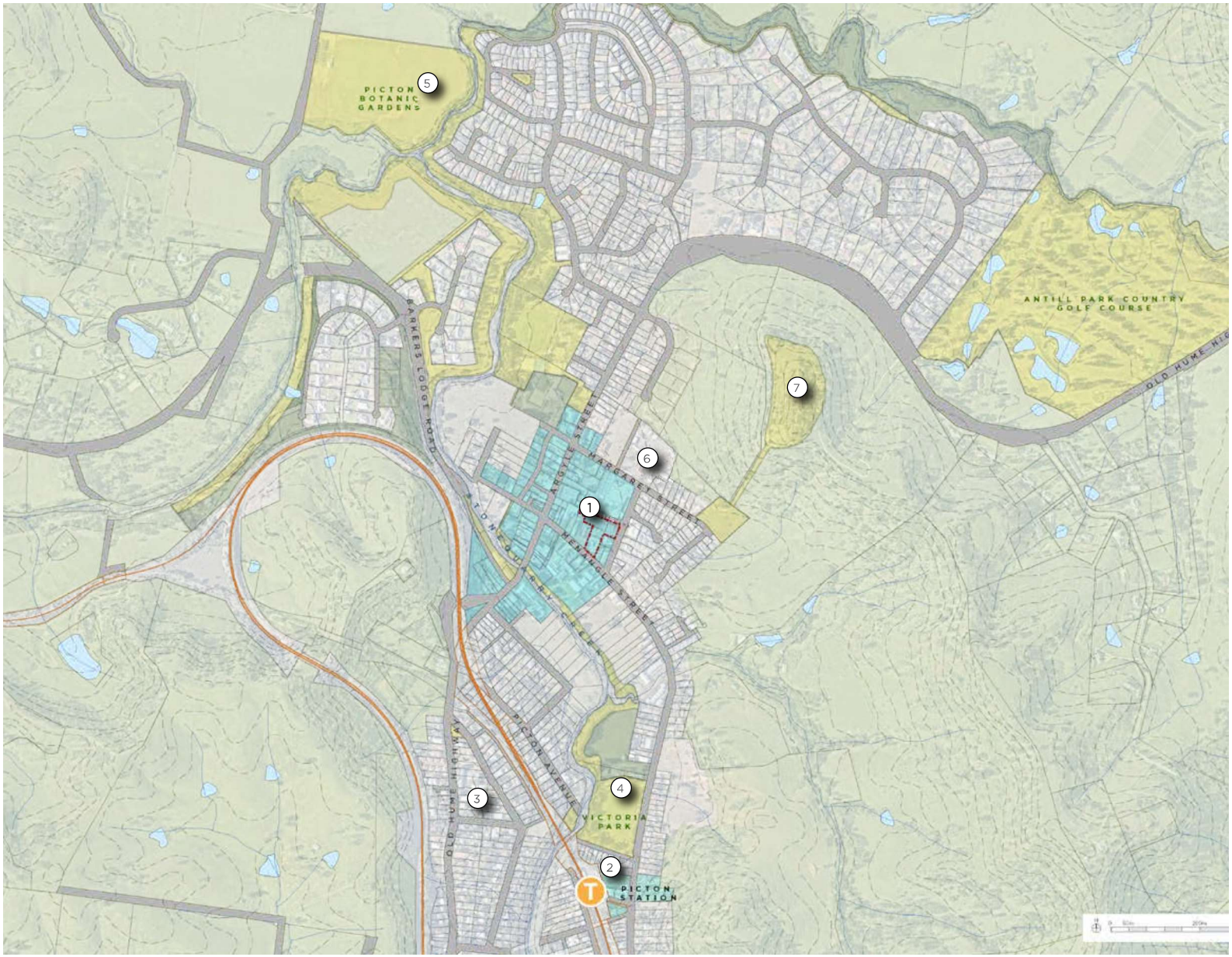
2.2 Site Location within Picton

Picton is also the administrative centre of Wollondilly Shire, it has a population of 4,816 people according to the 2016 census.

The Site is located in the north of Picton within the main employment, administrative and retail area of the town.

Key Reference	Feature
1	The Site
2	Picton Station
3	Picton Public School
4	Victoria Park
5	Picton Botanic Gardens
6	Wollondilly Shire Council Picton Depot
7	Vault Hill

Figure 3 shows the location of the Site in relation to the urban areas within Picton.



Picton Town

Legend

- The Site
- Urban area
- Town Centre / commercial area
- Rural land
- Public open space
- Watercourse
- Railway
- Major road / motorway

Figure 3: Local context

2.3 Wollondilly Local Environmental Plan 2011

Current Planning Controls

Development within the Precinct is governed by the Wollondilly Local Environmental Plan 2011 (WLEP 2011)

Land Use Zoning

The majority of the Precinct is zoned B2 Local Centre, with the land within the Site to the north having a R3 Medium Density Residential zoning.

Minimum Lot Size

There are currently no Minimum Lot size controls for the Site.

Height of Building

A maximum height of Building Control of 9 metres governs all land within the Site.

Figures 4, 5 and 6 show the existing WLEP 2011 controls for the Precinct that have been described above.



Figure 4: Existing Land Use Zoning map - WLEP 2011

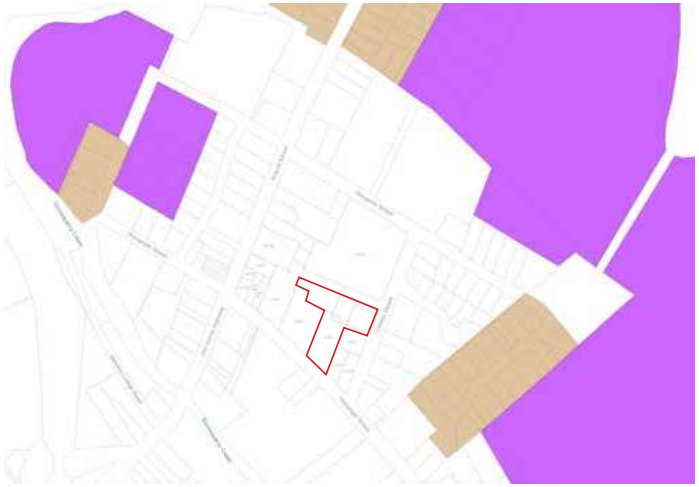


Figure 5: Existing Minimum Lot Size map - WLEP 2011



Figure 6: Existing Height of Buildings map - WLEP 2011

3.0 Site Analysis

3.1 Topography

Picton is sited on generally level ground within an undulating landscape. Picton slopes downward in a south westerly direction from Vault Hill in the northeast toward Stonequarry Creek.

The Site is located between the two hills that frame the Town Centre. These hills provide a unique sense of place, holding the township within a landscape setting, forming a visual backdrop and vistas a the end of streets.

On approach to Picton Town Centre, Vault Hill decreases from a steep slope to a moderate slope, and then becomes relatively flat at Margaret Street.

Picton Town Centre is located on flat to gently undulating land, partially on the Stonequarry Creek Floodplain. The relatively flat topography supports legibility, convenient movement and access within the town centre, predictable building forms and ease of construction.

There is a fall from east to west across the core of the Site with the western high point being at an RL of approximately 164 AHD and the low point in the east being at 158 AHD.

Figure 7 shows the existing topography as a graphic diagram, where the heights and landform are based on 2 metre contour data obtained from Land and Property Information NSW as open source GIS.

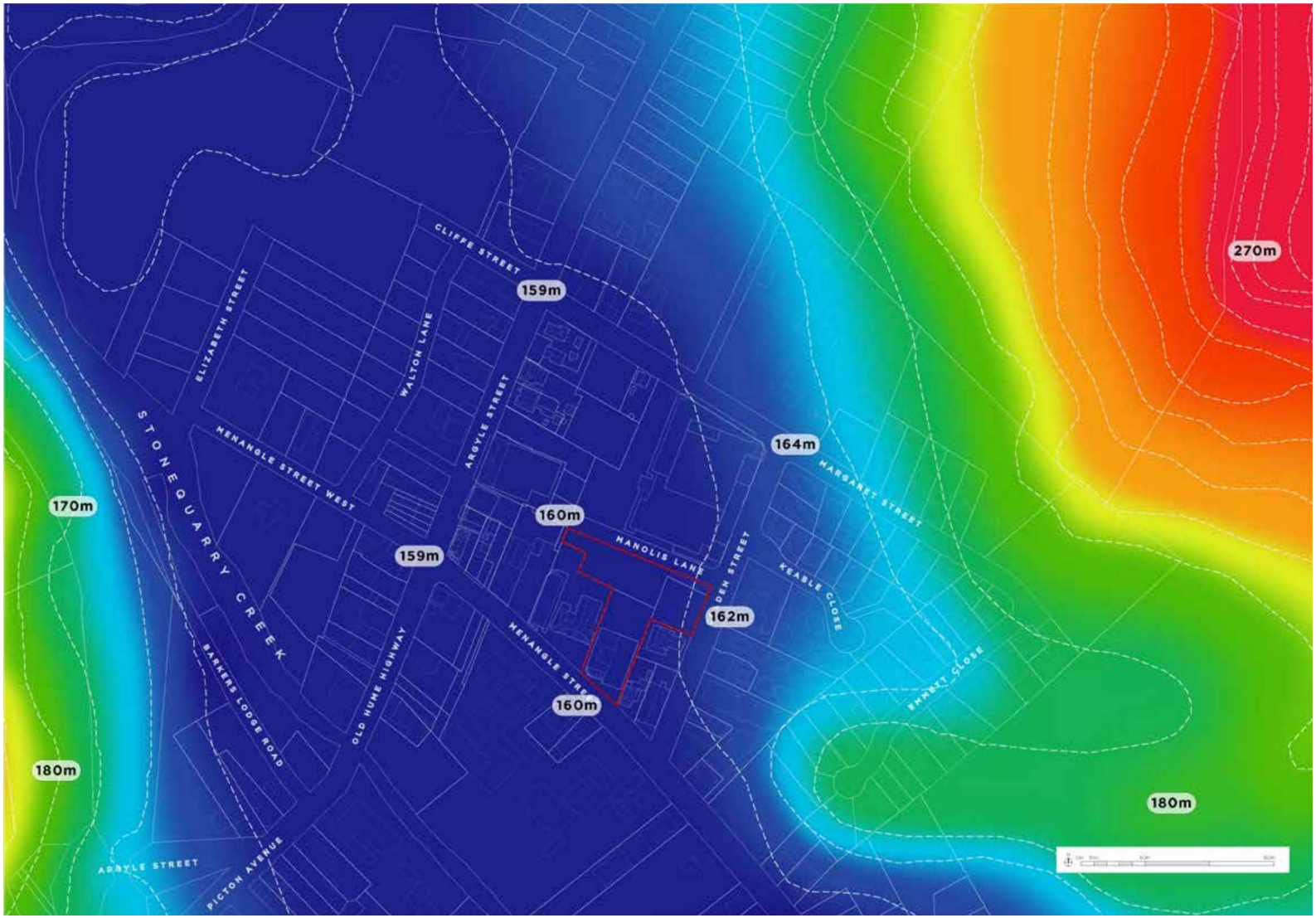


Figure 7: Topography map

3.2 Existing Open Space

The adjacent diagram - Figure 8 - highlights the local open space network.

Open landscape and green spaces frame the Town Centre and Stonequarry Creek forms the local low-point in the landscape - defining the historic growth of the Town Centre.

There is currently a lack of consolidated green space within the heart of the Town Centre.

Providing a new village green is a key opportunity for the Concept Master Plan to address.



Natural Features

Legend

- The Site
- Public recreation
- Private recreation
- Rural landscape
- Undeveloped land
- Stonequarry Creek
- Existing tree

Figure 8: Open space network

3.3 Flooding

Low-lying areas of the Precinct are subject to flooding in a 100-year flood event, the effects of which are concentrated along South Creek and Kemps Creek.

Affected land is not suitable for buildings but provides an unique opportunity to deliver recreational and community facilities such as playing fields and walking and cycling paths for future workers and visitors.

Stonequarry Creek runs north-west to south-east through the town, with flood affected lands contained north of the railway line. Approximately 25% of Picton Town Centre is within the Probable Maximum Flood (PMF). The PMF area includes all Council administration and associated facilities, a library, childcare services and Picton School of Arts. The Works Depot site is outside of the PMF and most of the residential east of Colden Street. Residential growth in Picton has occurred in a pattern of movement to the east of the Town Centre and away from the Creek.

Stonequarry Creek is less than 200 metres from the Site. The Town Centre has a visual connection to the Creek because of its proximity and the higher vantage point of the Town Centre. The Town Centre is physically linked to the Creek directly by Argyle Street with no separation by a rail line; which is common in similar geographic situations.

The flooding will not have a significant impact on development other than setting ground floors above the relevant flood levels.

Figure 9 shows the potential flood impacts within the Town Centre.

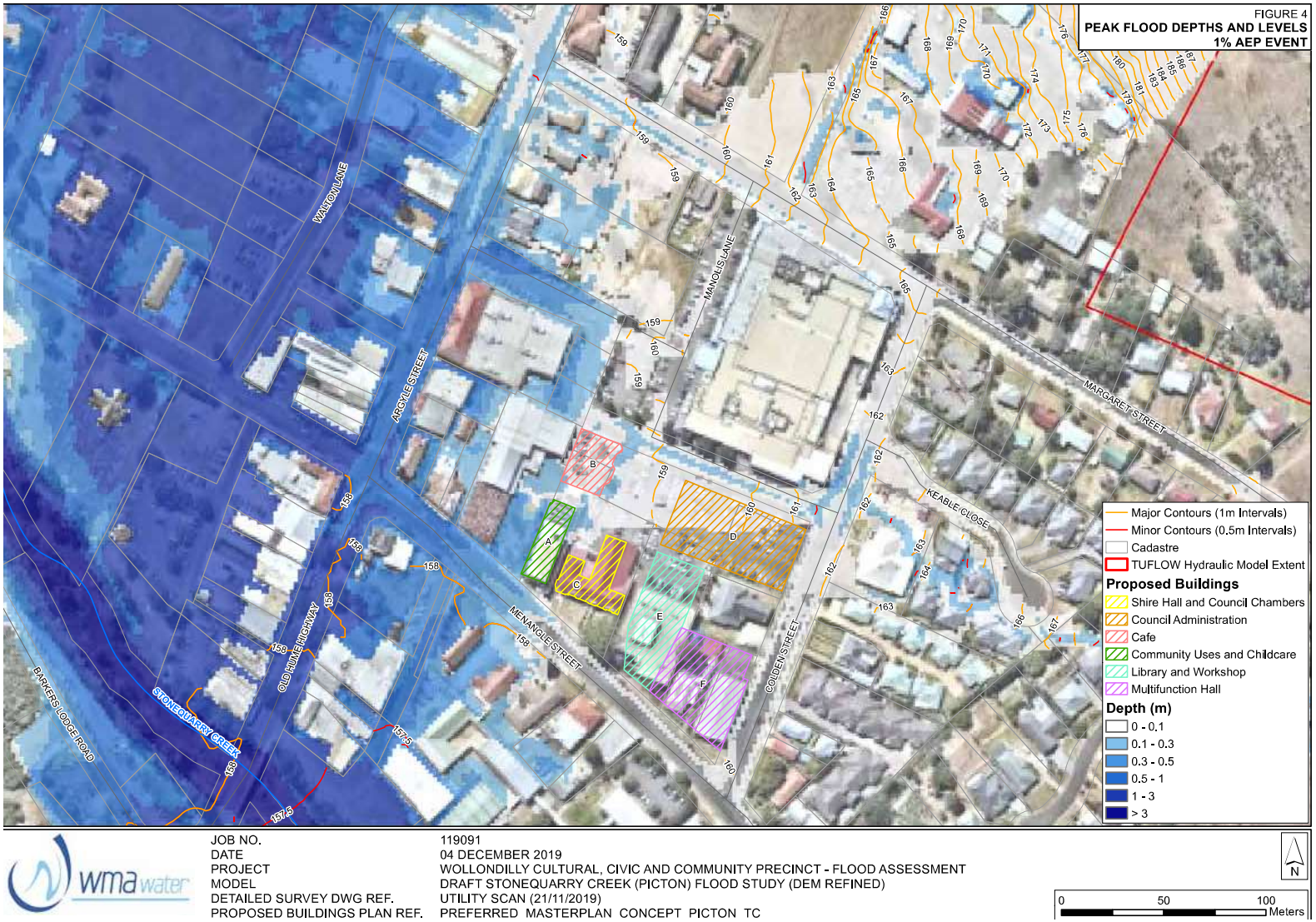


Figure 9: Flooding diagram 1:100 extent (source WMA Water)



3.4 Site Character

The photos on the following pages (16 and 17) provide an indication of the local character in and around the Site.


1
Shire Hall from the Menangle Road Frontage


2
Shire Hall from the Menangle Road Frontage


3
View west along Menangle Road to the Post Office


4
Heritage Buildings along Menangle Road


5
Existing childcare centre on Menangle Road


6
SES building on the corner of Colden Street and Menangle Road


7
Residences on Colden Street opposite the Site


8
The side elevation of the Masonic Hall


9
View across the Site to the north west


10
LIBRARY
42 MENANGLE ST
Council Library on Menangle Road


11
The Old Picton School


12
View north past Picton Mall


13
View to Vault Hill north of the Site


14
Picton Court House


15
Shire Hall with the hills in the background


16
Low scale retail along Old Hume Highway


17
Picton Court House



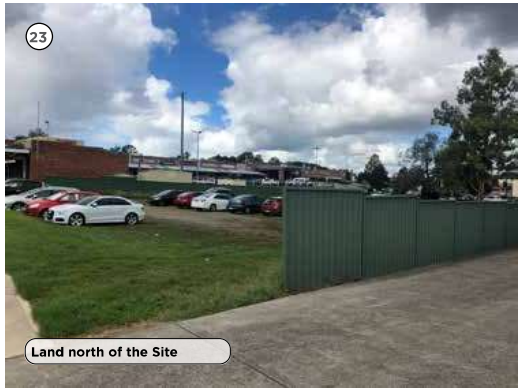
18
Picton Police Station on Argyle Street


19
Residences on Argyle Street


20
Retail along Old Hume Highway


21
View across the old Hume Highway


22
Retail along Argyle Street


23
Land north of the Site


24
Open view towards Vault Hill to the north of the Site

3.5 Character Areas

Arrival

The main approaches into Picton Town Centre are via Menangle Street from the Old Hume Highway, and Argyle Street from Camden and the south. The Site is set back from a highly visible corner at the entrance of the Town Centre along Menangle Street.

Key Views

Picton is surrounded by impressive landforms comprising of hills, ridges and slopes. The town's scenic qualities rely on the natural and rural character of the surrounding landscape.

Views to hills north and south along with the rural landscape setting contribute to the distinct character of Picton, and are an important element of the 'Shire-Feel'.

The surrounding hills to the south-west and north-east can be seen from within and around the Site.

Character

Figure 10 breaks down the Town Centre into a series of merging and co-dependant character areas, the Site occupying a fulcrum in the middle of these areas. Key to the Concept Master Plan will be forming suitable interfaces that address and respond to the interface with each Character Area.



Character Areas

Legend

- The Site
- Rural landscape
- Creek corridor
- Bush landscape
- Rural town
- Main street core
- Main street edges
- Semi rural
- Supermarket
- Suburban residential

Figure 10: Indicative character areas around the Precinct



3.6 Adjoining Landholdings

Council owns a substantial amount of land in the town centre, mostly for parking and Council facilities. The Site and all areas subject to the Planning Proposal are owned entirely by Council.

Ownership

Legend

- The Precinct
- Wollondilly Shire Council
- Other Government
- Private Owner
- Masonic Lodge

Figure 11: The Precinct and adjoining major landholdings

3.7 Heritage and Archaeology

The heritage and landmark buildings within the Town Centre reflect the historic development of Picton and strongly influence its identity.

The Wollondilly Shire Hall, located within the Site on Menangle Street, is identified as a Heritage building within the Wollondilly LEP. It is characterised as a single storey brick and timber building with a generous landscaped street setback.

Picton Post Office is another key heritage building and landmark within the Town Centre. It's distinct Clock Tower is the highest built element within the Town Centre and a visual landmark. The Site sits within a Heritage Conservation Area.

The Proposal should respect the local character and complement the setting of heritage items and the Heritage Conservation Area.

The visual setting of Picton Town Centre within a valley and the visual relationship between the heritage core and natural backdrop of hills and bushland also contribute to local heritage values, character and identity.

The heritage considerations for the Precinct are shown in Figure 12.

Figures 13, 14 and 15 on the following page are a series of local survey maps that show the morphology of the Town Centre. They show that Picton developed slowly as a linear settlement along Argyle Street and Menangle Road, with the current lot pattern being derived from the sub-division of large rural land holdings.



Figure 12: Heritage elements

3.8 Urban Morphology

The plans on this page show that the current urban form and structure of Picton has been derived from the original forming elements of Menangle Road and the old Hume Highway.

The gradual sub-division of larger blocks has created an urban grid that breaks down at the edges of the town due to the steeper topography and landscape contributing to a more rural character in these areas.



Figure 13: Picton map late 1800's



Figure 14: Picton map early 1900's

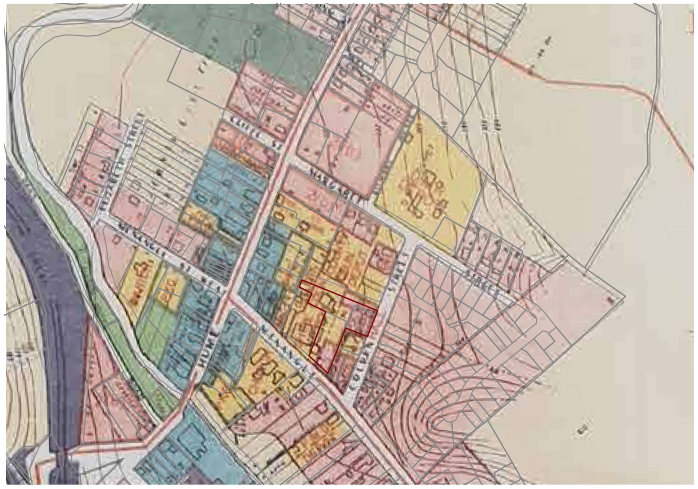


Figure 15: Picton map mid 1900's

3.9 Views and Vistas

An important element of the Town Centre, Site and Heritage Conservation Area is the streetscapes and the setting among hills, of which there are many glimpses from within the township.

Of particular relevance to the Site are views to the west and southwest from Colden Street, and northeast from Menangle Street across the old (heritage listed) Shire Hall building.

More generally, the visual character of the Picton township has heritage value, and this is derived partly from its setting among (visible) hills, and partly from its streetscapes, features of which are the low scale, of mostly one or two storeys in height, generally modest mass and bulk of buildings, and active 'village' streets.

View to the hills to the south and north provide a strong sense of enclosure, and these are experienced with the public domain along linear streets and as glimpses through breaks in the built form, and above varied roof lines.

Expansive views to the hills are more evident on the edges of the Town Centre where the pattern of development becomes less dense.

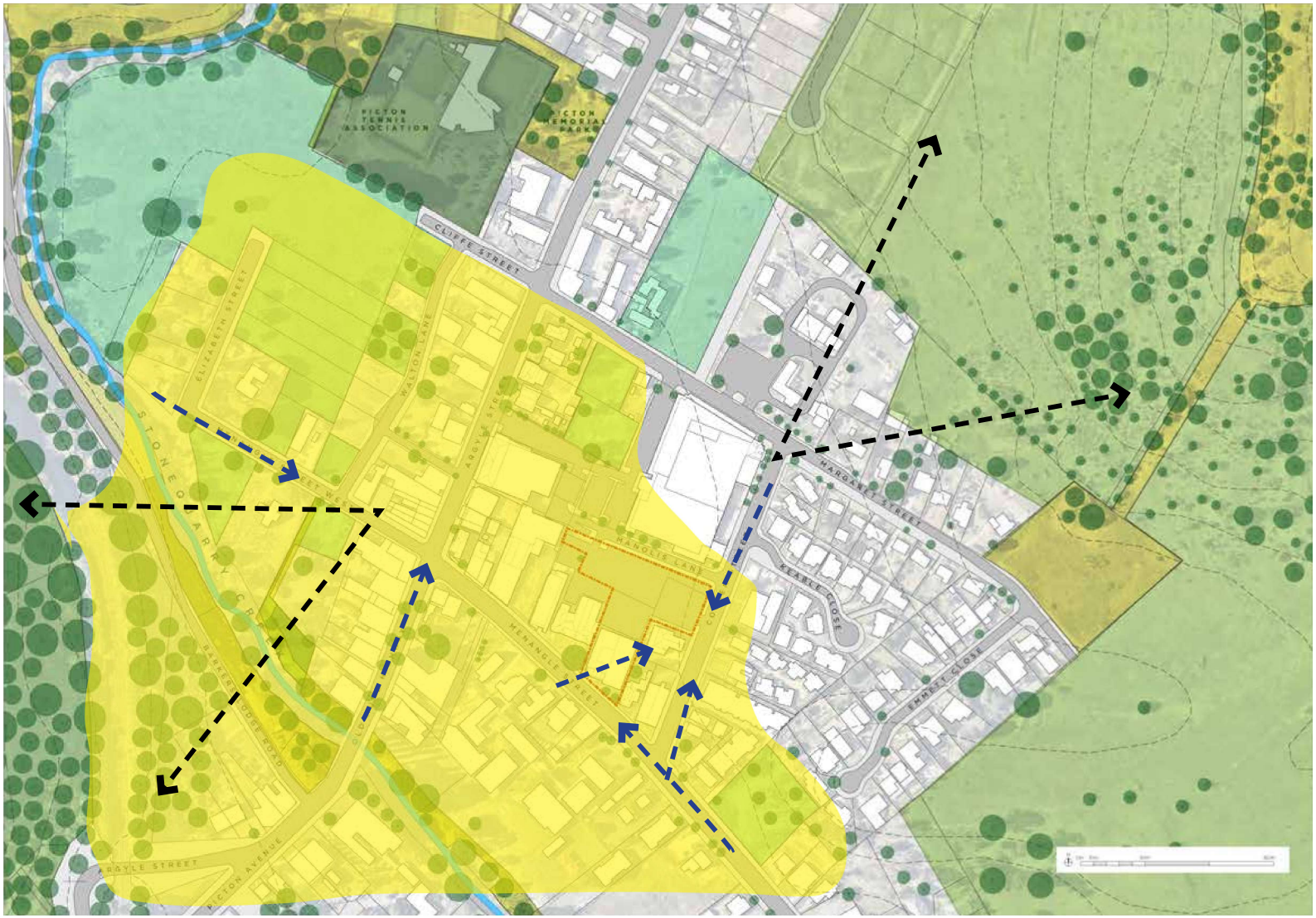


Figure 16: Heritage elements



3.10 Current Land Use Pattern

The uses within Picton Town Centre around the Site include two supermarkets, speciality retail shops, cafés and restaurants a shopping mall, community facilities and the Wollondilly Council Administration Building.

Argyle Street runs north-south through Picton Town Centre and is considered the retail / commercial main street between Margaret Street and Menangle Street. Uses along the main street include the tourist information centre, an IGA supermarket, access to the Picton Mall and Coles, a real estate agency and other specialty retailers.

Civic and community uses in the Picton Town Centre are concentrated along Menangle Street between Argyle Street and Colden Street, and include Council chambers and Administration Building and other community uses.

East of Colden Street is predominantly low density residential, some recent medium density attached housing is located to the north of the Town Centre on the site owned by Department of Housing. The site immediately to the east is the Council owned Works Depot site which contains a house and a series of small offices and sheds.

There are a number of more recent strata-title townhouse developments to the east of the Site.

Land Use

Legend

- The Precinct
- Civic
- Community
- Residential
- Strata
- Commercial / retail
- Depot
- Open space
- Undeveloped land
- Parking

Figure 17: Land use pattern within n the Town Centre

3.11 Transport and Access

Argyle Street provides the north south link through the Town Centre. It is also the main retail street.

Menangle Street is the main route between Picton and areas to east. It is the main civic street, with Council and community facilities fronting both sides of the street and providing a mix of retail, administration, education and community services.

Public Transport

A bus service connects the Town Centre to Picton Station, Campbelltown, Narellan and Tahmoor.

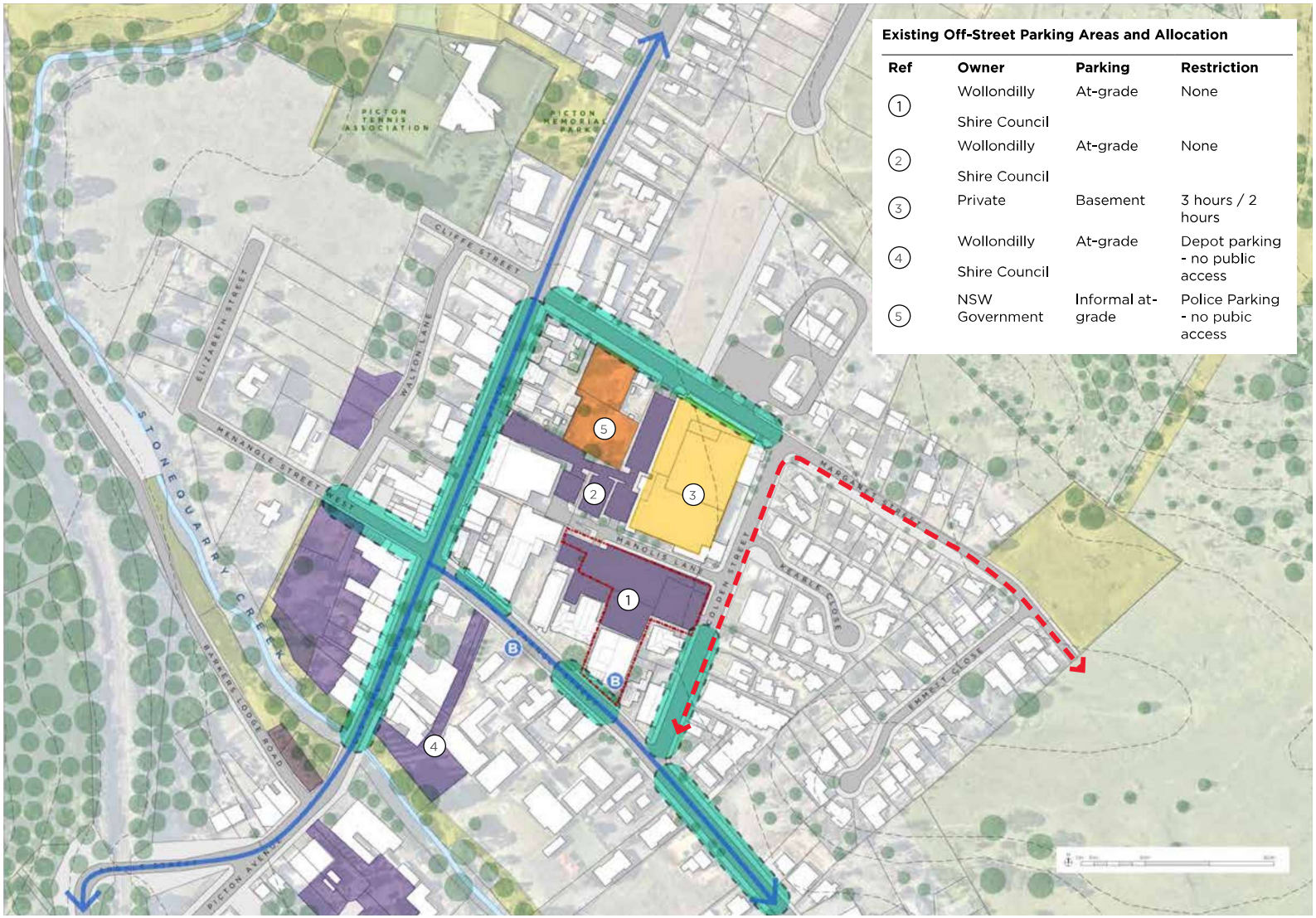
Parking

The Site is easily accessible as it has a wide frontage on Menangle Street and access points on Argyle, Margaret and Colden Streets.

A large proportion of the site is currently used for parking, both for Council office related activities and general retail parking. The table associated with Figure 18 highlights the parking areas in and around the Precinct. Currently there are a total of 526 parking spaces in and around the Precinct (Source SLR Consulting 2020)

Cycling

A part of the Picton East planning proposal is the provision of a new shared path cycleway that would connect to the Precinct along Margaret Street and Colden Street.



Transport and Parking

Legend

- The Precinct
- Existing bus route
- Existing bus stop
- Proposed cycle link (Picton East)
- On-street parking
- On-grade parking
- Underground parking
- Informal parking

Figure 18: Existing transport and parking around the Site

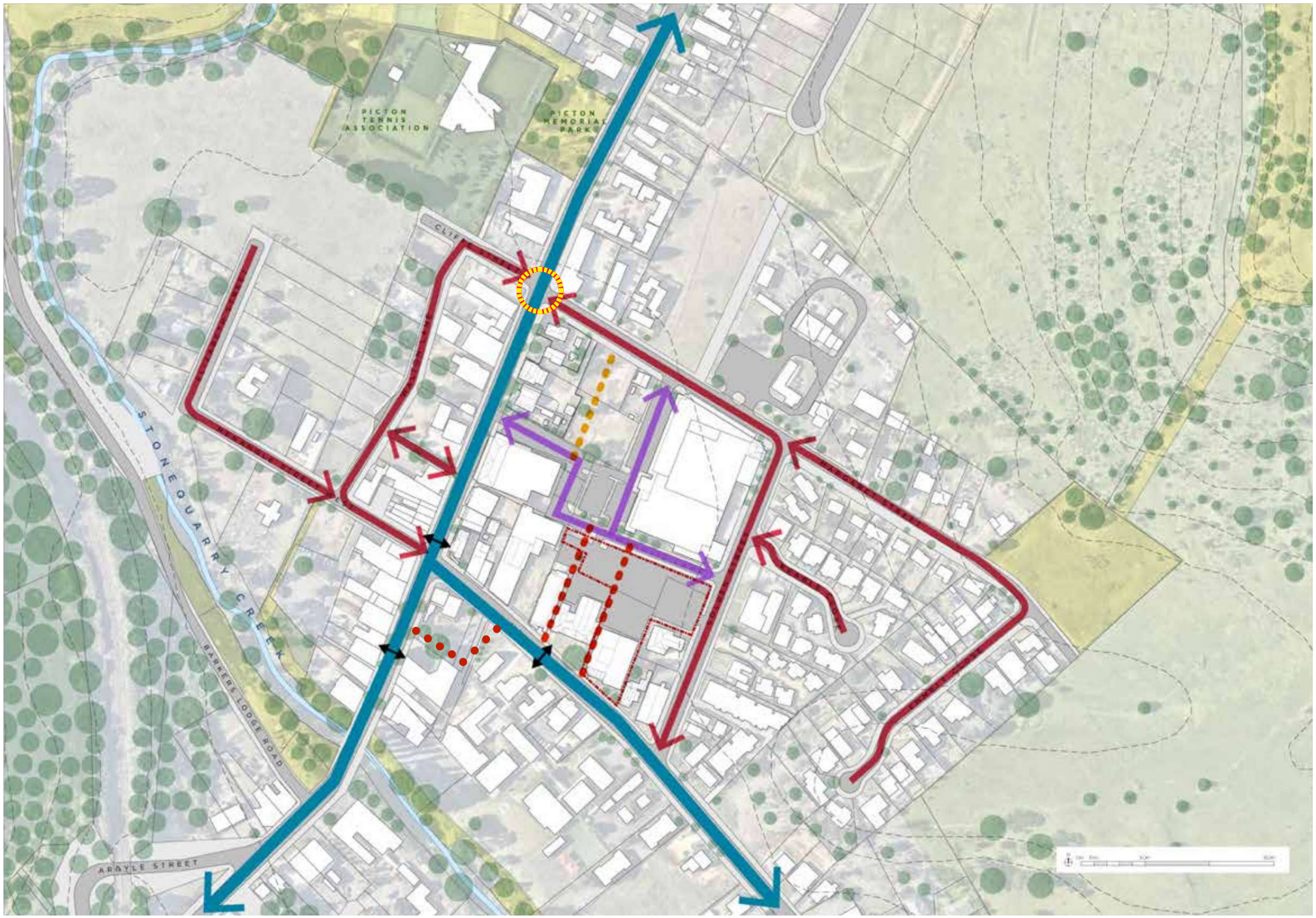
3.12 Pedestrian network

The existing pedestrian network within Picton consists of main streets and finer grain lanes and pedestrian links that create a diverse series of experiences.

The way pedestrians move through the Town Centre will be influences by climate and local knowledge.

There are a limited number of pedestrian crossings within the Town Centre but the traffic volumes outside of peak hours and street widths provide for relatively good pedestrian permeability along the main roads.

The Site and surrounds however, have a poor pedestrian environment due to the large areas of surface parking and lack of street trees and green amenity.



Transport and Parking

Legend

- The Site
- Main links
- Local links
- Lane links
- Through-site links
- Informal through-site links
- Signalised crossing
- Pedestrian crossings

Figure 19: Existing pedestrian network within the Town Centre

Figure 20: Public domain



3.13 Public Domain

The public domain within the Town Centre is varied. Large extents of surface carparking diminish the quality of the public domain and a lack of street trees and green spaces contribute to poor pedestrian amenity.

Figure 21 highlights the materiality of the public domain and the location of street trees.

Public Domain

Legend

- The Site
- Lawn / garden
- Footpath
- Planter beds
- Grass verge
- Asphalt / parking
- Accessible area in private lots

Figure 21: Public domain quality

3.14 Climate

Figure 22 utilises parametric modelling to show relative summer temperature in the Town Centre.

It shows that the lack of shade, low built from and large expanses of hard landscape contribute to a very hot climate with few shaded areas.

The analysis also shows how the public domain works to Argyle Street have contributed to a much more pleasant urban environment with lower ambient temperatures.

Amenity would be greatly enhanced with new planting, shade structures, new trees and less hard landscape.



Figure 22: Public domain summer temperature analysis

3.15 Figureground Analysis

Figure 23 is a plan that sorts the buildings in the Town Centre according to the size of their footprint.

This analysis helps to describe the grain and urban texture of the Town Centre.

What it shows is that the Town Centre generally consists of buildings with footprints less than 1,000 sqm. This contributes to the pattern and rhythm of façades and the visual permeability of the streetscape.

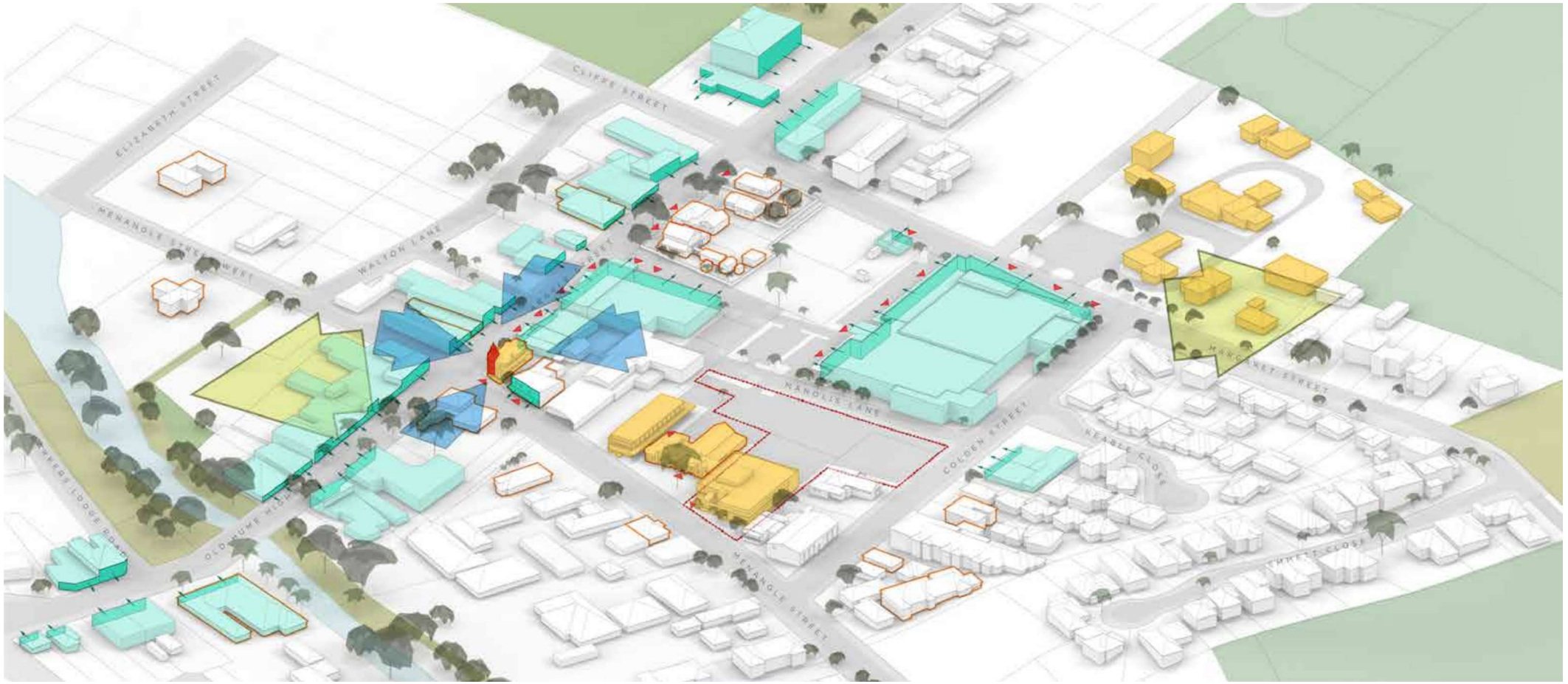
A challenge for the Concept Master Plan will be to provide articulation and a pattern of built form that responds to the existing character while efficiently incorporating uses that require large contiguous areas.



Figure 23: Building footprint size

Figure 25: Built form features

Figure 24: Built form features



3.16 Built Form Features

Building heights in Picton Town Centre are predominantly one to two storeys, with a general maximum of 2 storeys.

The heritage old post office clock tower is the tallest built element in Picton Town Centre is equivalent to the height of a three storey building.

Buildings along Argyle Street provide an active street edge, with awnings present and generally a zero-lot line on the side boundaries.

The form and character of the built form around the Site is varied. The frontages to Menangle and Argyle Streets have positive urban interfaces and the other street edges make less of a contribution to the structure of the Town Centre.

Figure 26 highlights some of the key features of the built form in and around the Site.

Public Domain

Legend

- The Site
- Post Office clock tower
- Council building
- Local Heritage Item
- Retail/commercial use
- Active frontage
- Building access point
- Views to clock tower
- Views to hills and landscape

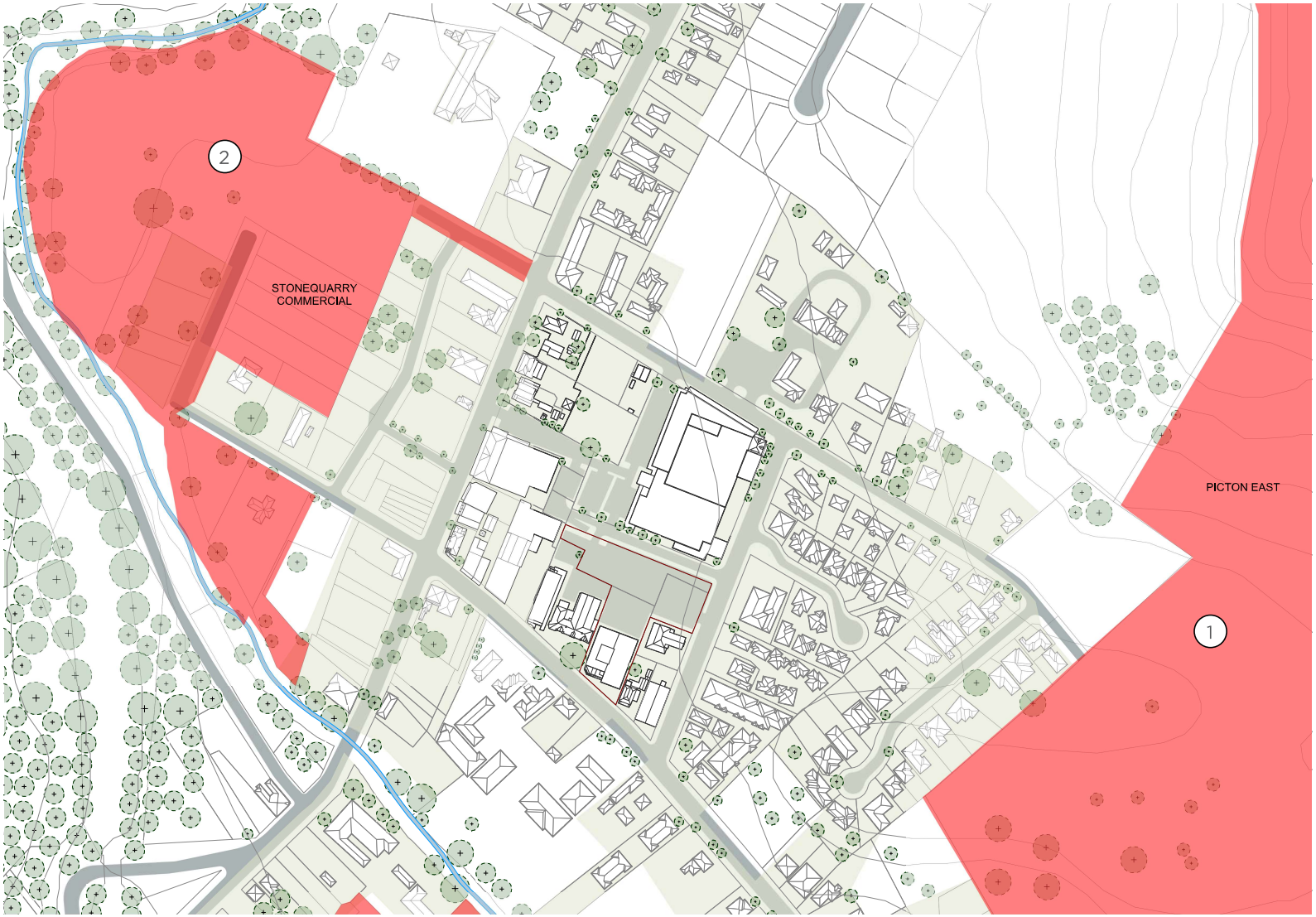
Figure 26: Town Centre built form features

3.17 Redevelopment and Development Proposals around the Precinct

Figure 27 highlights two major proposed rezoning (Planning Proposals) within the Town Centre.

Picton East is a large residential sub-division and Stonequarry Commercial is a proposal for employment uses.

Picton East has been approved for Gateway while Stonequarry Commercial has yet to be supported by Council due to considerable flooding issues on the site.



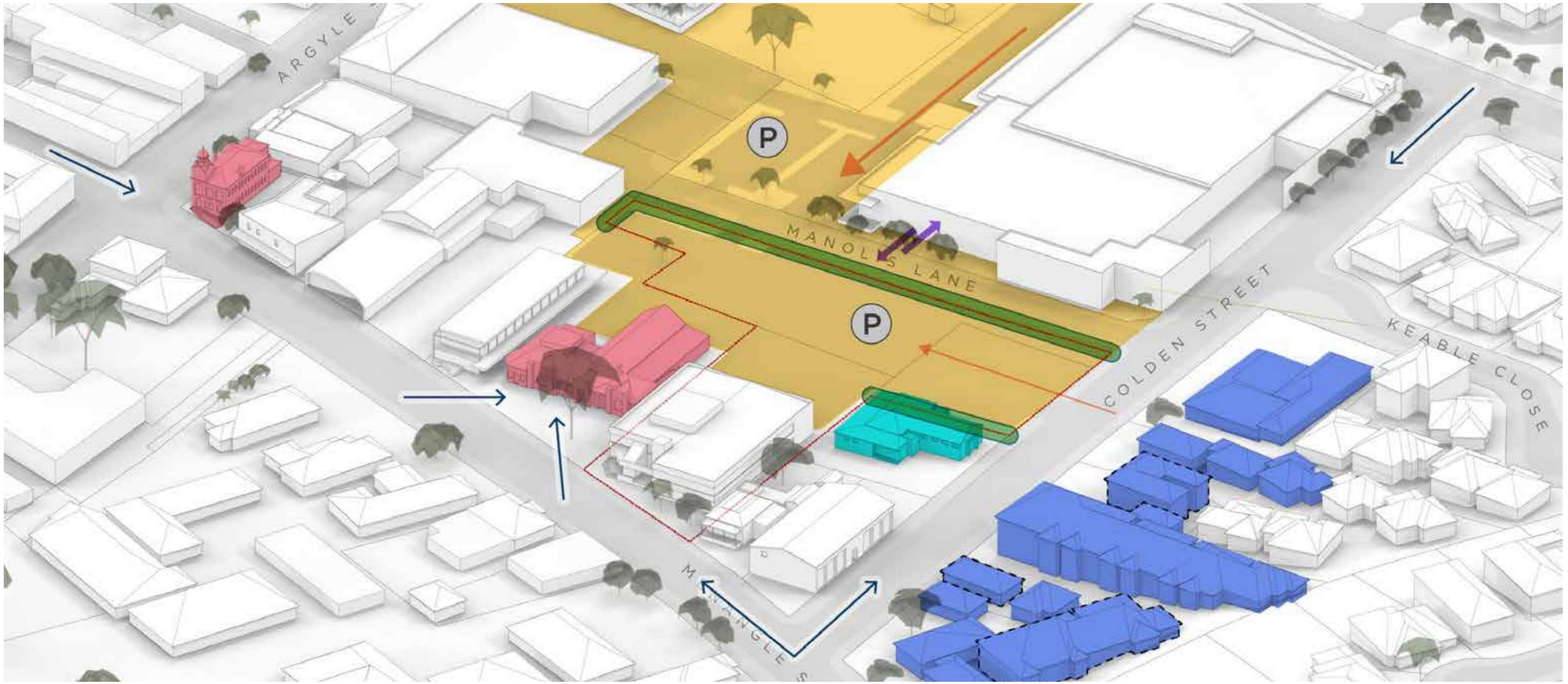
Public Domain

Legend

- The Precinct
- Major Planning Proposal
- (1) Picton East
- (2) Stonequarry Commercial

Figure 27: Planning Proposals around the Site

Figure 28: Design and planning constraints



3.18 Constraints

The design and planning constraints that have been considered in the development of the Concept Master Plan are highlighted on Figure 29.

The major considerations relate to the interfaces with adjacent landowners.

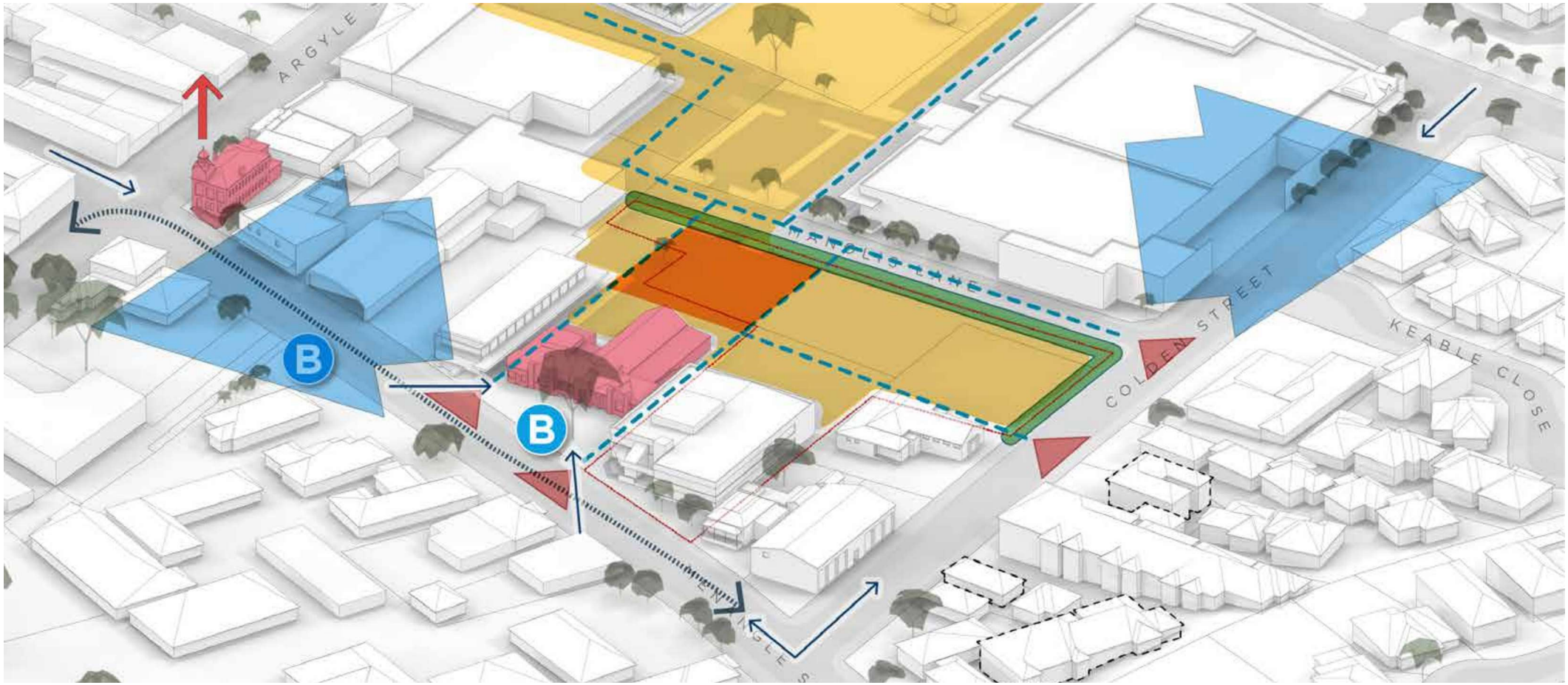
Constraints

Legend

- The Site
- Council owned heritage item
- Parking area
- Interface with non-council owned land
- Existing parking area
- Service access for adjacent site
- Existing Right of Way
- Proximity to Masonic Lodge
- Low Scale to the east
- Important view

Figure 29: Site constraints

Figure 30: Precinct opportunities



3.19 Opportunities

Figure 31 shows the key opportunities on an axonometric diagram.

The key opportunities for this project are to comprehensively stitch together the different elements within the Town Centre in a way that improves amenity, connectivity and place activation.

Opportunities

Legend

- The Precinct
- Wollondilly Shire Council land
- Council owned heritage item
- Under utilised land
- Potential public open space
- Scenic views and setting
- Public domain Interface
- Through site pedestrian links
- Pedestrian arrival points
- Existing bus link
- Existing bus stops
- Clock tower as a local visual marker
- Important view

Figure 31: Site opportunities

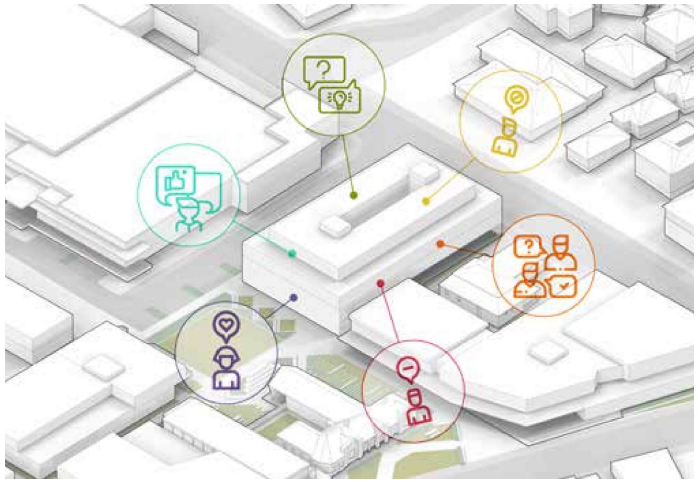
4.0 The Planning Proposal

4.1 Project Design Principles

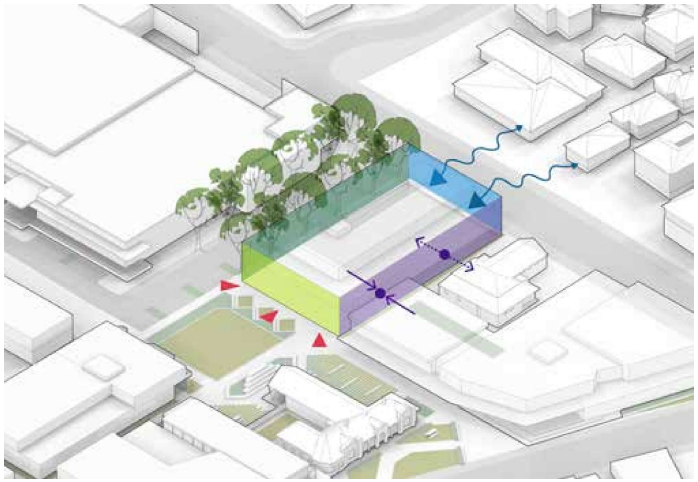
The six diagrams on this page highlight the design principles that have been developed to inform the urban design solution for the Site.



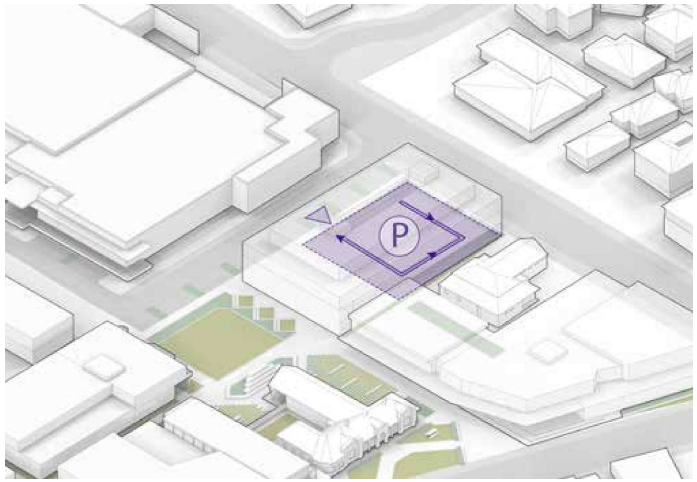
Integration with the public domain and green amenities



Diverse workspace and community interaction



Interfaces to reflect the differing edge conditions around the Site



On ground parking sleeved from the public realm



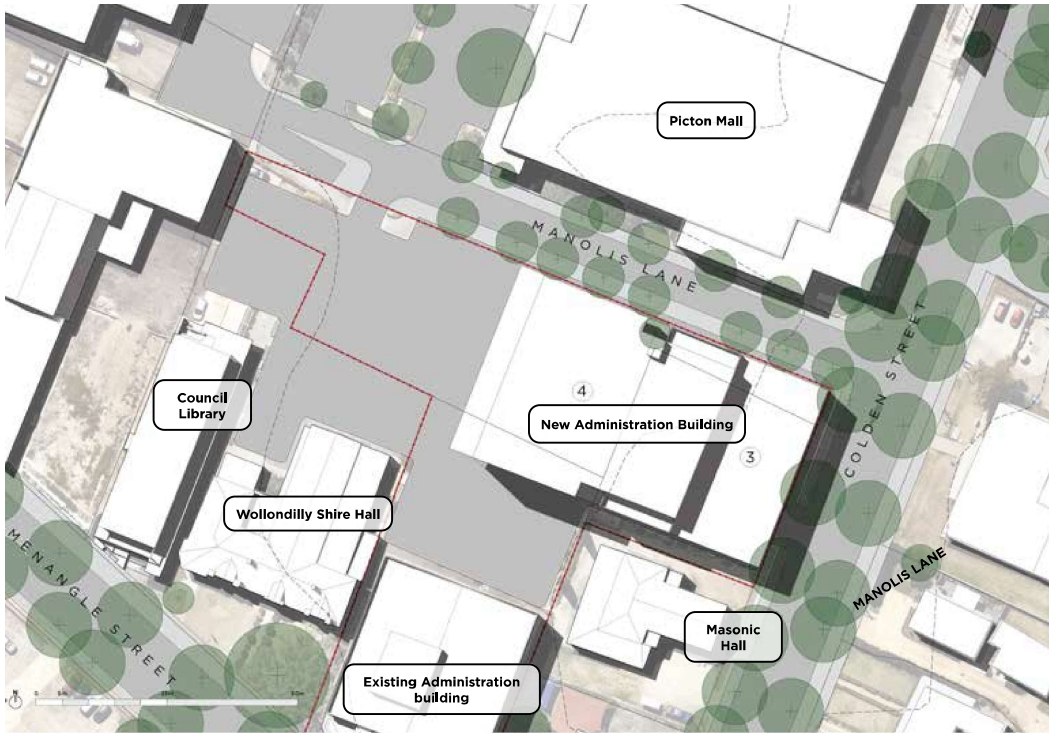
Integration with the wider precinct planning



Views to existing heritage and landscape setting

4.2 Stages of Development

The plans on this page show the Proposals within both the existing and future context of the Precinct. These diagrams demonstrate how the Proposal can be a catalyst for renewal as part of a staged development, providing significant public benefits such as an enhanced public domain and , improved legibility and street activation.



Initial Stage - New Administration Building Complete

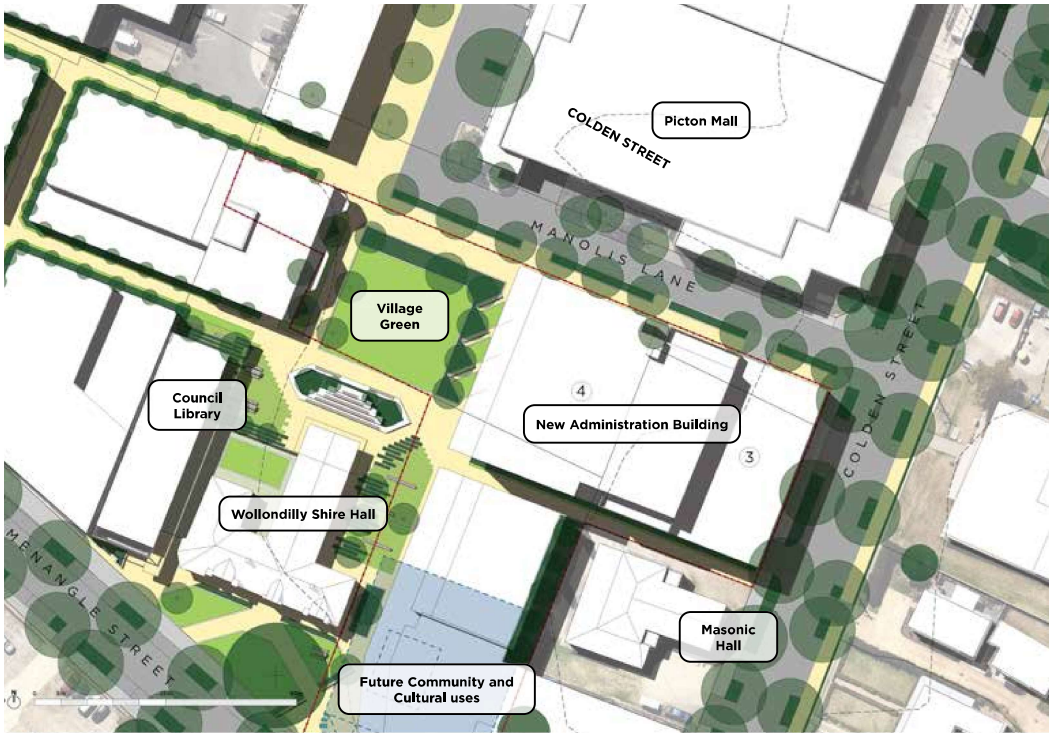
This diagram shows the Proposal on the Site with the Existing Administration building still located in the south of the Site.

Figure 32: The Proposal within the current context

The Proposal

Legend

- The Site
- Indicative pedestrian links
- Indicative public open space
- Existing Administration Building outline
- Road / parking area
- (no.) Indicative building levels (storeys)



Future Full Precinct Development - Subject to Refinement of the Precinct Master Plan

This diagram the Precinct fully developed according to the Community, cultural and civic Precinct as adopted by Council in August 2019.

It is anticipated that the full extent of Precinct public domain works will be will be scoped, planned and delivered by the completion of the broader Precinct development.

Figure 33: The Proposal within the indicative future context

4.3 The Proposal

The Proposal is a significant new building within Picton Town Centre.

The Proposal we have modelled accommodates a Gross Building Area of just over 6,600 square metres, allowing for accommodation of up to 400 council employees.

A key challenge has been how to respond to local character and the varied street interfaces.

The urban design approach has been to define a simple volume that can be further articulated and developed at the detailed design stage.

The built form outcome takes advantage of the fall across the Site from the east to the west to mitigate the overall scale on Colden Street, while locating a four storey element on addressing a future Village Green in the west.

Key features of the Proposal are illustrated on the adjacent diagram (Figure 34) and include:

1. An articulated two storey element to Colden Street
2. An articulated four storey element to the future Village Green
3. Set-backs and articulate upper levels to allow for terraces and usable outdoor spaces
4. An active lobby area that address the future Village Green
5. A new laneway link to Colden Street - with visual links to the spaces within the Proposal
6. Future upgrades of Manolis Lane and Colden Street to accommodate street trees and some on-street parking
7. An awning on the west facade to form a continuation of a future 'breeze-way' that forms an increased set-back to the Shire Hall

Sketches on the following pages provide a future impression of the Proposal viewed from the western edge of the Village Green and from Menangle Road looking past the Shire Hall. Both views show the Proposal in the context of the Full Precinct Development (subject to future refinement).

The Proposal

Legend

- The Site
- Existing Admin Building

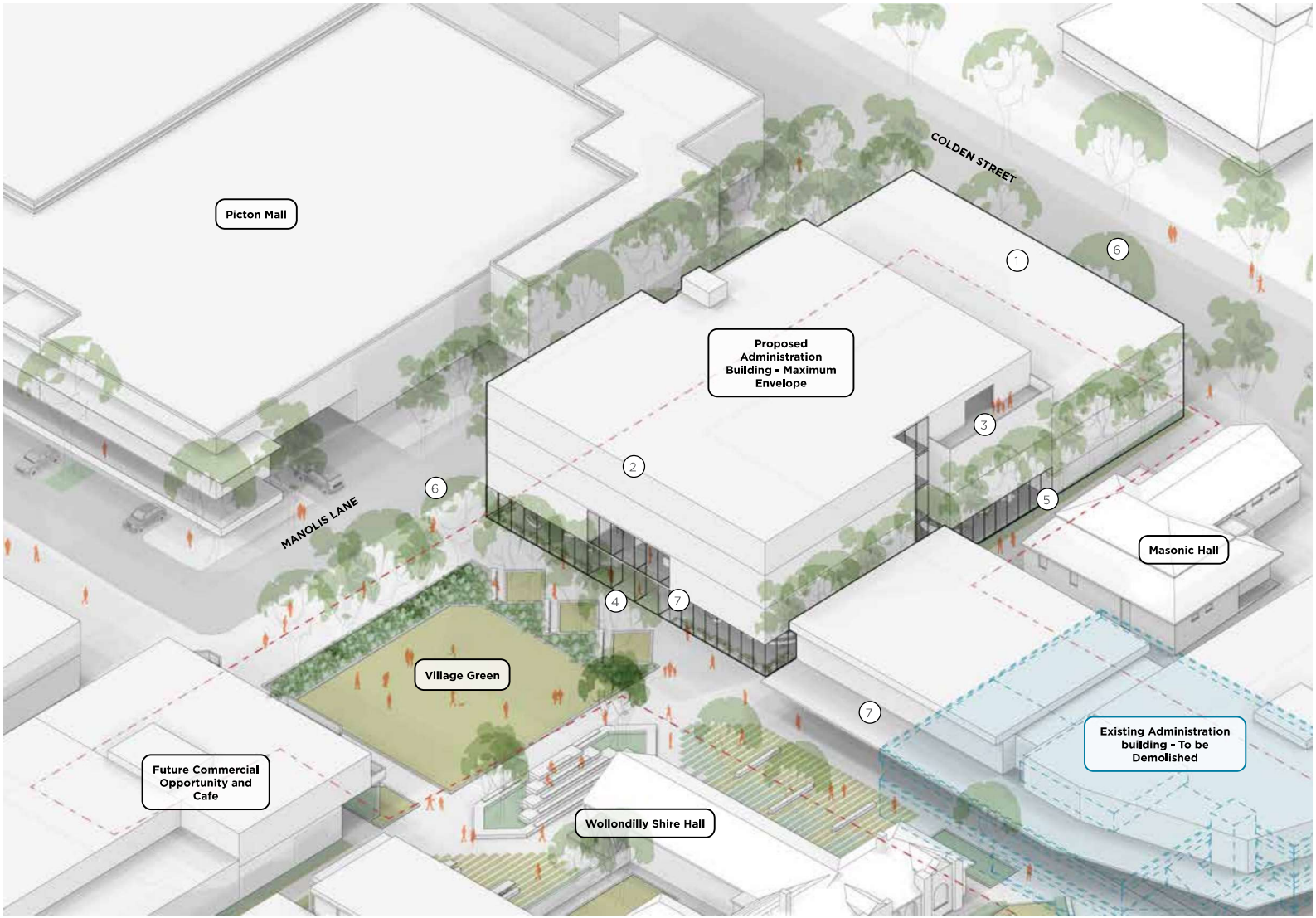
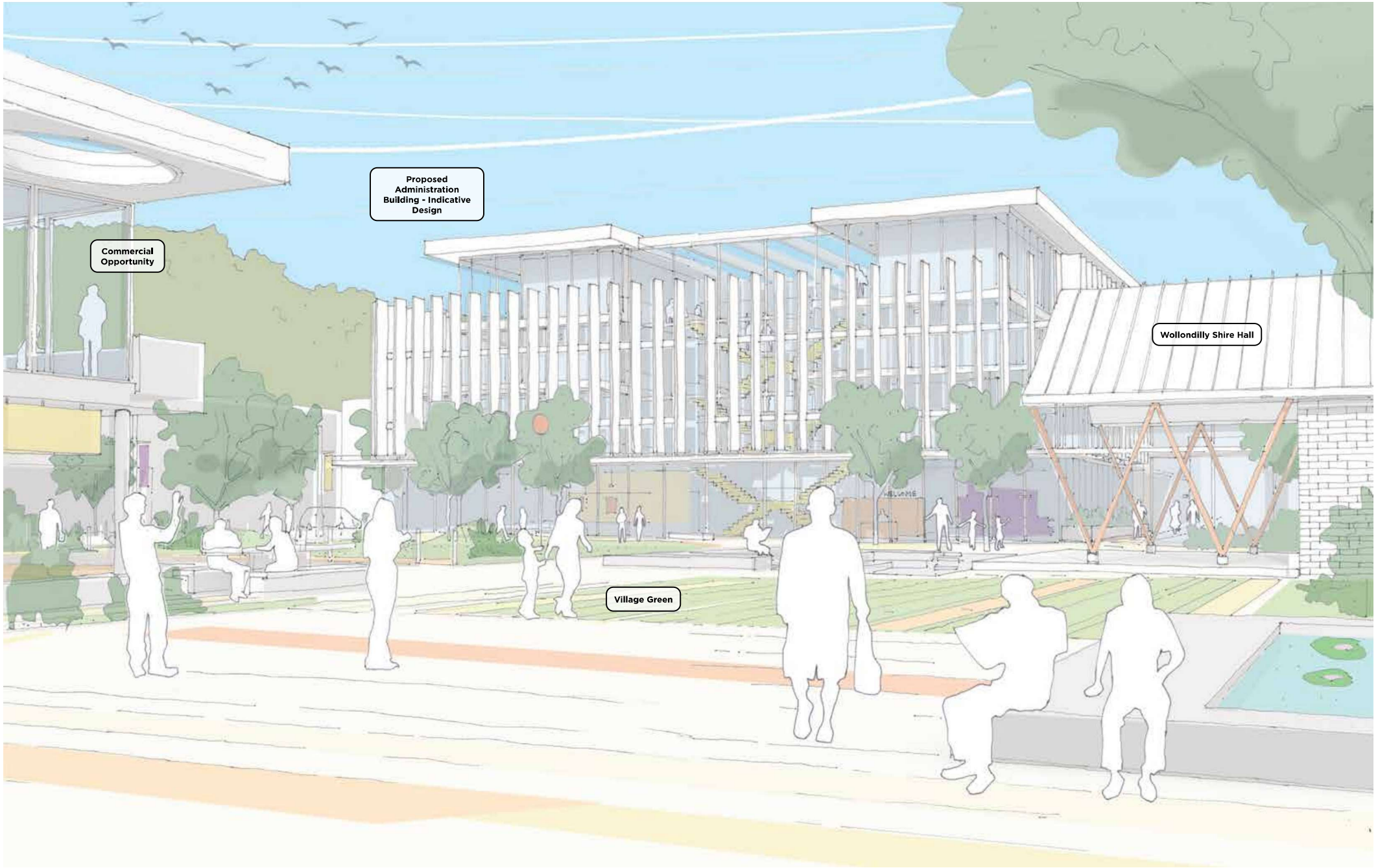
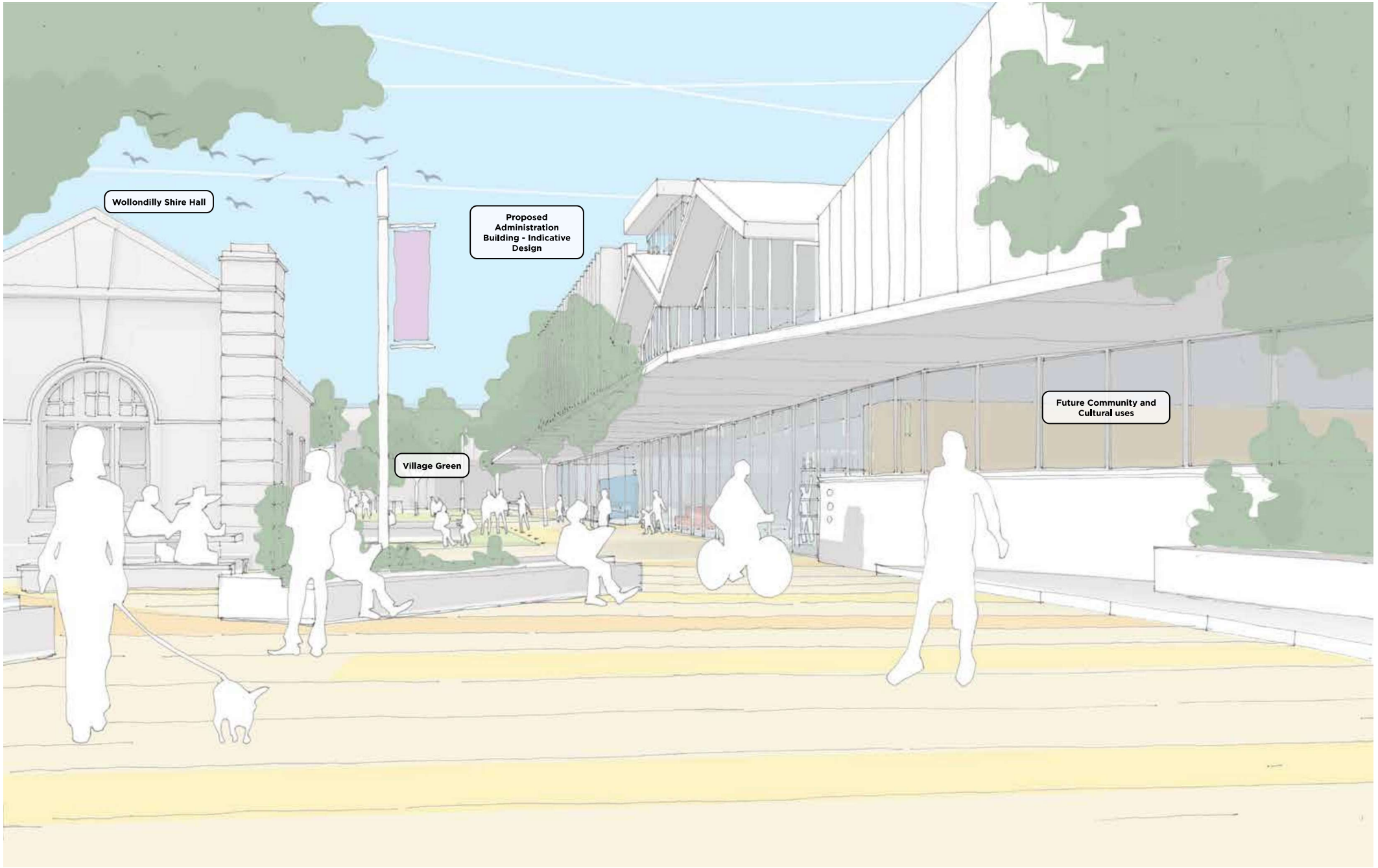


Figure 34: The Proposal within the context of the future Precinct


Proposed Administration Building - Indicative Design
Commercial Opportunity
Wollondilly Shire Hall
Village Green


Wollondilly Shire Hall
Proposed Administration Building - Indicative Design
Future Community and Cultural uses
Village Green

4.4 Ground Level Urban Design Concept

An important aspect of the Proposal is how is how the uses on the ground level enhance the public domain.

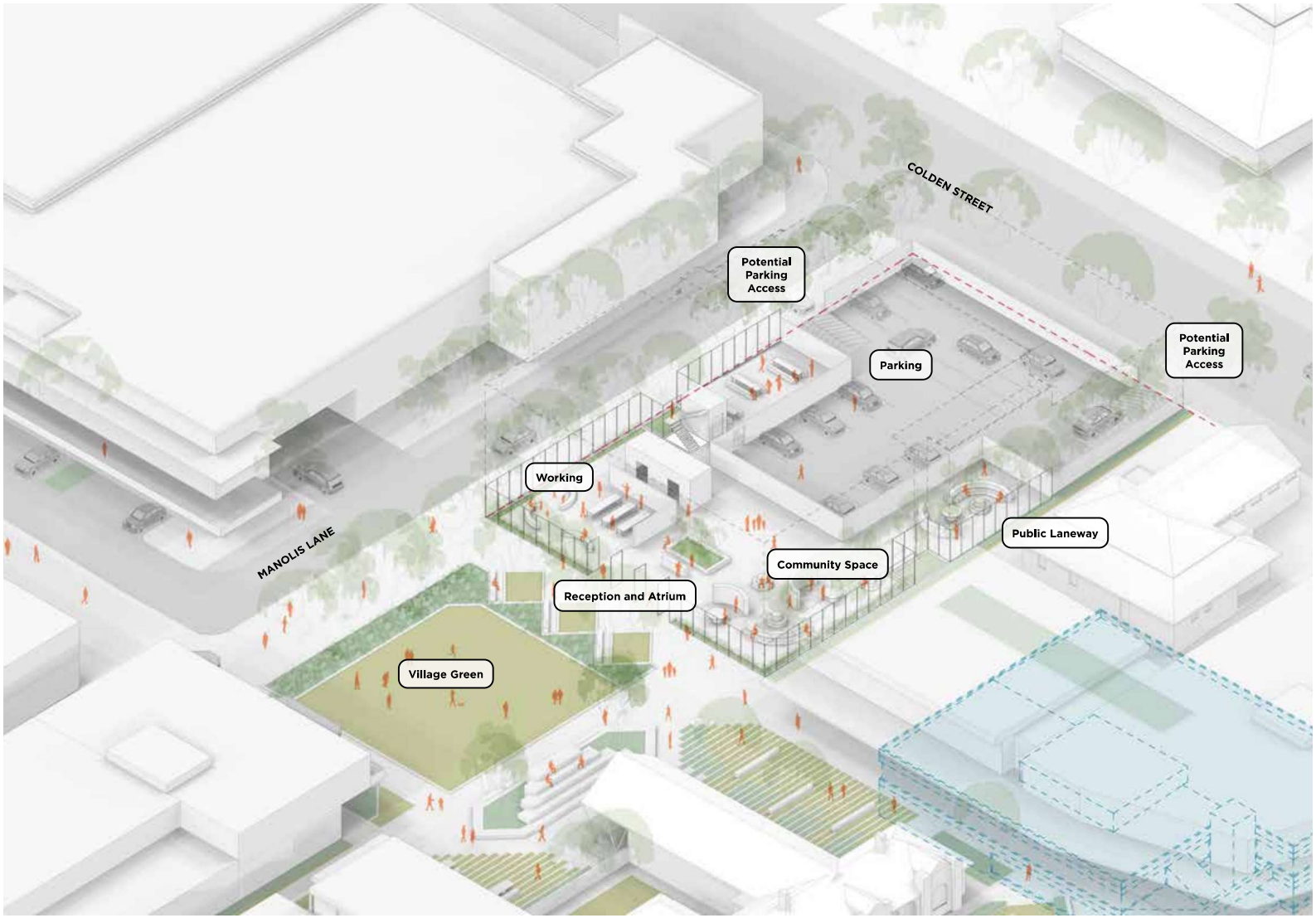
The concept has been developed to provide interactions and visual animation to the surrounding streets and lanes while also addressing the change in level across the Site, through the proposed uses of glazing, the location of active uses at the lower levels and screen of parking.

Ground Level Design Principles

Animation and activation is achieved through:

- An accessible foyer space on the west elevation
- Wrapping the active spaces around the lower level to sleeve parking and provide visual connections between the public domain and building interior

Figure 35 provides an indicative layout that encapsulates these principles.



The Proposal

Legend

The Site

Existing Admin Building

Figure 35: Indicative ground floor interfaces and uses

4.5 Building Edges Design Principles

The visual and spatial relationship between the Proposal and immediate context is a key consideration. Each edge requires a bespoke design resolution. It will also be important to have a unified building design response.

Key issues to resolve are:

- Incorporate building articulation and setbacks above the first floor to reduce the perception of building bulk and respond to the existing character within Picton;
- The relationship to the Masonic Hall, which has been regarded as having some heritage value;
- Achieving an activated and animated ground plane that provides visual interest and natural surveillance to the surrounding public domain;
- Maintaining privacy for adjacent residential dwellings;
- Ensuring that vehicular access and servicing is not a visually dominate element;
- The presentation to the public space to the west of the Proposal; and,
- Ensuring legibility of access for building users.

Objectives for Edges and Interfaces

Legend

Manolis Lane

Provide ground level activation and sleeved ground level parking

Village Green

Provide a civic presentation, principal address, incorporate a breeze way/ awning type element

East West Lane

Ensure a scale transition to the Masonic Hall, provide ground level activation and sleeved ground level parking

Colden Street

Provide an animated ground floor level, screen any parking elements and ensure privacy for adjacent residential properties

Colden Street Upper Level Setback

Setback with no roof access, allow for rooftop planting to reduce urban heat island

Upper Level Articulation Zone

Articulation above level 1 to reduce visual bulk and scale

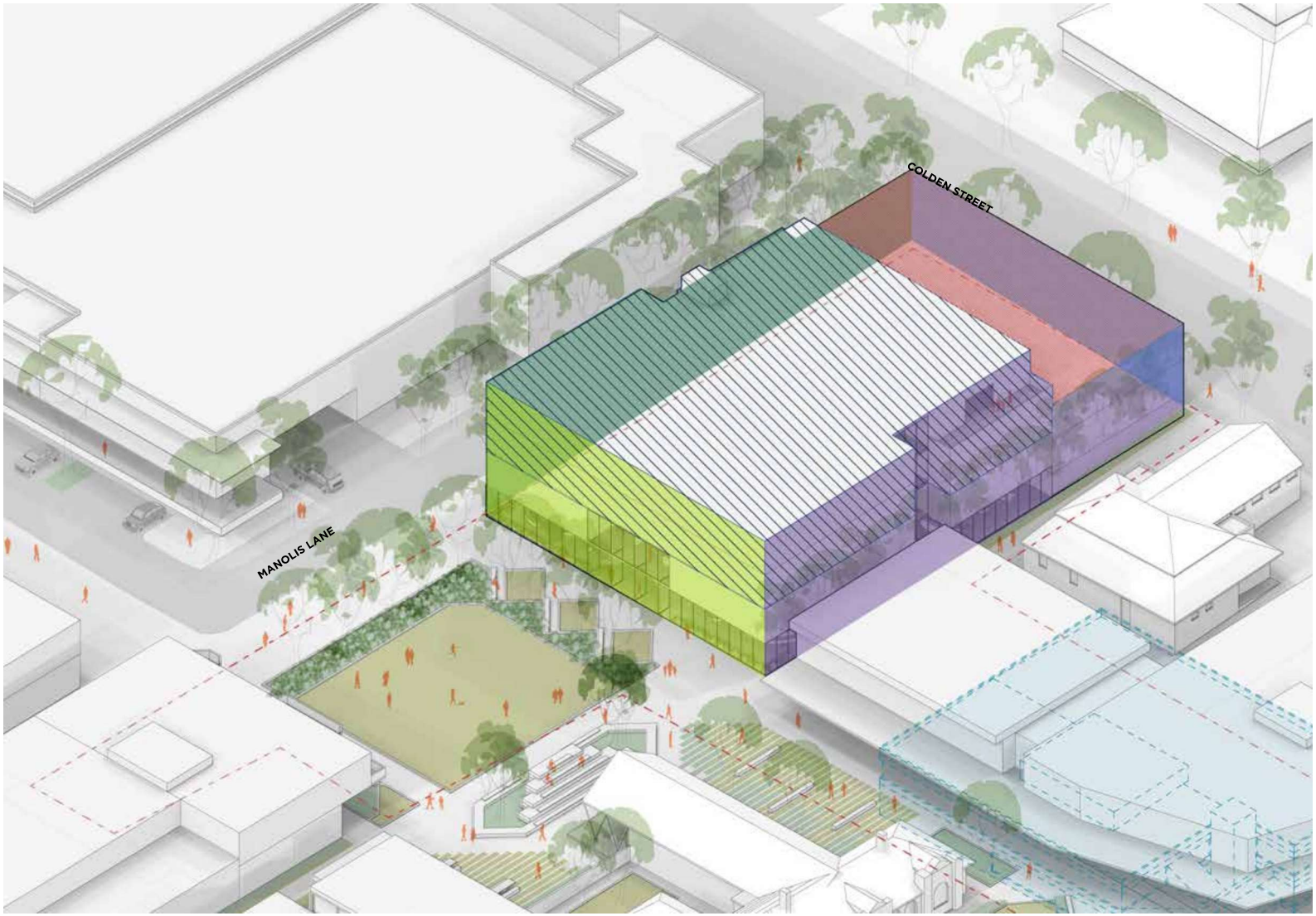


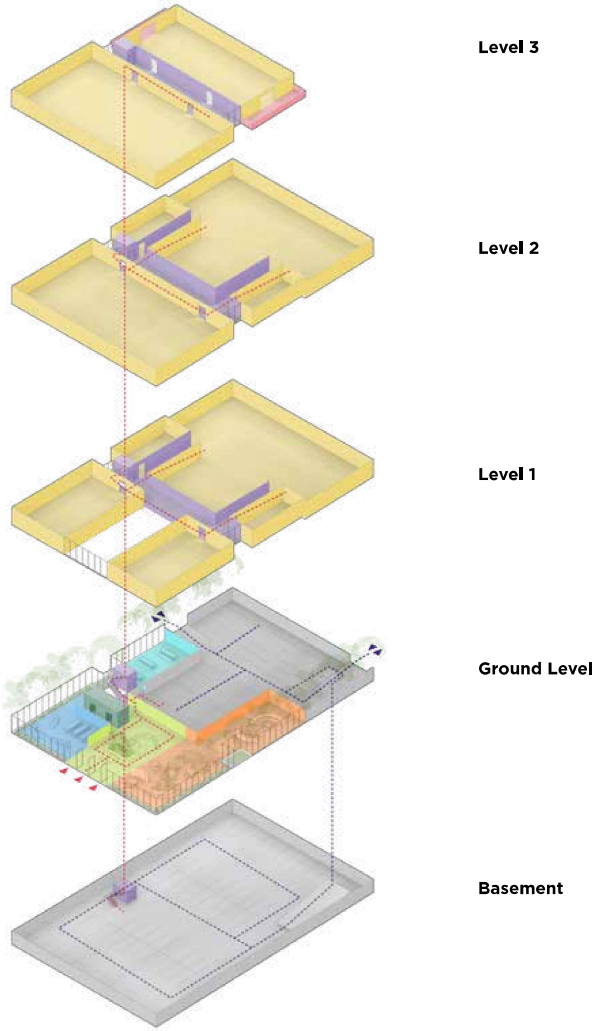
Figure 36: Indicative ground floor interfaces and uses

4.6 Indicative Program

Figure 37 highlights the built form and indicative building programming that was developed to test the building envelop for the Proposal.

This built form accommodates:

- 6,600 square metres of Gross Building Area;
- Space for up to 400 Council staff;
- A Community Space Foyer and Working Area on the ground floor; and,
- Parking for between 80 and 100 cars and associated small scale loading.



The Proposal - Indicative Organisation

Legend

- The Site
- Working area
- Reception and atrium area
- Community space
- General office
- Office circulation
- Accessible terraces
- Office atrium garden
- Parking
- Parking access
- Parking circulation

Figure 37: Indicative building organisation

4.7 Public Domain

A high quality public domain that nurtures and promotes community interaction and well being is a key outcome for the future Precinct.

The Proposal will be the first step in the transformation of an area currently dominated by surface parking into a green heart for Picton, with a diverse blend of community focused public open space areas.

Figure 38 identifies the public domain elements that are embodied in the Proposal and broader future Precinct. These include:

Public Domain Enhancements Colden Street

New street trees, soft landscape verges and formalised on street parking

Public Domain Enhancements Manolis Lane

New street trees, soft landscape verges and formalised on street parking

Active building edges

Building access points, visual permeability into active areas and low scale planting

Village Green

A civic and community heart for Picton that incorporates street tree planting, lawn areas, seating and infrastructure for markets and public events

Future Precinct Public Domain Works

Laneway links, gardens and embellishment of existing elements

Pedestrian Link and new Laneway

A pedestrian link with low level planting and street lighting

Awning area over access of building

A shade structure that allows for a continuous breeze-way in the future

Existing Admin Building

Proposed Future Development



The Proposal - Public Domain

Legend

The Site

Figure 38: Indicative public domain elements

4.8 Access and Parking

The ground floor of the Proposal accommodates a range of active uses while also addressing the falls across the site from east to west.

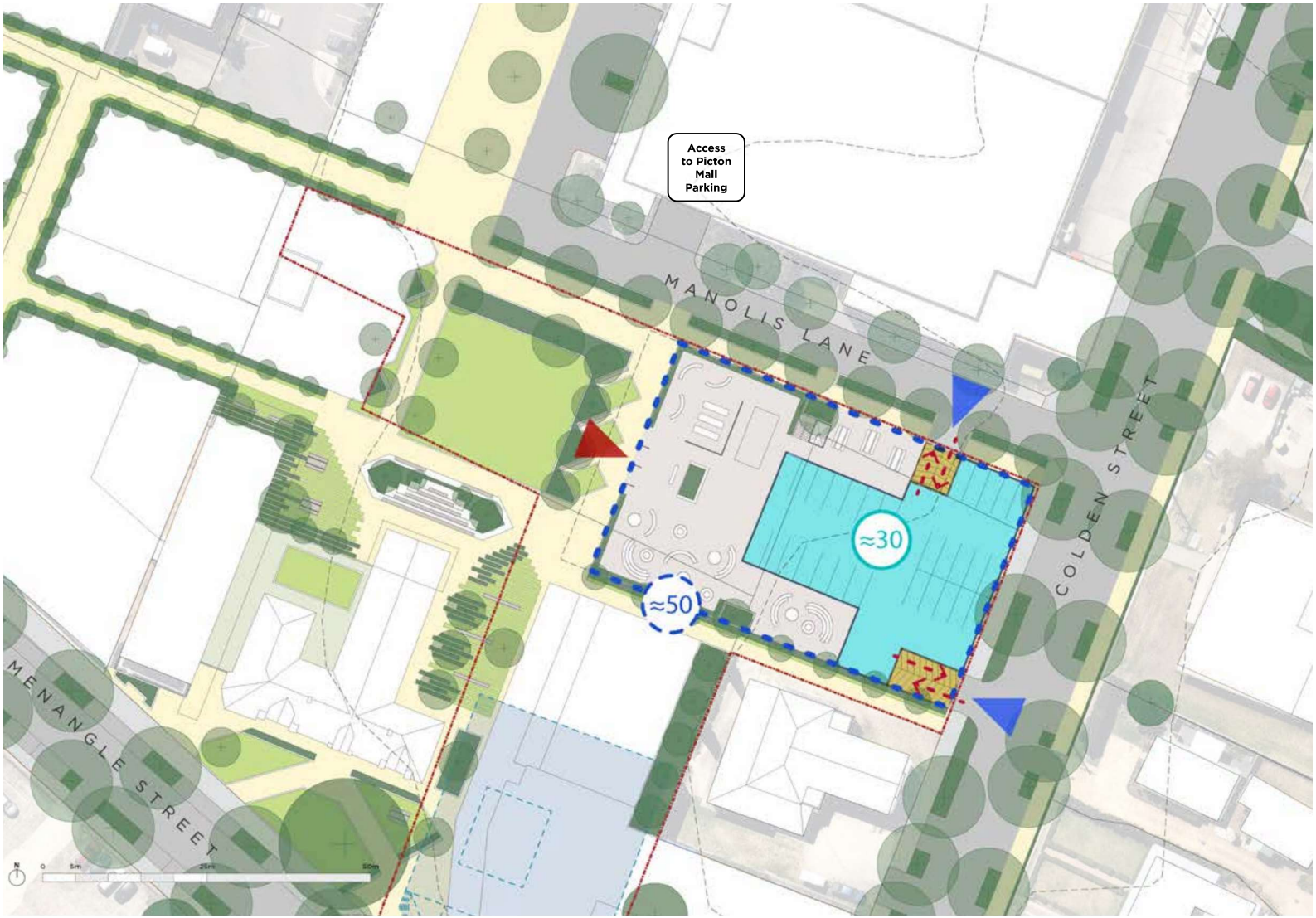
A key design principle is to reduce the extent of blank façades around the building edges. To achieve this, a horse shoe arrange of active uses is proposed to skin the ground level parking.

Access to basement parking for staff cars and service vehicles will be an important consideration. An existing access to Picton Mall parking is located on the north side of Manolis Lane and it will be vital to avoid conflicts between vehicles accessing each building.

There are two possible access points for vehicles, these are off Manolis Lane and Colden Street. The final solution may be to use both or one of these access points, with the outcome to be determined by detailed analysis and modelling at the next stage of the project.

The modelling undertaken for the proposal achieves 80 parking spaces based on an efficiency of 1 parking space per 45 square metres of allocated Gross Building Area.

Figure 39 illustrates the parking and access strategy for the Proposal.



Parking and Access

Legend

- The Site
- Basement parking
- Main pedestrian access
- Vehicle and service access
- Indicative vehicle circulation
- Indicative parking numbers - sleeved ground level
- Indicative parking numbers - basement

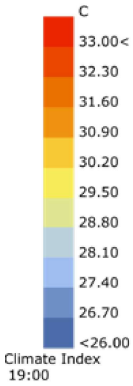
Figure 39: Access and parking strategy

4.9 Urban Climate

The analysis on page 27 shows the existing urban climate within the Town Centre across a week in mid January. It shows that the lack of shade, low built from and large expanses of hard landscape contribute to a very hot climate with few shaded areas.

Figure 40 shows updated analysis around the site displayed graphically.

The analysis indicates that the new building form, proposed awning and proposed public domain street tree planting along Colden Street and Manolis Lane will contribute to a cooler urban environment with lower ambient temperatures and better shade.



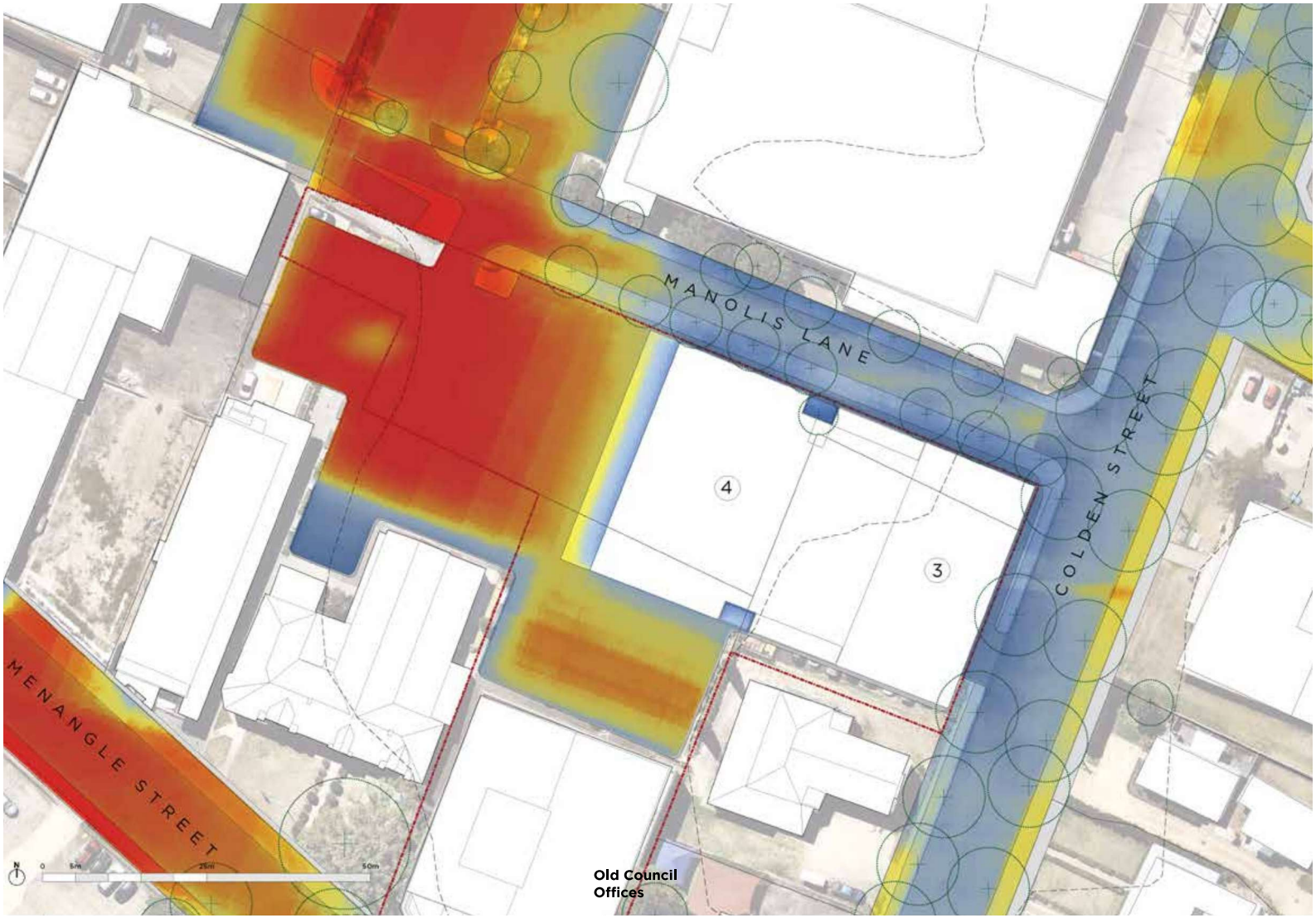
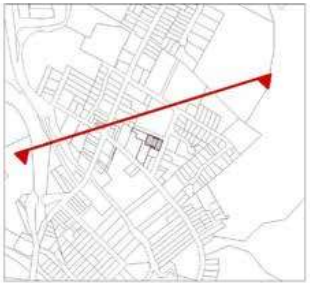


Figure 40: Updated urban climate analysis diagram

4.10 Context Sections

The sections on this page (Figures 41 and 42) provide a comparison of the Proposal in relation to the enclosure provided by the landform around Picton.

While the Proposal would be the tallest structure within Picton, the sections show that as the existing development on the hills to the edge of the town would sit above the roof-line of the
proposal.



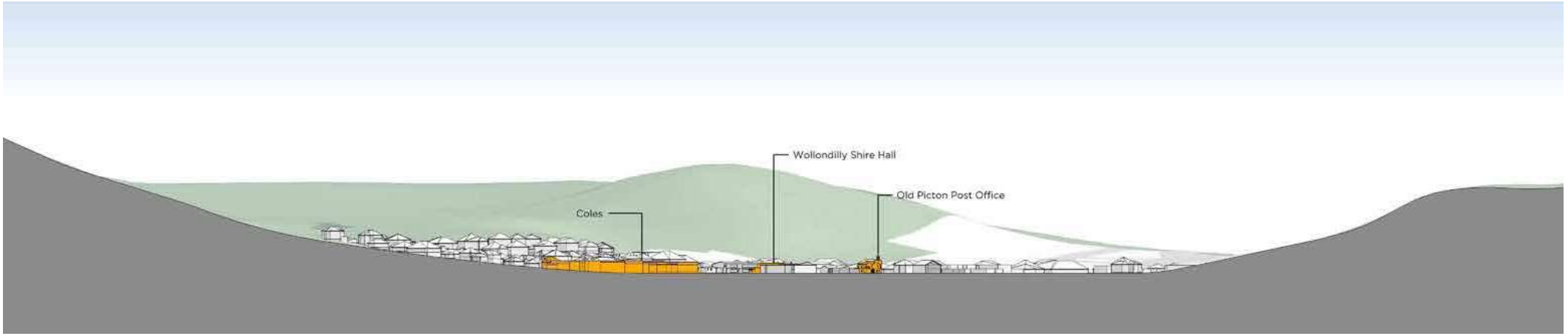


Figure 41: Existing township section

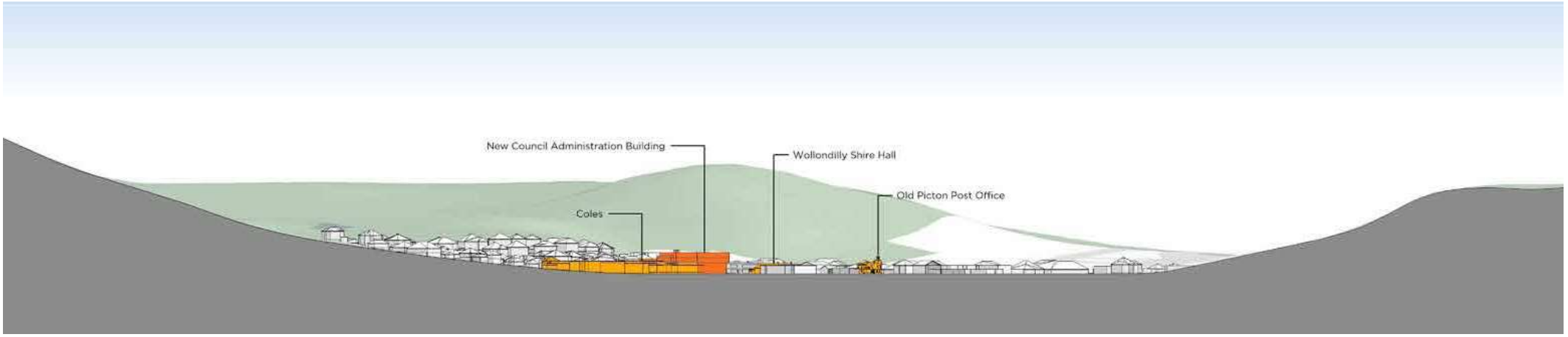


Figure 42: Proposed township section

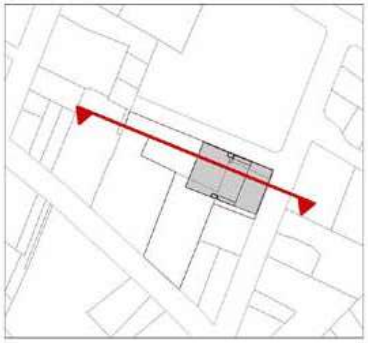
4.11 Built Form Sections

East West Section

This section shows the transition of building form and scale between Colden Street in the east and the location of the Future village Green in the west.

The section also highlights how the change in level of approximately 2 metres from Colden Street in the east to the western extent of the Site will allow for a portion of sleeved parking to be located at ground level.

Stepping the building form on the Colden Street frontage will ensure the scale of the Proposal responds to the existing low scale along this edge.

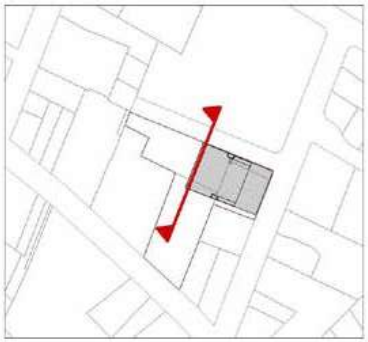


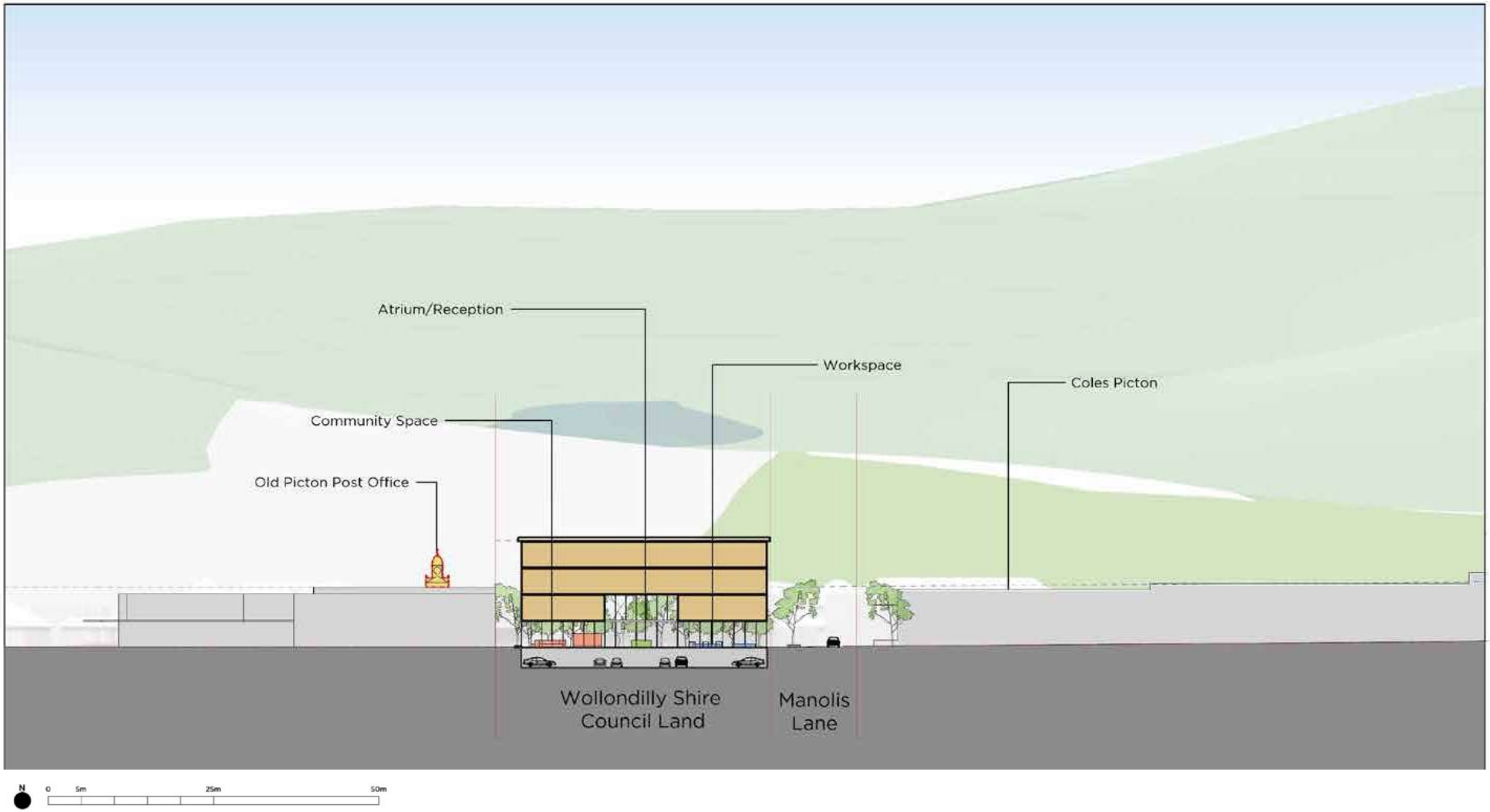


4.12 Built Form Sections

North South Section - Village Green Frontage

This section is taken through the western most point of the Proposal and shows the relationship between the four storey portion of the development and the height of the Picton Post Office Tower - currently the tallest structure in the township - which would be approximately two to three metres lower than the eaves of the Proposal.

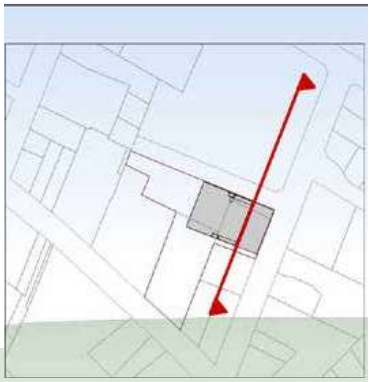




4.13 Built Form Sections

North South Section - Colden Street Frontage

This section is taken through the eastern portion of the Proposal and shows the relationship between the two storey portion of the development, Picton Mall to the north and the Masonic Hall to the south. The section shows that the scale of the development is consistent with the development on the western side of Colden Street.





4.14 Built Form Interfaces

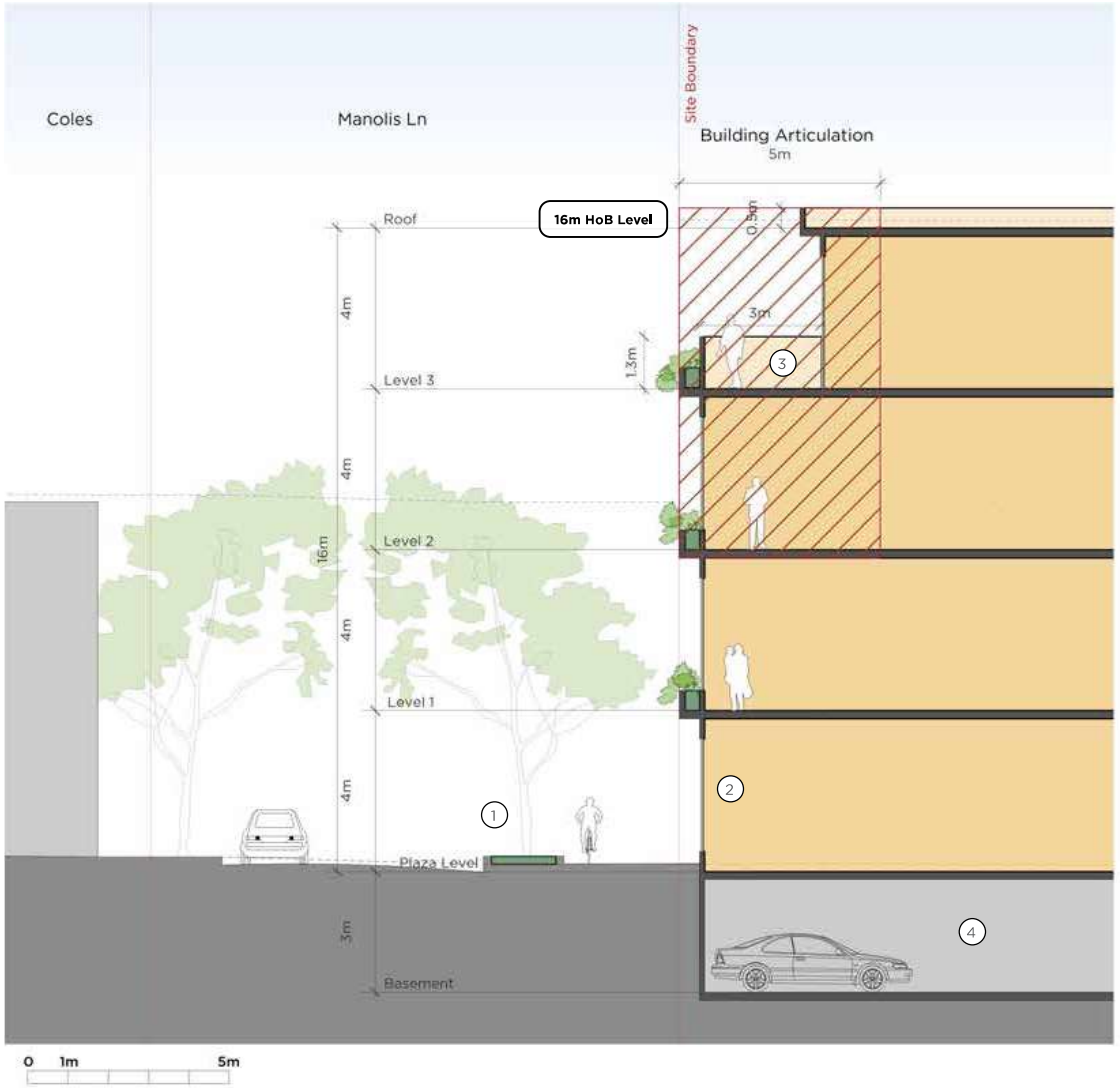
The following section provides concept interface sections for the edges of the Proposal.

Manolis Lane Interface - west section

Key Principles:

1. Enhanced public domain with street trees and verge planting
2. Active uses to animate the street level interface
3. Potential for an accessible terrace for staff and building users
4. Basement parking accessible from sleeved ground level parking area

Articulation zone to further break down the building massing and scale

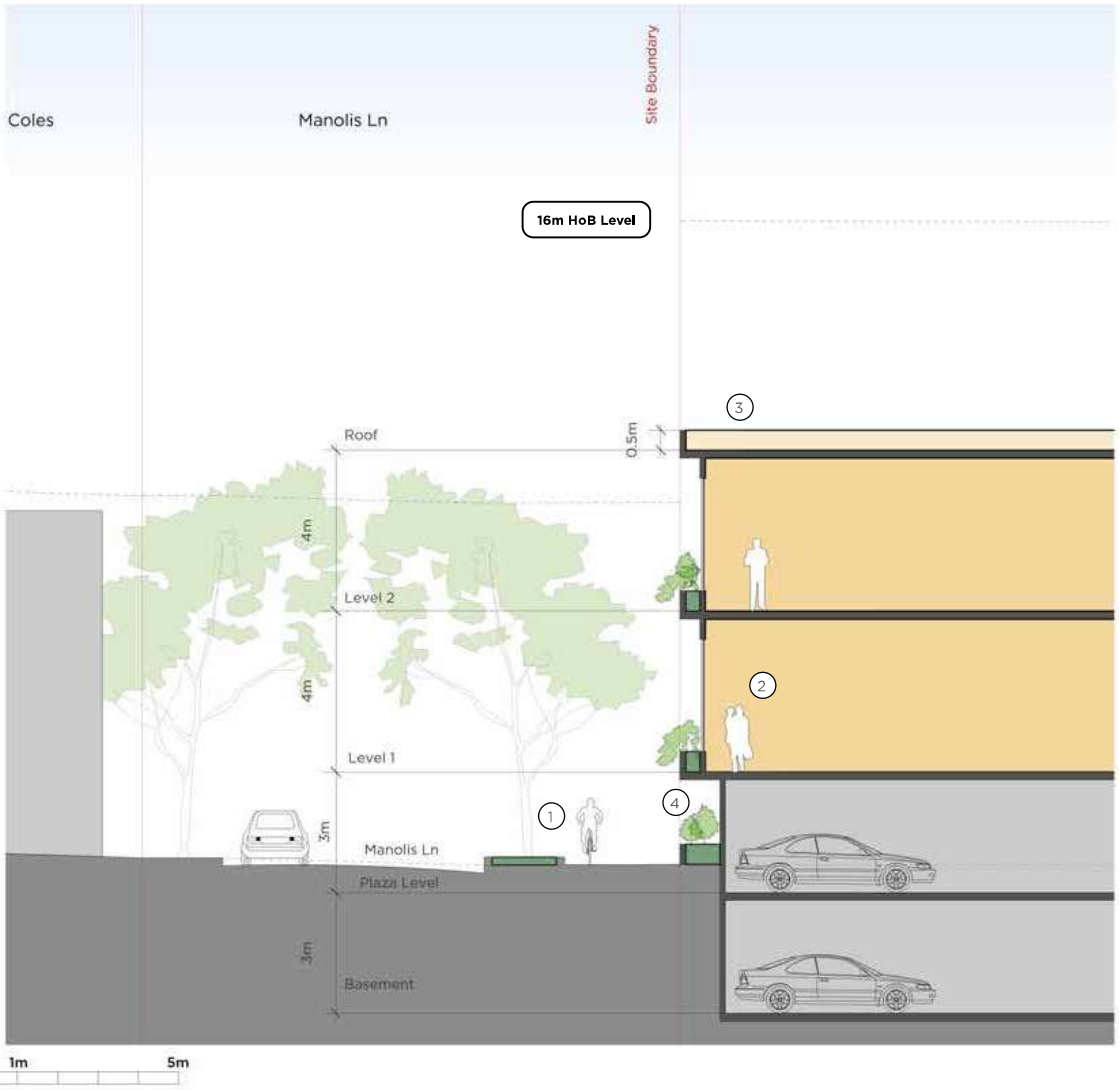


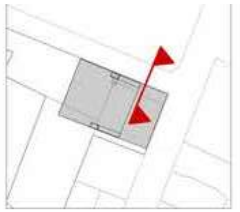


Manolis Lane Interface

Key Principles:

1. Enhanced public domain with street trees and verge planting
2. Active uses to animate the street level interface
3. Non-accessible area to provide a buffer to Colden Street
4. Sleeved ground level parking area

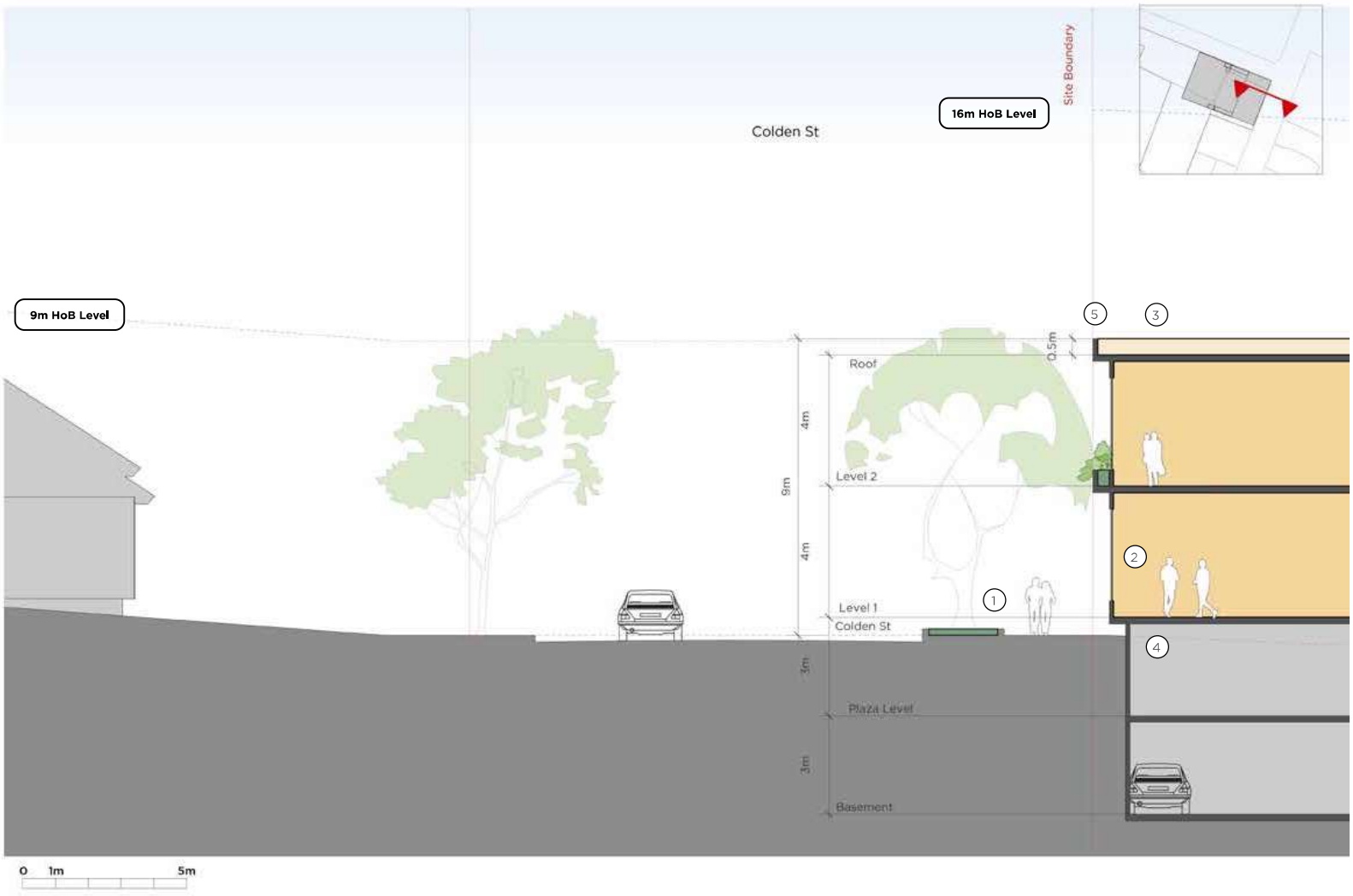




Colden Street Interface

Key Principles:

1. Enhanced public domain with street trees and verge planting
2. Active uses to animate the street level interface
3. Non-accessible area to provide a buffer to Colden Street
4. Minimal sleeved ground level parking area
5. Low scale development to complement character of the Heritage Conservation Area



Masonic Hall Interface

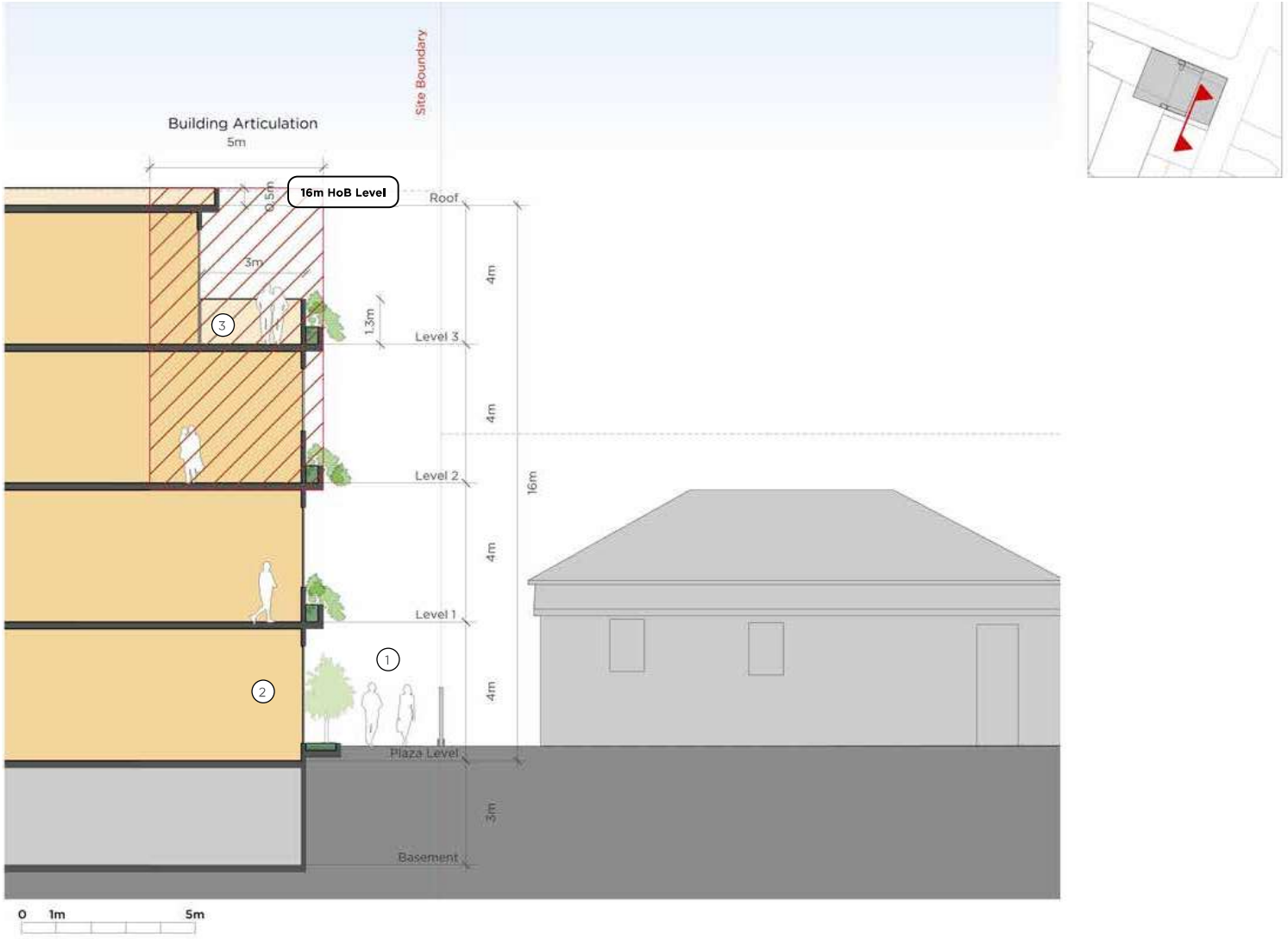
Key Principles:

① Activated laneway to soften and invigorate interface to Masonic Hall through soft planting and street lighting. Improve permeability to and from the Plaza.

② Active uses to animate the street level interface

③ Potential for an accessible terrace for staff and building users

Articulation zone to further break down the building massing and scale



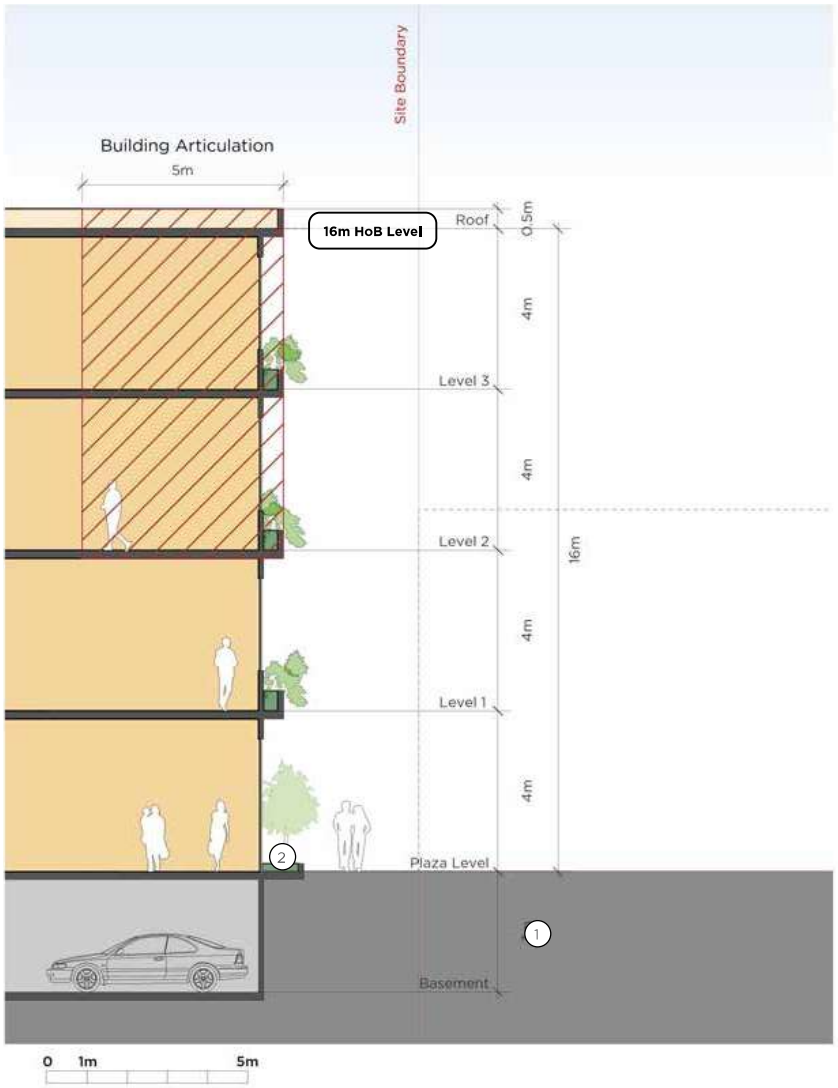
South Interface

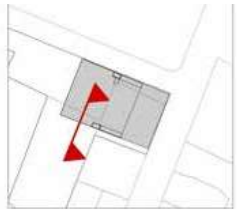
Key Principles:

① Activated laneway to soften and invigorate interface to Masonic Hall through soft planting and street lighting. Improve permeability to and from the Plaza.

② Active uses to animate the street level interface

Articulation zone to further break down the building massing and scale

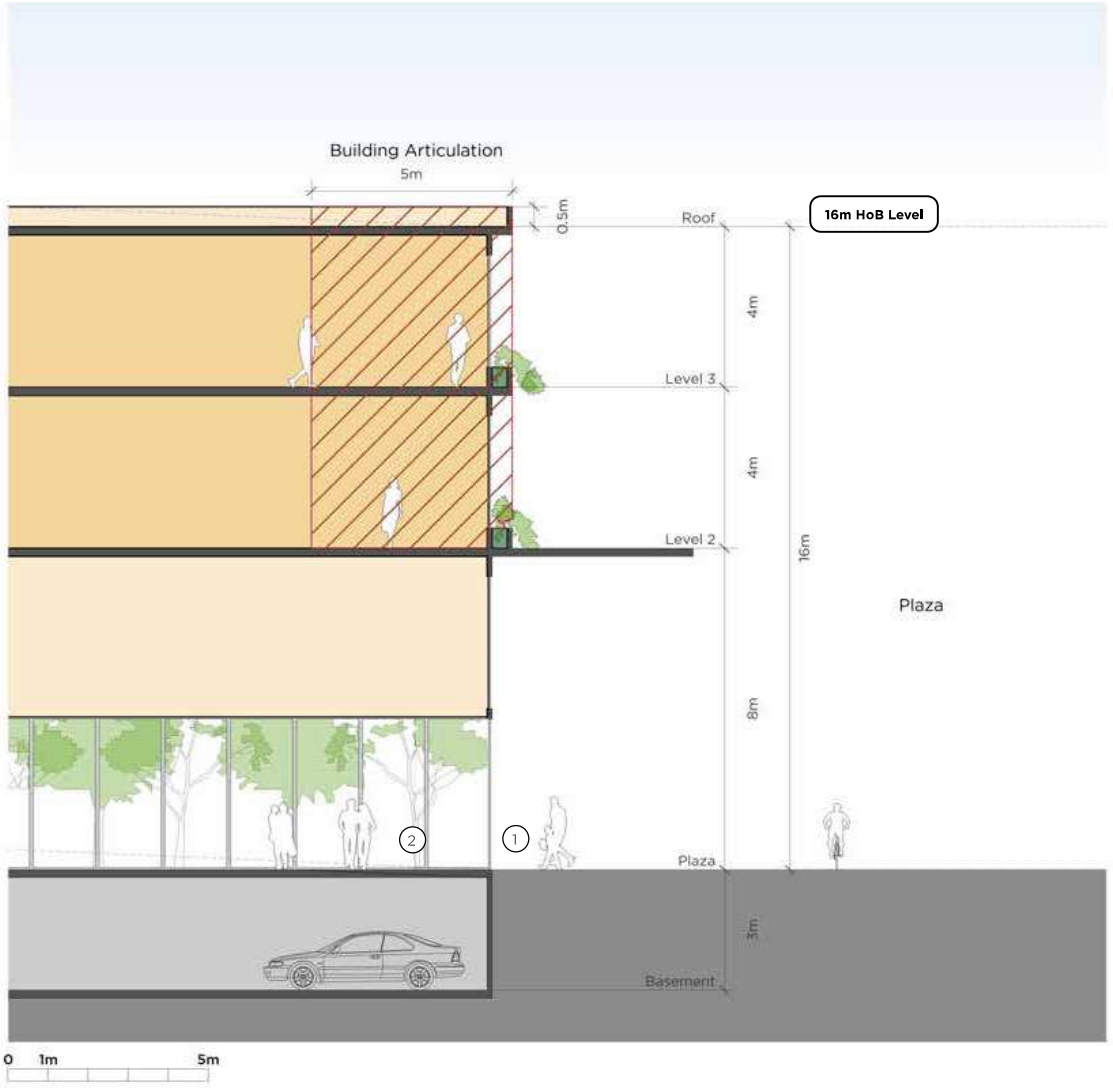


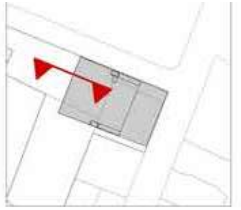


Village Green Interface

Key Principles:

1. Main access to the Administration building
2. Active uses to animate the street level interface
3. Articulation zone to further break down the building massing and scale





4.15 View Analysis

We have undertaken a view analysis exercise to test the visibility of the Proposal from some key views around the Site.

In each view point we have used a 3D model to generate indicative street level views.

Each view point is presented in the following way so a comparison of the existing and future situation can be made.

- Site photo from the selected view point
- Existing situation
- Existing situation and Proposal
- Proposal within Indicative Precinct

For each view the hills and heritage items have been identified.

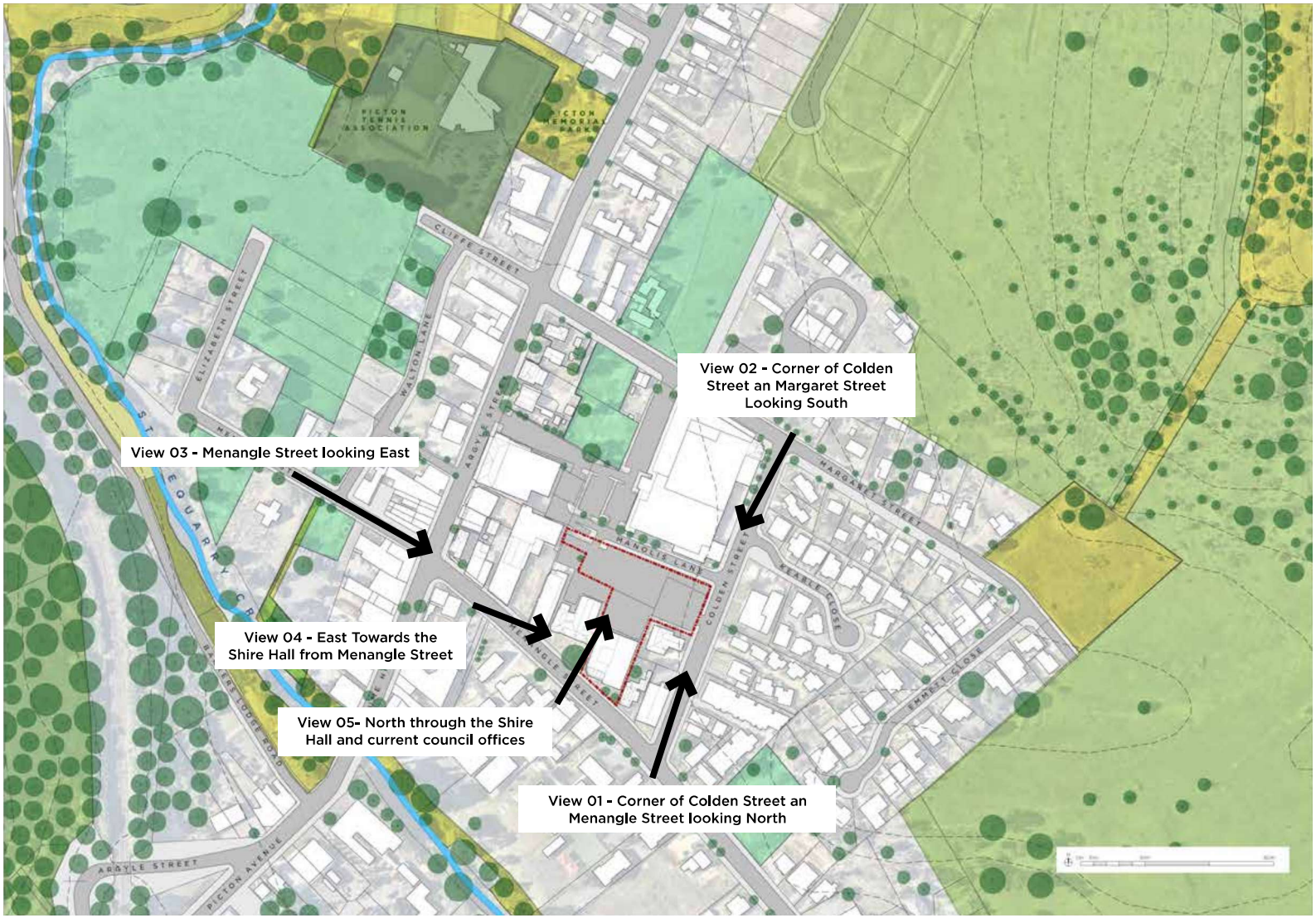


Figure 43: View Location Key

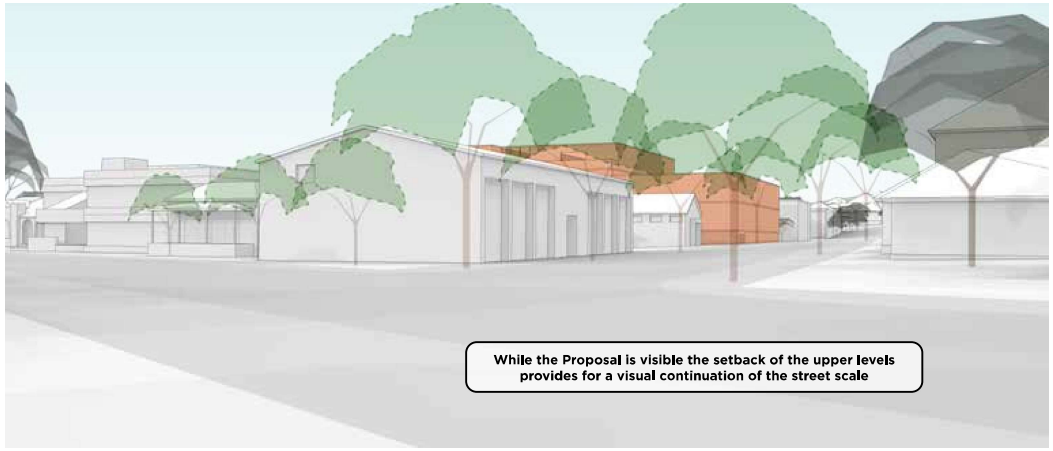
View 01 - Corner of Colden Street an Menangle Street looking North



View 01 - Site photo



View 01 - Existing



View 01 - Proposal within Indicative Precinct



View 01 - Developed Precinct and the Proposal

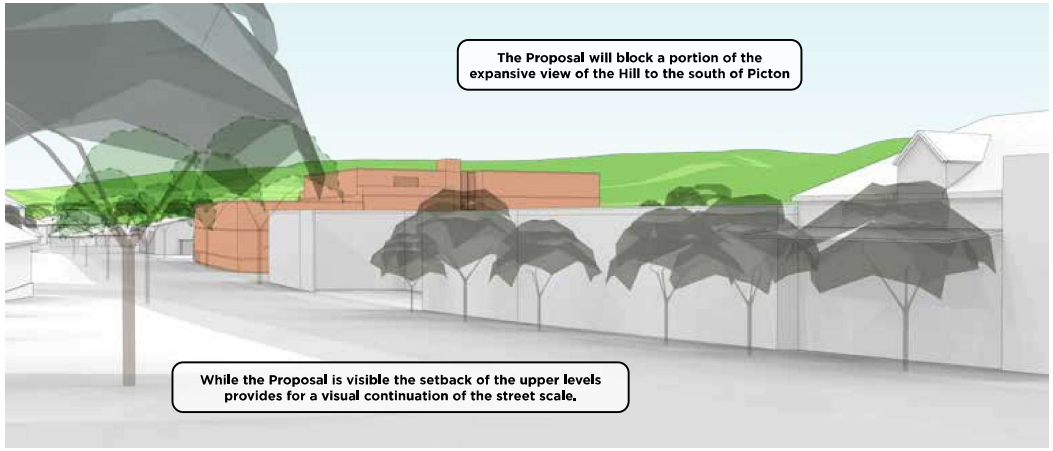
View 02 - Corner of Colden Street an Margaret Street Looking South



View 02 - Site photo



View 02 - Existing



View 02 - Proposal within Indicative Precinct



View 02 -Developed Precinct and the Proposal

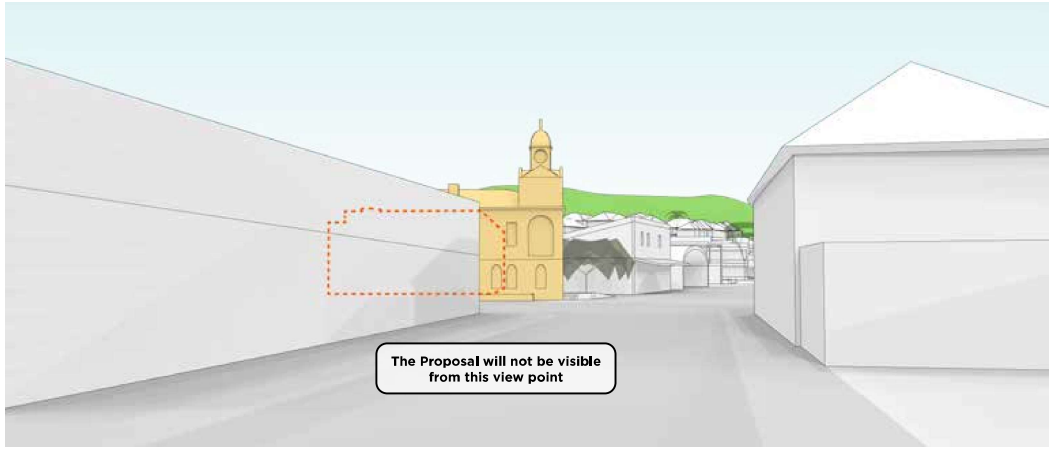
View 03 - Menangle Street looking East



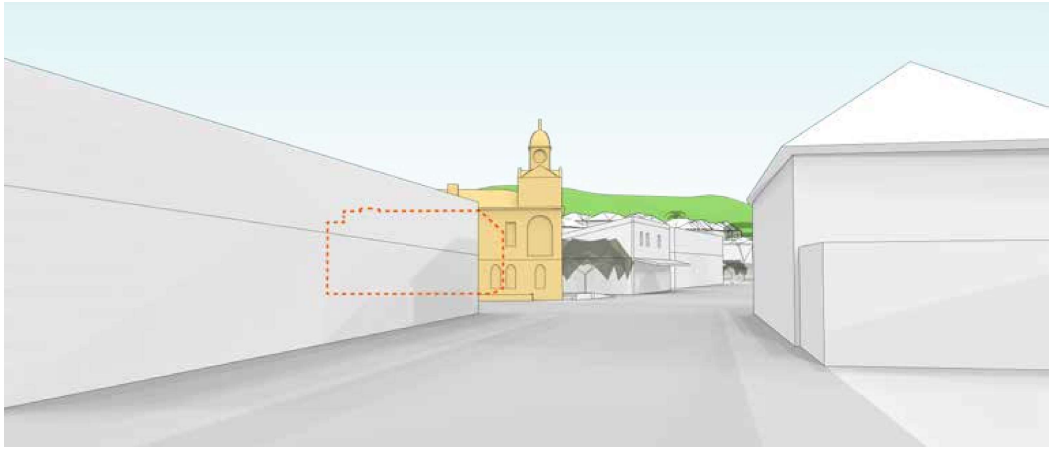
View 03 - Site photo



View 03 - Existing



View 03 - Proposal within Indicative Precinct



View 03 -Developed Precinct and the Proposal

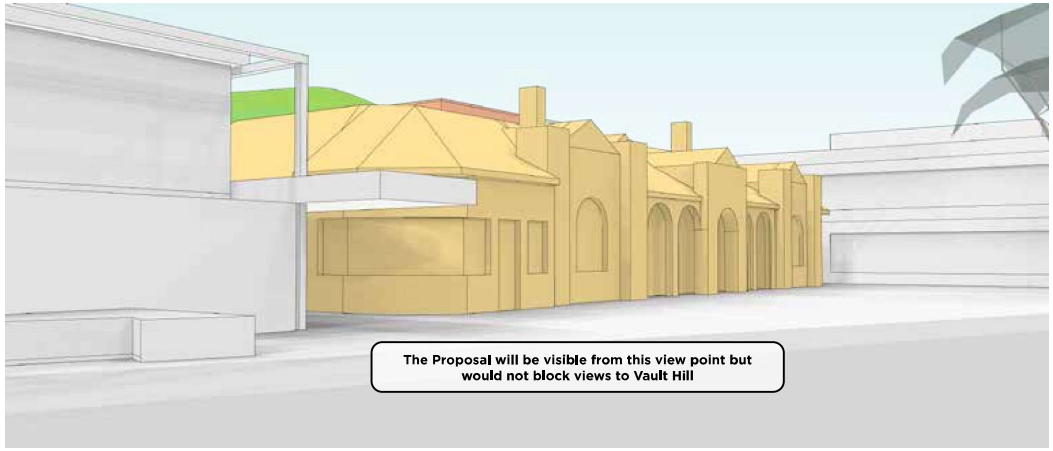
View 04 - East Towards the Shire Hall from Menangle Street



View 04 - Site photo



View 04 - Existing



View 04 - Proposal within Indicative Precinct

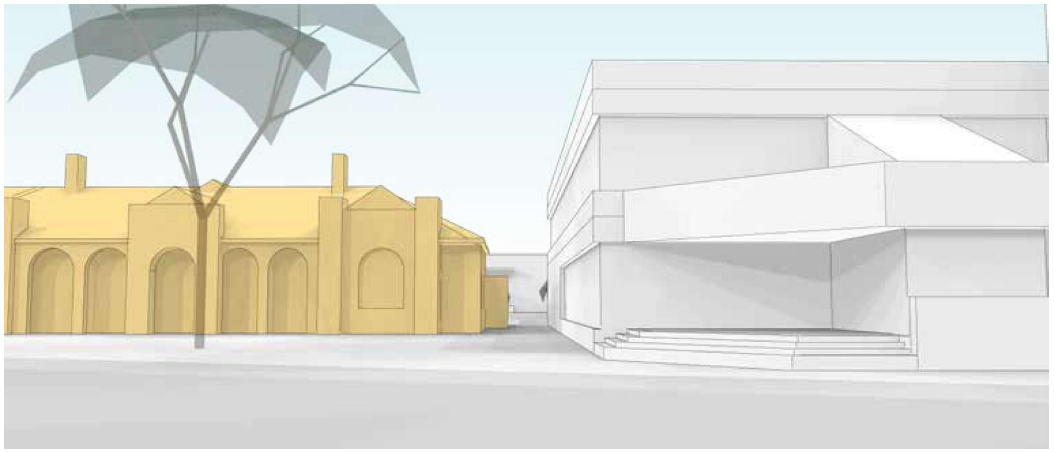


View 04 -Developed Precinct and the Proposal

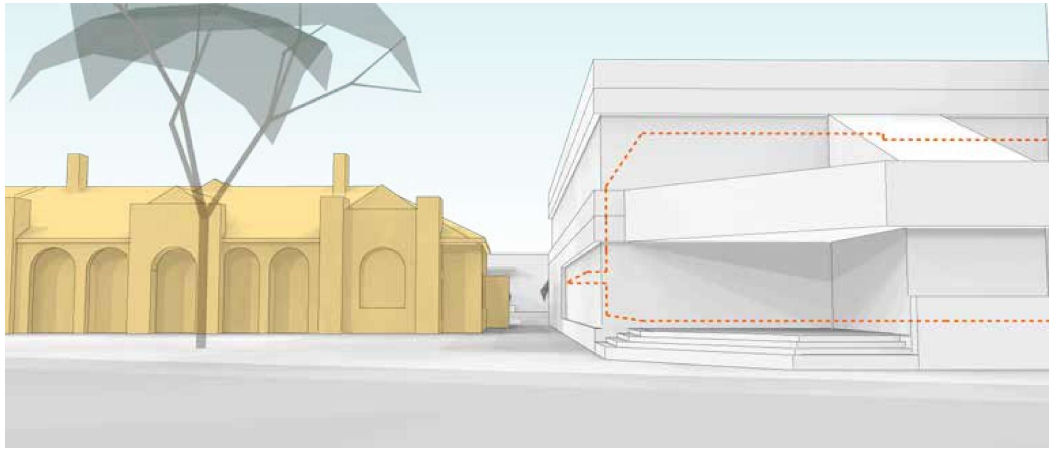
View 05- North through the Shire Hall and current council offices



View 05 - Site photo



View 05 - Existing



View 05 - Developed Precinct and the Proposal



View 05 -Developed Precinct and the Proposal

4.16 Proposed Controls

Current Planning Controls - Height of Building

A maximum height of Building Control of 9 metres governs all land within the Site.

Proposed Planning Controls - Height of Building

A maximum Height of Building Control of 16 metres is proposed for the proposed footprint of administration building only and is depicted Figure 44, marked as 'O'.

This assumes that small variation will be permitted to accommodate architectural roof features and the positioning of well considered plant and lift overruns.

Figure 44 shows the proposed WLEP 2011 Height of Building map.,



Figure 44: Proposed Height of Buildings map - WLEP 2011

A Yield

Yield

19013_WSC PLANNING PROPOSAL

YIELD SUMMARY

Thursday, 30 January 2020

Assumptions

Element	Area/400 Staff
Office fitout	4,800 sqm
Meeting/dining room	152 sqm
Breakout	65 sqm
Small service kitchen store prep	74 sqm
Amenities	250 sqm
General circulation/ fire stairs/ lift core	893 sqm
Foyer concierge	50 sqm
Lounge visitor information customer service	25 sqm
Councillor open plan workstations	144 sqm
Collaborative	20 sqm
Load dock	110 sqm
Parking	

*Areas taken from feasability analysis.

Total GBA	**6,583 sqm**
Total GFA	5,925 sqm
Total NSA	5,332 sqm

GBA to GFA	90%
GFA to NSA	90%

Proposal

Level	Area
GL	1,118.4 sqm
L01	1,894.9 sqm
L02	2,127.3 sqm
L03	1,467.6 sqm
PARKING GL	1,009 sqm
PARKING UGL	2,156.9 sqm
Total GBA	6,608.2 sqm

Level	Parking Spaces
GL	22
UGL	48
Total	**70**

*Parking spaces based on 45sqm per parking

B Shadow Studies

Shadow studies Proposal within the Existing Situation

The three diagrams on this page shows the extent of the shadows generated from the Proposal at 9am, 12pm and 3pm on 21 June - the mid-winter.



9am 21 June



12pm 21 June



3pm 21 June

Shadow studies Proposal within the Existing Situation and Admin Building

The three diagrams on this page shows the extent of the shadows generated from the Proposal at 9am, 12pm and 3pm on 21 June - the mid-winter.



9am 21 June



12pm 21 June



3pm 21 June

Shadow studies Proposal within the Developed Situation

The three diagrams on this page shows the extent of the shadows generated from the Proposal at 9am, 12pm and 3pm on 21 June - the mid-winter.



9am 21 June



12pm 21 June



3pm 21 June

C Better Placed Assessment

Better Placed: an integrated design policy for NSW' developed by GANSW identifies seven Objectives of Good Design. Achieving these objectives ensures our cities and towns, our public realm, our landscapes, buildings and public domain will be healthy, responsive, integrated, equitable, and resilient.

The following section demonstrates how the Proposal responds to the objectives of 'Better Placed.'



Objective 1	Objective 2	Objective 3	Objective 4	Objective 5	Objective 6	Objective 7
Better fit contextual, local and of its place Good design in the built environment is informed by and derived from its location, context and social setting. It is place-based and relevant to and resonant with local character, heritage and communal aspirations. It also contributes to evolving and future character and setting.	**Better performance, sustainable, adaptable and durable** Environmental sustainability and responsiveness is essential to meet the highest performance standards for living and working. Sustainability is no longer an optional extra, but a fundamental aspect of functional, whole of life design.	**Better for community – inclusive, connected and diverse** The design of the built environment must seek to address growing economic and social disparity and inequity, by creating inclusive, welcoming and equitable environments. Incorporating diverse uses, housing types and economic frameworks will support engaging places and resilient communities.	**Better for people – safe, comfortable and liveable** The built environment must be designed for people with a focus on safety, comfort and the basic requirement of using public space. The many aspects of human comfort which affect the usability of a place must be addressed to support good places for people.	**Better working – functional, efficient and fit for purpose** Having a considered, tailored response to the program or requirements of a building or place, allows for efficiency and usability with the potential to adapt to change. Buildings and spaces which work well for their proposed use will remain valuable and well-utilised.	**Better value – creating and adding value** Good design generates ongoing value for people and communities and minimises costs over time. Creating shared value of place in the built environment raises standards and quality of life for users, as well as adding return on investment for industry.	**Better look and feel – engaging, inviting and attractive** The built environment should be welcoming and aesthetically pleasing, encouraging communities to use and enjoy local places. The feel of a place, and how we use and relate to our environments is dependent upon the aesthetic quality of our places, spaces and buildings. The visual environment should contribute to its surroundings and promote positive engagement.
How the Master Plan Responds to the Objectives						
The Proposal responds to the local character and unique setting of the Precinct. The proposed built form transitions in scale, ensure a good built form relationship to the local streets and key heritage items while also creating a civic statement adjacent to the future Village Green View corridors to iconic buildings and prominent landscape features further 'ground' the pattern of built form and public open spaces within the local context.	The Proposal provides connected streets encouraging pedestrian movement to connect local destinations. Solar access to the public domain has been maintained, with the potential for shading and improved climate.	The Proposal contributes to a broad range of building typologies and uses that will enhance Picton and the LGA. The Proposal will provide new pedestrian links and potential for longer term public domain enhancements.	A comprehensive public domain approach ensures a balance between functional needs and the amenity of the public domain. The proposed form, bulk and scale of development has been designed to maximise solar access to public open spaces, while providing opportunities for shade structures and breeze ways.	The Proposal allows for building forms that address the streets and public open spaces. The Proposal will also provide a fine-grain public domain pattern in the Town Centre that can respond to the diverse needs of the community, and allows for multiple configurations. The relationship between the Proposal and public domain will provide for dynamic interfaces with activated and animated spaces contributing to passive surveillance and public safety.	The Proposal provides value for the end users through social benefits such as the provision of new public domain elements. Environmental benefits include a better local climate with greater shade in the summer months. Economic benefits include the provision of new areas for employment and improved civic facilitates that will support existing business within the Town Centre.	The Proposal provides for an attractive public domain with a potential for a series of diverse connected public spaces as part of the future Precinct renewal. The built form approach, with carefully considered articulation and volumetric massing has responds to local character and form.