Design Excellence Strategy for the Hills Showground Station Precinct

March 2021





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Glossary and Terms

Term	Definition
CBD	Central Business District
CIV	Capital Investment Value
Consent Authority	As defined in Section 4.5 of Environmental Planning and Assessment Act 1979
Concept Proposal	Concept State Significant Development Application for Hills Showground Station Precinct (SSD-9653)
CPTED	Crime Prevention Through Environmental Design
DA	Development Application
Development Consent	Development Consent for the Concept State Significant Development Application (SSD-9653)
DCP	Development Control Plan
DPIE	Department of Planning, Industry and Environment
DRP	Relevant Design Review Panel ¹
EIS	Environmental Impact Statement
EOI	Expression of Interest
EP&A Act	Environmental Planning and Assessment Act 1979
ESD	Ecologically Sustainable Development Report prepared by WSP
Detailed Design	Future detailed design of buildings, subsequent stage or Design Development and Construction Documentation prepared by the Applicant
GANSW	Government Architect of New South Wales
IPC	Independent Planning Commission
ПТ	Invitation to Tender
Landcom DRP	Landcom's Design Review Panel (formerly Landcom Design Advisory Panel)
LGA	Local Government Area
PDA	Project Delivery Agreement between Sydney Metro and Landcom
Precinct	The Hills Showground Station Precinct
RtS	Response to Submissions

¹ For State Significant Developments the Design Review Panel will be the State Design Review Panel (SDRP) of which there will be at least a nominee from The Hills Shire Council and a nominee from Landcom Design Review Panel, who are also a common member of the SDRP or otherwise endorsed by Government Architect NSW. For local and regional development applications, the Design Review Panel (DRP) will be The Hills Shire Council DRP.

SDRP	State Design Review Panel		
SEARs	Secretary's Environmental Assessment Requirements		
SMNWP	Sydney Metro Northwest Places Program		
SRD SEPP	State Environmental Planning Policy (State and Regional Development) 2011		
SSD	State Significant Development		
SSDA	State Significant Development Application		
TEC	Tender Evaluation Committee		
THLEP 2019	The Hills Local Environmental Plan 2019		
THSC	The Hills Shire Council		

Document Control

Version	Date	Summary of changes
1	October 2019	Lodged and exhibited version
2	June 2020	Revised layout and content following feedback from NSW Government Architect and Department of Planning, Industry and Environment as part of the Response to Submissions package.
3	March 2021	Revised content following Development Consent approval of the concept State Significant Development Application (SSD-9653) addressing Condition B2.

Introduction

Landcom and Sydney Metro are committed to delivering great places for the people of NSW.

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

This Design Excellence Strategy (DES) proposes a framework and process for achieving design excellence in the Hills Showground Station Precinct (from now on known as the 'Precinct'). This DES will outline the roles and responsibilities of each stakeholder at each stage of the project lifecycle and enables the project vision and objectives to be retained through development to enable design excellence.

The key stakeholders involved in the development of this DES include: Landcom, Sydney Metro, Government Architect of NSW (GANSW), The Hills Shire Council (THSC) and the Department of Planning, Industry and Environment (DPIE).

The stages of the project lifecycle in which design can be controlled to maintain design integrity and achieve design excellence are:

- The Concept Proposal Stage (SSD-9653)
- The Competitive Tender Process Stage
- The Design Development and Construction Documentation Stage.

On the 29 January 2021, DPIE approved a State Significant Development Application (SSDA) for the Hills Showground Station Concept Proposal

A design competition waiver has also been issued in accordance with Section 9.5(6) of The Hills Local Environmental Plan 2019 (THLEP) by the Government Architect NSW.

This DES should be read in conjunction with the Development Consent issued for the Hills Showground Station Concept Proposal (SSD-9653). A copy of the Development Consent can be found on DPIE's Major Project Portal at: <u>https://www.planningportal.nsw.gov.au/major-projects/project/11481</u>.

Objectives of the Design Excellence Strategy

The key purpose of the DES is to deliver outcomes of the highest standard of architectural, urban and landscape design. As mentioned earlier, the DES will outline:

- Roles and responsibility of each key stakeholders
- Propose a framework and process for achieving design excellence in the future stages of the Precinct
- Provide a summary of the entire design excellence process for the Precinct from Concept Proposal Stage, to the Competitive Tender Process Stage, through to Design Development and Construction Documentation Stage.

The Hills Local Environmental Plan 2019

Under Section 9.5 of THLEP the objective of Design Excellence is to deliver the highest standard of architectural, urban and landscape design.

The Site

The Site (Figure 1) is located adjacent to the Hills Showground Station at Castle Hill within the Hills Shire Local Government Area (LGA). The precinct is 25km north-west of the Sydney CBD and is in proximity to the following centres in the region that will be accessible along the North West Metro:

- Castle Hill;
- Norwest Business Park; and
- Rouse Hill Town Centre.

The Site comprises 8.4ha of the wider 2017 rezoned 'Hills Showground Priority Precinct' which covers 271 hectares of land. The Site is bounded by the Castle Hill Showground to the north, Showground Road to the east, Carrington Road to the south and the Cattai Creek riparian corridor and existing drainage basin to the west.

The Concept Proposal (Figure 4) demonstrates that the Precinct is envisaged to accommodate highdensity residential with mixed-uses well within the permissible building envelopes, as follows:

- Hills Showground Precinct West zoned B2 Local Centre with a maximum building height of 68m (20 storeys) and floor space ratio of 3.9:1
- Doran Drive Precinct zoned B2 Local Centre with a maximum building height of 68m (20 storeys) and floor space ratio of 3.2:1
- Hills Showground Precinct East zoned R1 General Residential with a maximum building height of 52m (16 storeys) and floor space ratio of 2.7:1.



Figure 1: The Site (COX Architecture, 2019)

DES Relationship with Other Documents

Government Architect NSW Design Competition Waiver

Section 9.5(6) of THLEP authorises the GANSW to certify in writing that an architectural design competition need not be held but that a DRP should instead review the development. Future Detailed DAs are to comply with any conditions and requirements of any design competition waiver.

Urban Design Guidelines

The UDG (prepared by Cox Architecture) outlines the Precinct vision and design intent that will guide the future development of the site. The UDG contain both Hills Development Control Plan (DCP) and precinct-specific objectives, controls, and design guidance, which will act as the site specific DCP for the Precinct and will ensure future Detailed DAs achieve design excellence.

Landcom Sustainable Places Strategy

Landcom's vision is to deliver world class sustainability outcomes across its portfolio.

Landcom has a mandate to create great places that are innovative and productive, resilient, inclusive, affordable, and environmentally sustainable. This is implemented through four key areas:

• Climate Resilient Places: delivering low carbon, resource efficient and environmentally sensitive places.

- Healthy and Inclusive Places: world class liveability outcomes founded on social equity, affordability, and inclusion.
- Productive Places: driving the delivery of productive places and enabling jobs for the future.
- Accountable and Collaborative Places: driving accountability and performance along the value chain.

These broad strategies form the framework for which the design and delivery of the Precinct is based.

Ecologically Sustainable Development Report

The ESD Report (prepared by WSP) includes a list of mandatory and stretch sustainability targets which are required to be addressed in the Detailed Design DA. A prominent requirement is that future buildings achieve a minimum 5 star Design and As-Built Green Star rating, further requirements are listed within the Design Excellence Benchmark section of this strategy.

SMNWP Public Art Guidelines

The SMNWP Public Art Guidelines (prepared by Landcom) informs the integration of public art into the detailed design of the development and ensures a consistent approach to deliver public art across the SMNWP Project.

The SMNWP Public Art Guidelines provides information on the approach for the consultation, development, production, installation, and management of temporary and permanent art within the public and private domain areas. Specific to the Precinct, the SMNWP Public Art Guidelines identifies suitable types of artworks sites could accommodate and the thematic framework for public art - the idea of a network represented by the connections we have to things, people, places and the environment, and the mutual effects we have on each other.

The SMNWP Public Art Guidelines will ensure high quality public art and cultural content is fabricated into the buildings, public domain, and other publicly accessible areas. This forms part of the assessment as to whether the development achieves design excellence, in accordance with Sections 9.4(4)(c), 9.4(4)(l) and s9.5(4)(e) of THLEP 2019.

Roles and Responsibilities

Project Structure

During the Concept Proposal design excellence process, a number of stakeholders were identified. A project structure with the design excellence process is depicted below with roles and responsibilities clarified in the following sections.



Figure 2: Project structure process (Landcom, 2021)

Sydney Metro

Sydney Metro is the landowner and Landcom's project delivery partner in the SMNWP Project. Sydney Metro's responsibilities include collaboration with Landcom throughout the development of the Concept Proposal as well as evaluating tenders during the divestment stage.

Landcom

Under a Project Delivery Agreement (PDA) with Sydney Metro, Landcom is the master developer for land owned by Sydney Metro around the Metro North West Line. As master developer, Landcom are leading studies to support planning for project sites, working with local councils, DPIE other government agencies, local businesses, and communities to shape plans for projects.

Landcom will be responsible for the divestment of the site to a successful development partner, who will then prepare and lodge the detailed design and construction documentation.

Landcom Design Review Panel

Landcom has established a Design Review Panel (formerly known as Landcom Design Advisory Panel) with the objective to provide advice on design strategies to achieve architectural design excellence and quality urban design across Landcom's projects.

The Landcom DRP reviewed the initial Precinct Master Plan on 10 July 2019, a revised scheme in September 2019 and was provided an update to the revised scheme in May 2020 following feedback from the public exhibition period.

A nominee from the Landcom Design Review Panel, who is a common member of the State Design Review Panel (SDRP) or otherwise endorsed by GANSW, will be part of the SDRP for subsequent developments.

Department of Planning, Industry and Environment

The Concept Proposal was considered 'state significant' under clause 19(2), Schedule 1 and clause 14, Schedule 2 of State *Environmental Planning Policy* (State and Regional Development) 2011 (SRD SEPP).

Pursuant to Section 4.37 of the Environmental Planning and Assessment Act 1979, any subsequent stage of the development:

- (a) With a capital investment value of less than \$30 million, or
- (b) Which is development solely for the purpose of the creation of new roads, subdivision and recreation areas.

is to be determined by the relevant consent authority and that stage of the development ceases to be State significant development.

The DPIE's future role during the Detailed Design includes (but is not limited to):

- Attendee of the project introduction meeting and issuing of SEARs
- Consolidating feedback from agencies and authorities on the request for SEARs
- Preparing public exhibition material and communication arrangements
- Consolidating submission feedback from agencies and authorities post public exhibition
- Requesting for RtS and additional information / Amendments to Application
- Finalising Assessment and Drafting of Conditions of Consent
- Making recommendation to the Minister/Independent Planning Commission (Consent Authority).

Government Architect NSW (GANSW)

Landcom and Sydney Metro acknowledge the value of collaborating with GANSW, particularly in the early stages of the project. Accordingly, Landcom and Sydney Metro view GANSW as fundamental in developing the DES and playing a vital role in the future Detailed Design DA, this role may include (but is not limited to):

- Providing technical expert advice to DPIE during Detailed DA assessment period.
- Chair of the SDRP review process.

- Providing formal feedback to DPIE on the submission during public exhibition.
- Providing guidance to the project team, following the SDRP reviews in relation to design vision and objectives, green infrastructure, movement and place, heritage, sustainability, and other design considerations.
- Issuing Design Excellence waiver in accordance with Section 9.5, subclause 6 of The Hills Local Environmental Plan (THLEP).

The Hills Shire Council (THSC)

THSC played a vital role in the development of the Concept Proposal. Landcom and Sydney Metro consulted with THSC to understand the Site context in order to develop a Concept Proposal which has the potential to create a great place outcome and provide the services and amenities required for the future local community.

State Significant Development Applications will still require consultation with THSC.

Design Review Panel (SDRP/DRP)

For State Significant Developments, the Design Review Panel (DRP) will be State Design Review Panel (SDRP). The SDRP must consist of at least a nominee from The Hills Shire Council and a nominee from Landcom Design Review Panel, who is also a common member of the SDRP or otherwise endorsed by GANSW.

For local and regional development applications, the Design Review Panel (DRP) will be The Hills Shire Council DRP. The DRP will be formed by Council at its discretion.

A Strategy for Design Excellence

Design excellence and great place outcomes are integral to Landcom and Sydney Metro's design, development, and delivery philosophy and these remain integral to our approach. Landcom and Sydney Metro have developed a robust DES for the Precinct in consultation with GANSW.

Project Stages

The project lifecycle has been broken down into three stages:

- The Concept Proposal Stage
- The Competitive Tender Stage
- The Design Development and Construction Documentation



Figure 3: Design Excellence Strategy (Landcom, 2021)

Project Approach and Process

Landcom appointed Cox Architecture and Oculus to progress on the project vision and to develop the Concept Proposal.

Project Vision

The Concept Proposal for the Precinct is underpinned by the following vision:

"The Hills Showground Station Precinct will be a thriving local mixed-use centre; a walkable, lively place enhanced by strong connections to world

class transport and the cultural and recreational destination of Castle Hill Showground. The precinct will provide diverse housing for different generations and lifestyles, framed by green open spaces that encourage connectivity, and will celebrate its views over Cattai Creek and the wider Garden Shire."

The project vision is supported by comprehensive Concept Proposal to guide future detailed design.

Project Objectives

The Concept Proposal for the Precinct is underpinned by the following objectives:

- plan and deliver a high-density urban precinct with a great variety of products, built forms, activation, and public domain experience with streets, a new park and plaza.
- deliver a vibrant mixed-use centre that demonstrates best practice transit-oriented development principles by encouraging walking, cycling and public transport use and reducing demand for private car use.
- maximise the supply and diversity of higher density housing within proximity to the station to accommodate different generations, lifestyles, and price points.
- deliver by development partners, an appropriate scale of long-term retail, community, and commercial activities in the local centre especially on the ground floors and around the station.
- incubate a local centre with appropriate non-residential floor space that can be used for a variety of commercial and retail businesses that support the needs of the local community.
- provide high quality built form and public domain works to shape the future character of the Precinct and integrate with surrounding areas.

Design Excellence Benchmarks

The following design excellence benchmarks have been identified and are required to be achieved during the Detailed Design DA Stage:

- Urban design and landscape architects are to be selected from the NSW Government Architect's 'Prequalification Scheme for Strategy and Design Excellence' or to collaborate with a pre-qualified architect.
- All built form development across more than one lot is required to demonstrate architectural diversity in development outcomes. The use of multiple architects, which includes both established and emerging architectural firms, is encouraged.
- All residential and non-residential development are to adhere to the Urban Design Guidelines.
- All development is to be planned and designed to address Crime Prevention Through Environmental Design (CPTED) principles and consider/implement the recommendations of the CPTED Assessment Report (prepared by Cox).
- All future detailed SSDAs are required to submit a CPTED Assessment

- All development is to comply with the sustainability mandatory targets and try to achieve the stretch goals as outlined in the ESD report.
- 20% of apartments within each of the three individual Precincts are to achieve a minimum 'Design and As-Built' Liveable Housing Australia silver level accreditation as per the ADG and Landcom's Housing Affordability and Diverse Policy.

Concept Proposal Stage

A number of design reviews were completed by Landcom DRP and SDRP throughout the Concept Proposal stage and as a result addressed design excellence requirement. This includes the preparation of:

- Design Excellence Strategy
- **Concept Proposal** was developed in consultation with key stakeholders and reviewed by the Landcom DRP and SDRP. The process undertaken up until lodgement of the Concept Proposal can be found Appendix V Stakeholder Engagement and Outcomes Summary Report. The feedback during public exhibition can found in the RtS report (prepared by Elton Consulting).
- Urban Design Guidelines to guide the future built form and public domain outcomes



Figure 4: Concept Plan (COX Architecture, 2020)

Competitive Tender Process

Landcom and Sydney Metro typically undertake a two-stage Expression of Interest (EOI) and Invitation to Tender (ITT) process to short-list and select a preferred development partner. In both stages, a Tender Evaluation Committee (TEC) is convened with members from both Sydney Metro and Landcom. The TEC is responsible for the evaluation of tender submissions and making a recommendation based off the evaluation criteria plan. The TEC will consider the tender submissions on a range of evaluation criteria and may call on various technical advisors during this stage.

As part of the ITT stage, shortlisted development partner will be required to respond to design criteria outlined in the transaction documentation. Additionally, the appointed development partner will need to present a scheme which demonstrates compliance with the Concept Proposal and Urban Design Guidelines. The option for a Technical Design Advisor (such as the Concept Proposal Architect) will be tasked with reviewing submissions and advising the evaluation committee of compliant and non-compliant schemes.

Landcom and Sydney Metro may also consider a modified ITT process or any other divestment process depending on the project's vision and objectives.

Design Development

The development partner will be required to review the design development against the Concept Proposal Development Consent as issued by DPIE, Urban Design Guidelines, Design Excellence Strategy and compliance against any other contractual agreements to ensure that the principles and objectives of the project are retained.

The development partner may require Landcom's endorsement and Sydney Metro landowners' consent **prior** to lodgement of the design development submission.

This requirement is **in addition to** the relevant DRP process and stakeholder consultations. The requirements for stakeholder consultation will vary depending on the planning pathway.

Pursuant to section 4.37 of the EP&A Act, subsequent stage of the development:

- with a capital investment value of less than \$30 million, or
- which is development solely for the purpose of the creation of new roads, subdivision, and recreation areas

is to be determined by the relevant consent authority and that stage of the development ceases to be State significant development.

The Design Review Panel process applies to:

- buildings that are greater than 21 metres or 6 storeys, must be reviewed by the relevant DRP; and
- at the discretion of the consent authority to require subsequent applications and modification applications to be reviewed by the relevant DRP in the opinion of the Planning Secretary where the application would benefit from the advice of the relevant DRP in achieving design excellence.

For State Significant Developments, the Design Review Panel (DRP) will be SDRP.

For local and regional development applications, the Design Review Panel (DRP) will be The Hills Shire Council DRP.

As per the Development Consent, a Design Integrity Report is required to demonstrate how design excellence and design integrity has been achieved in accordance with:

- The design objectives of the concept approval
- The approved Urban Design Guidelines
- This approved Design Excellence Strategy
- Any advice from the relevant DRP and Applicant's response to this advice
- The condition of the concept SSDA Development Consent.

The Design Integrity Report shall include how the process will be implemented through to completion of the approved development.

Design Excellence Process

Stage	Phase	Design Process/Review	Comment
<u></u>	 Project initiation Engagement of technical consultants Assess opportunities and constraints Establish vision 	 A project introduction meeting was held with DPIE to ensure alignment on process, scope, and timing. Landcom appointed urban design and landscape architects from GANSW Strategy and Design Excellence Prequalification Scheme. Landcom reviewed project objectives and prepared the Precinct vision. 	 Landcom released a select tender for the urban design and landscape work. The design team for the urban design work was Cox Architecture and landscape was Oculus. Both were provided with the project vision and objectives.
	Initial design options	 Design team presented initial design option in collaborative design workshops. Design workshop discussion on UDG and control consideration. 	 Initial design options considerate of site opportunities and constraints.
Concept Proposal (SSD Application Preparation and Lodgement)	Request for Secretary Environmental Assessment Requirements (SEARs)	• DPIE issued SEARs in collaboration with agencies.	 SEARs included preparation of Design Excellence Strategy and consultation with GANSW. Landcom release scope of work for technical expert work. Design workshops involved urban designers, landscape design, engineering design, urban planning, and other technical experts.
	Developed design option	 Design team presented developed design option through consultation with stakeholders. Design team presented developed design option to Landcom DRP. Design team presented developed design option and draft UDG to SDRP (1). 	 Design team consulted with GANSW prior to meeting SDRP. Design team presented developed design option to SDRP following Landcom DRP feedback. Landcom undertook a Community Engagement Session with the community and sought feedback on the developed design option.
	Revised design option	 Design team finalised plans and reports addressing Landcom DRP and SDRP 	Design team presented resolved design option to SDRP prior to lodgement. SDRP was

Stage	Phase	Design Process/Review	Comment
		 feedback and further technical consultant inputs. Design team presented revised Concept Proposal and site specific UDG to SDRP (2). Landcom discussed Design Excellence Strategy framework with the DPIE and GANSW. 	 asked to provide feedback on the resolved design. Design team presented the revised Concept Proposal to the DPIE and other stakeholders prior to SSDA lodgement.
	Design Excellence Strategy	 DPIE and GANSW provides input into the Design Excellence Strategy. 	• Landcom finalises Design Excellence Strategy for the precinct throughout its entire project life prior to lodgement.
	Lodgement of Concept Proposal		• Landcom provided soft and hard copies of the Concept Proposal to DPIE and council for the public exhibition.
	Public Exhibition period commences	 SSD Application is placed on public exhibition for 28 days. 	
Concept Drenecal	Public Exhibition Period ends	 DPIE collates feedback and issues. Key Issues Letter to guide Landcom when responding to submissions. 	
Concept Proposal (SSD Application Public Exhibition, Response to Submission/ Additional Information, Assessment and Determined)	Response to Submissions/ Request for Additional Information	 Design team seeks clarification on SDRP (2) advice at SDRP (3) Design team provides an update to Landcom DRP on the Concept Proposal since last meeting in September 2019. Design team seeks clarification on stakeholder submission (such as RMS, council, DPIE, GANSW etc.) 	 A Response to Submissions package is provided to DPIE. The RtS package includes (but is not limited to): a revised UDG, ESD report, SMNWP Public Art Guideline and this Design Excellence Strategy.
	Assessment Period	 DPIE undertakes an assessment of Response to Submission package. DPIE requests for further information whilst assessing the SSD Application. 	 Landcom updated plans and reports in response to further consultation with stakeholders. Landcom lodges request for further information.
	Determination	 DPIE finalises assessment and issues draft conditions of consent. 	• Landcom reviews draft conditions of consent in consultation with DPIE.

Stage	Phase	Design Process/Review	Comment
		 DPIE makes recommendation to the Minister/IPC (Consent Authority). Approved plans and conditions are displayed on the DPIE Major Project Portal. 	 Government Architect NSW issued Design Competition waiver Landcom amended the Urban Design Guidelines (as per Condition B1 of the Development Consent) Landcom amended the Design Excellence Strategy (as per Condition B2 of the Development Consent)
Competitive Tender Process	Landcom and Sydney Metro divest superlot – EOI/ ITT and assesses Tenders	 Landcom and Sydney Metro prepare documentation including a design criteria with an evaluation criteria within the request documentation. During the divestment process, tenderers are to provide a design response having regard to the Concept Proposal and Urban Design Guidelines, which responds to the criteria outlined in the tender brief. A Tender Evaluation Committee (TEC) is convened to evaluate tender submissions on a range of evaluation criteria and may call on various technical advisor/s during this stage. A Technical Design Advisor (optional) will advise the TEC on the extent to which the design responses achieve the design principles set out in the Concept Proposal. 	 An option for a Technical Design Advisor to provide design advice for the Tender Evaluation Committee. Where possible the design expert would have been involved in the development of the Concept Proposal. The Technical Design Advisor will be given criteria by which to assess submissions. Submissions will be assessed based on how they address the design principles outlined in the tender documentation and Concept Proposal.
	Landcom and Sydney Metro award contract to preferred development partner	 Landcom and Sydney Metro award contract to preferred development partner based on Tender Evaluation Committee's recommendation. Specific contract clauses will be included in the sales contract outlining obligations for development partner to have Landcom and Sydney Metro review and provide endorsement prior to DA lodgement. 	The development partner will be required to comply with the Development Consent, this Design Excellence Strategy and any other documents outlined in this Strategy.

Stage	Phase	Design Process/Review	Comment
	DA Preparation and Review (prior to lodgement)	 Development partner will request SEARs from DPIE if SSD. Development partner may be contractually required to consult with Landcom and Sydney Metro during DA preparation. Development partner will be required to consult with various stakeholders (including council) as per the SEARs DAs to be in accordance with the Development Consent. DAs will be reviewed by DRP prior to lodgement as part of the design integrity process. 	
Design Development Process and Con	Development partner submits DA and post lodgement	 DAs to include a Design Integrity Report that demonstrates how design excellence has been achieved in accordance with: The design objectives of the concept approval The approved Urban Design Guidelines This Design Excellence Strategy Any advice from the relevant DRP and Applicant's response to this advice The conditions of concept proposal development consent. The Design Integrity Report must include how the process will be implemented through to completion of the approved development. DAs to be reviewed by the relevant DRP as part of the Design Integrity Process. The relevant DRP to review any Response to Submission or amendments to the DA prior to submission to DPIE. 	The Design Integrity Report should outline the feedback received from the DRP meetings and provide details on the design resolution outcomes as a response to that feedback.