

12 October 2017

NSW Planning Assessment Commission Determination Report Modification to the Edmondson Park South Concept Plan (MP 10_0118 MOD4)

1. INTRODUCTION

On 31 August 2017, the Planning Assessment Commission (Commission) received from the Department of Planning and Environment (the Department) a modification request from Frasers Property Australia (the proponent) to modify the Concept Plan (MP 10_0118) for a mixed-use town centre and residential subdivision at Edmondson Park in south west Sydney.

The Department has referred the modification request to the Commission for determination in accordance with the Minister for Planning's delegation because the Department received more than 25 submissions from the public in the nature of objections.

Ms Lynelle Briggs AO, Chair of the Commission, nominated Mr David Johnson (chair), Dr Peter Williams, and Dr Maurice Evans to constitute the Commission to determine the modification request.

1.1 Summary of the Modification Application

The modification request proposes to modify the Concept Plan for future development in the Frasers Town Centre portion of Edmondson Park South site, as shown in **Figure 1** below.

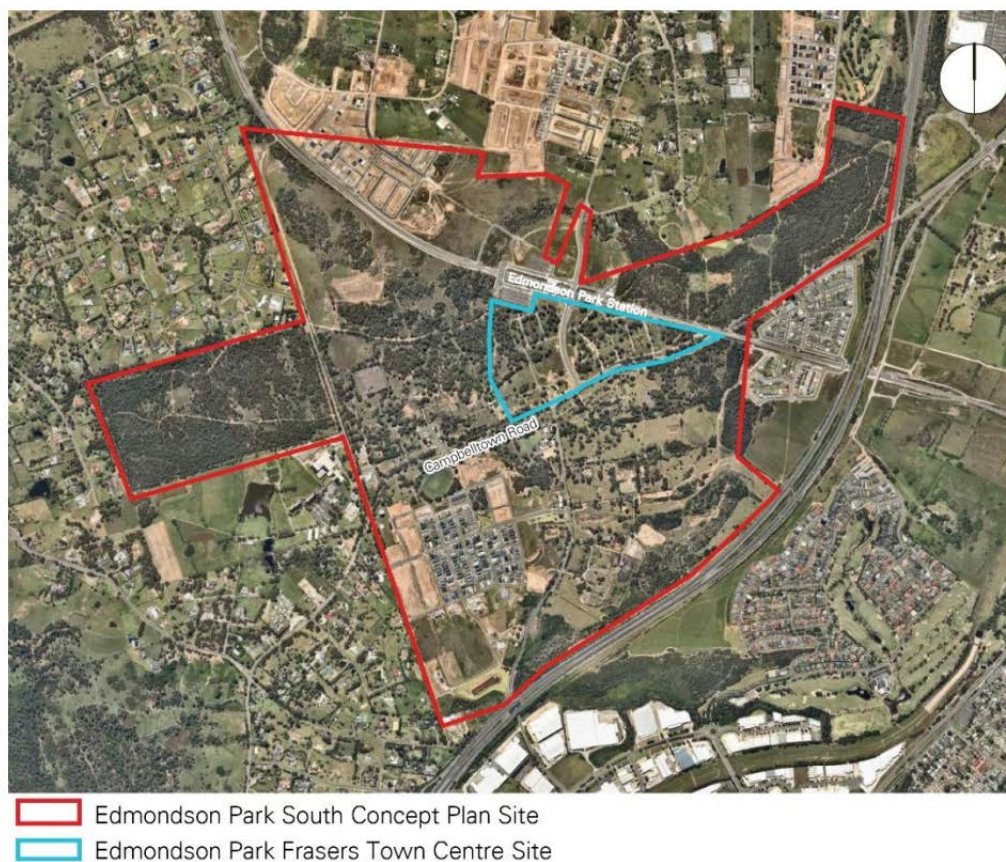


Figure 1: Concept Plan and Frasers Town Centre boundaries
(Source: Proponent's Environmental Assessment report)

The modification divides the Frasers Town Centre into two areas (as shown in **Figure 2** below):

- Town Centre Core, a high density residential and retail precinct featuring daily and destination shopping, a restaurant and café strip, and apartments above ground level; and
- Residential Precinct, a medium density residential precinct with varied building typologies.



Figure 2: Location of Town Centre Core and Residential Precinct
(Source: Proponent's Urban Design report)

The key components of the modification proposal include:

- increasing the dwelling yield of the Frasers Town Centre and overall Concept Plan by 972 to 1,884 dwellings;
- increasing housing density across the site from 38 to 78.5 dwellings per hectare (dph);
- distributing Gross Floor Area (GFA) and Floor Space Ratio (FSR) controls between four quadrants in the Town Centre Core;
- increasing building heights across the Town Centre Core;
- increasing the height of a proposed 'landmark building' from a maximum of 30 metres (m) to a maximum of 67.4m;
- replacing the Concept Plan requirement to prepare a Development Control Plan (DCP) with Design Guidelines and a Public Domain Plan for the Frasers Town Centre site;
- providing additional internal roads and introducing maximum car parking rates; and
- development contributions offer to Liverpool City Council in the form of monetary contribution, works in kind and/or land dedication through a Voluntary Planning Agreement (VPA).

1.2 Need for modification

The proponent states that the modification will:

- significantly contribute to addressing housing demand and affordability issues in South West Sydney;
- provide for a more diverse range of housing options within the Frasers Town Centre;
- facilitate the delivery of 1,000 full time equivalent jobs originally identified in the Concept Plan; and
- provide open spaces that meet recreation needs not otherwise provided for within the region

and meet the specific needs of the community.

1.3 Background

On 18 August 2011, the Commission approved the Edmondson Park Concept Plan, which comprised:

- residential development of 3,530 dwellings;
- development of the Edmondson Park town centre including between 35,000-45,000 square metres (sqm) of retail, business and commercial floor space, along with associated uses;
- a single 'landmark development' in the town centre of up to 30m in height, within 300m of the proposed railway station;
- adaptive relocation of three heritage listed buildings;
- protection of approximately 150 hectares of conservation lands within regional parklands; and
- upgrading of Campbelltown Road and construction of three signalised intersections.

The Concept Plan has been modified on three previous occasions, as detailed below:

- Modification 1 amended the timing of a remediation rehabilitation plan and was approved by the Department on 27 January 2012;
- Modification 2 changed the sales and information centre location and provided a five-year extension to its operation, as well entry signage at the Campbelltown Road entry, and was approved by the Department on 25 January 2017; and
- Modification 3 provided for the decommissioning, demolition and remediation works of the former sewage treatment plant without the need for further environmental assessment, and was approved by the Commission on 23 May 2017.

2. DEPARTMENT'S ASSESSMENT REPORT

The Department's assessment report for the current modification request considered the proposal's strategic justification and identifies the following as key potential impacts associated with this proposal:

- increased dwelling yield;
- built form and urban design – including GFA, height, Design Guidelines and Public Domain Plan;
- development contributions;
- traffic, transport and car parking;
- heritage;
- flooding, water supply and water quality;
- noise and vibration; and
- construction impacts.

The Department's assessment report considers that the increased number and diversity of dwellings within walking distance of a railway station is consistent with the relevant directions and actions in *A Plan for Growing Sydney* and the draft *South West District Plan*, and the GFA and height limits proposed for the Town Centre Core are acceptable.

Subject to amendments around design excellence and residential amenity, the Department considered that the Design Guidelines and Public Domain Plan will act as an appropriate framework for future development of the Frasers Town Centre by providing a diverse built form and sufficient residential amenity within and surround the town centre.

The Department considered that the proposal's parking provision will achieve an appropriate balance between the site's medium to high density built form and outer suburban location, and the indicative road layout would appropriately accommodate the Frasers Town Centre's anticipated traffic movements, subject to conditions.

The Department considered that the VPA offer is an appropriate contributions framework to accommodate the proposed increase in dwelling density, and noted that Council has agreed to the offer in principle.

The Department therefore concluded that the modification request is approvable, subject to conditions.

2.1 Legislative context – Section 75W

The Department considered whether the scale of the proposed changes constituted a modification rather than a new application. The Commission considered the proposed modification of the Edmondson Park South Concept Plan does not fundamentally change the essential intent of the existing approved development. The development, if modified, would still provide a mixed-use development with the same GFA and with no further or different environmental impacts. In the Commission's view, the proposed changes are within the broad scope of Section 75W of the Environmental Planning and Assessment Act (EP&A Act) as it applies to the development, and therefore the request to modify may be considered under that Section.

In determining the proposed modification, the Commission exercises its power under Section 75W(4) to modify the approval, with or without conditions, or to refuse the modification.

3. COMMISSION'S MEETINGS AND SITE VISIT

As part of the Commission's assessment of the proposal, the Commission met with the Department, the proponent, Liverpool City Council and visited the site. Notes from these meetings and the site visit are provided in **Appendix 1**. Although the Department received submissions relating to the proposal from both Camden and Campbelltown City Councils they did not request to meet with the Commission.

The Commission also conducted a public meeting which had one member of the public address the Commission. Notes from the public meeting are provided in **Appendix 2**.

3.1 Briefing from the Department

On 26 September 2017, the Department met with the Commission to provide a summary of the project. Matters also discussed at the meeting included:

- the scope of the project and related powers under section 75W of the EP&A Act;
- justification for the increases in the height of buildings and density of development;
- the proponent's Design Guidelines;
- the VPA; and
- the conditions of consent.

3.2 Briefing from the Proponent and site visit

On 26 September 2017, the Commission met with the proponent for a project briefing. The proponent made a presentation to the Commission which outlined:

- the project history,
- the changes to the Concept Plan,
- urban design and public domain matters,
- the Town Centre Core and Residential Precincts,
- roads and traffic matters, and
- the project's sustainability, and potential economic and social effects.

Additional matters also discussed at the meeting included traffic and transport, urban design and the VPA. The meeting was followed by a site visit on 28 September 2017.

3.3 Meeting with Liverpool City Council

On 28 September 2017, the Commission met with Liverpool City Council to hear its views on the project. At the meeting, Council raised issues with the VPA, traffic impacts, the proponent's design guidelines and the assessment of socio-economic impacts. Following the meeting, Council provided a submission to the Commission on 5 October 2017 outlining issues relating to design, open space calculations, the VPA, the design guidelines and traffic impacts. This submission is included within **Appendix 3**.

3.4 Public Meeting

The Commission held a public meeting at the Casula Community Centre on 28 September 2017 to hear the public's views on the proposal. The Commission received no registered speakers prior to the meeting but heard from one speaker at the meeting. A summary of the issues raised is provided in **Appendix 2**.

4. ADDITIONAL INFORMATION

Following a meeting on 26 September 2017 and subsequent site visit, the Commission requested additional information from the proponent pertaining to the justification for increasing the height of the landmark building in the Town Centre Core from 30m to 67.4m. The proponent provided this information to the Commission on 29 September 2017, which is included in **Appendix 4**.

5. COMMISSION'S CONSIDERATION

In this determination, the Commission has considered carefully:

- all information provided by the proponent including additional information;
- the Department's assessment report;
- advice and recommendations from government agencies;
- written and verbal submission from the public; and
- relevant matters for consideration under 75W of the EP&A Act.

The key matters considered by the Commission include amendments to conditions of consent, built form and urban design, the proponent's design guidelines, traffic generation and car parking.

The Commission is satisfied with the Department's assessment of other matters including, but not limited to, increasing dwelling yield and infrastructure provisions/contributions.

The Commission notes that this modification application only applies to an existing concept plan; and is not a project or development application for any physical construction of any structures within the subject site.

The Commission also notes that a concept plan is not intended to include specific design details of buildings or places within a development, but rather provide an indication of intended uses and envelopes within a development site.

The Commission also notes that, after approval of a concept plan, in order to obtain development consent the proponent will subsequently be required to lodge a development application together with the detailed supporting information required under Schedule 1 of the *Environmental Planning and Assessment Regulations 2000* in order to satisfactorily address the requirements of Part 4 of the EP&A Act. This includes the identification, consideration and mitigation of any potential development related impacts.

5.1 Amendments to conditions of concept approval

On 14 September 2017, the Commission received a submission from the proponent requesting amendments to four draft conditions of concept approval, which were conditions 1.3A, 1.3C, 1.3C d)

and 1.6. The Department provided comments on these amendments on 15 September 2017. A copy of the amendments and comments are included within **Appendix 5**.

Condition 1.3A

This condition relates to future development applications within the Frasers Town Centre Core not exceeding the GFA and building heights in each quadrant specified in the table in the condition. The proponent requested that the GFA for the North East quadrant be decreased by 4,500m² and South East quadrant be increased by 4,500m² in order to accommodate a shift in the location of the proposed cinema within the Town Centre. The Department did not consider this change appropriate and stated that any change would be subject of a merit assessment and consultation with relevant stakeholders, which could be pursued as a separate modification request in the future. The Commission notes that this proposed change has not previously been exhibited as part of this modification request, and supports the Department's position that the proposed change is inappropriate at this stage.

Condition 1.3C

This condition relates to the condition requiring the design guidelines be finalised prior to the lodgement of the first development application for above-ground or public domain works.

The proponent informed the Commission that two development applications have recently been lodged for the Town Centre and requested that the timing requirement of the condition be amended.

The Department informed the Commission that after discussion with the proponent a suitable milestone was agreed and the condition amended accordingly. The Commission is satisfied with the change and reasoning, and accepts amendment of this condition.

Condition 1.3C d)

This condition relates to the Department's amendment to the design guidelines to require retail or commercial uses with a street address at the corners of Soldiers Parade and the Town Centre Core east-west street and the Greenway and Main Street. The proponent did not consider this requirement to be appropriate, as they believed this approach would no longer be commercially viable. A further concern was that this could result in empty shop frontages and a poor urban design outcome. The proponent subsequently proposed to also include residential uses at these specified street corners.

The Department noted that it had already changed the draft conditions to allow for residential uses along street frontages and that retail or commercial uses would provide activation at these specified street corners and a clear entrance to the Town Centre. The Commission is satisfied with the Department's assessment of this issue and the subsequent condition.

Condition 1.6

This condition relates to any future application for the Edmondson Park town centre outside the Frasers Town Centre and any future application for road infrastructure within the Frasers Town Centre to be supported by a traffic and transport study, including a micro-simulation model. The proponent considered this requirement to be unnecessary as this modelling had already been provided under a previous modification to the Concept Plan approval. The proponent discussed with the Department amending this requirement, which was subsequently agreed upon, and the condition has been amended accordingly. The Commission is satisfied with the change and accepts amendment of this condition.

5.2 Built form and Urban Design

5.2.1 Gross Floor Area (GFA) distribution

The Commission notes that there are no current GFA or FSR controls for the site in the original concept plan, but a 2.5:1 FSR has been applied across the site under State Environmental Planning Policy (State

Significant Precincts) 2005, which would equate to 145,025m² GFA within the Town Centre Core. The proponent now proposes to distribute the GFA across four quadrants in the Town Centre Core to deal with the size and complexity of the project, while still maintaining the total GFA currently allowed under the SEPP.

The Department supports the proposed GFA distribution as it would allow for a variety of building forms and heights, and increases in density in the North East and South West quadrants, which have the capacity and scope to accommodate greater floorspace densities whilst minimising impacts on neighbouring land. The Commission concurs with the Department's assessment and considers this component of the modification will achieve a better urban design outcome for the development.

5.2.2 Building Heights

Public submissions made to the Department raised concerns of overshadowing due to the proposed increases in building heights within the Town Centre Core. Camden Council also made a submission stating that the proposed building heights would have an impact on the hierarchy of centres in the South West Priority Growth Area. This submission refers to Leppington, which is located approximately 5km west of the Edmondson Park Town Centre and is identified as a 'Strategic Centre' in the NSW Government's *A Plan for Growing Sydney*. Leppington has a maximum building height up to 24m under State Environmental Planning Policy (Sydney Region Growth Centres) 2006.

The proponent's environmental assessment report and design guidelines provide justification for increasing buildings heights in the Town Centre Core, from strategic and urban design perspectives.

The proponent considers that the additional height of buildings would provide for increased residential density. This increase in dwellings close to the Edmondson Park Railway Station would take advantage of the new infrastructure investment in the NSW Government's South West Rail Link and would be consistent with the provisions of *A Plan for Growing Sydney* and the *State Plan*.

The design guidelines set out that the proposed landmark building be sited in an important or highly visible location, and be visible from the Edmondson Park Railway Station concourse (DS1.4). The proponent has informed the Commission that to achieve this visibility there needs to be sufficient height variation from buildings in the foreground and the background, which cannot be achieved by a maximum landmark building height of 30 m, within the current 24m height limit under the State Significant Precincts SEPP. Consequently, the height of the landmark building would need to be increased.

During the project briefing with the Department, it was confirmed that there are no other landmark buildings of the size proposed in this modification in the area, or other town centres within the South West Priority Growth Area. Notwithstanding, the Department concluded that there was strategic merit in the proposed increase in height for this specific landmark building in this specific location, as well as some other buildings in the Town Centre Core, as it would increase dwelling density and contribute to supplying housing for the region and provide a diversity and choice of housing, close to public transport. This close proximity of high density housing to railway network access is the essential element which brings this proposal into consistency with the goals and objectives of *A Plan for Growing Sydney* and the Greater Sydney Commission's draft *South West District Plan*. In addition, the Department highlighted to the Commission that population increase and demographic changes have led to a shortage of medium to high density dwellings across Sydney, and that this proposal would contribute to overcoming this shortage.

The Department notes in its assessment report that the role of centres in relevant strategic planning documents primarily relates to employment land, commercial space and services, rather than building heights or overall GFA. Further, the Commission acknowledges that the modification would not increase the Town Centre's quantum of commercial or retail space of 35,000 m² to 45,000m². The

Commission is satisfied with the Department's consideration of this issue and supports its conclusion that the proposed height and density increases will not significantly alter the centre's hierarchy.

The Commission notes that it has not received any written or verbal comments from the public or Councils raising issues with potential overshadowing, overlooking or other potential adverse impacts as a result of increasing the height of buildings in the Town Centre Core.

The Commission acknowledges that the proponent's design guidelines include requirements for building siting to provide good solar access and adequate separation in accordance with the Department's *Apartment Design Guide* (ADG). Further, the Commission notes that there is likely to be assessment of proposals by Liverpool City Council's Design Excellence Panel prior to lodgement of development applications, and during the development application stage itself. The Commission concludes that there are adequate measures to address any impacts of the increased building heights in the Town Centre Core.

The Commission finds the proposed building height increases have strong strategic merit in this specific location. The concentration of higher density development around an existing public transport node and contribution to providing housing supply, diversity and choice would be consistent with directions and actions of the relevant strategic planning documents. Increasing the height of the landmark building in the South West quadrant would also ensure its visual distinctiveness from the scale of any other proposed tall buildings across the quadrants. The Commission concludes that increasing the height of buildings is appropriate in this specific location.

5.3 Design Guidelines

Concerns were raised by Liverpool City Council about the proposed use of design guidelines in place of a DCP and how they would apply to future development applications.

During its meeting with the Commission the Department noted that the design guidelines adequately cover the requirements of a DCP by establishing built form principles for the Frasers Town Centre. The Department considered that the design guidelines have the same intent, weight and application as a DCP when Council assesses future development applications for the Frasers Town Centre, and also clarified that the design guidelines did not need to be adopted by Council to be considered for these applications as their utilisation is mandated as a condition of the concept approval.

The Commission is satisfied with the Department's assessment of this issue and the proposed amendments to the design guidelines outlined in the conditions of concept approval.

5.4 Traffic Generation and Car Parking

The Commission heard of concerns from the speaker at the public meeting and through submissions regarding traffic generation and car parking issues caused by the proposal. These concerns particularly related to:

- the number of car parking spaces proposed in the Frasers Town Centre;
- the impact of the proposal on commuter car parking at Edmondson Park Railway Station;
- the availability of a bus service; and
- the generation of additional traffic on Campbelltown road and configuration of traffic signals.

The Commission notes that there were no objections from Councils to the proposed maximum car parking rates for development within the Frasers Town Centre as these generally reflect the minimum parking controls identified in either the Liverpool or Campbelltown DCPs or Roads and Maritime Services (RMS) *Guide to Traffic Generating Developments*. The Commission is satisfied that adequate car parking for residents is provided within the proposal.

The Commission acknowledges concerns from the public and Liverpool City Council regarding the impact of the development on commuter car parking at Edmondson Park Railway Station, but notes

that this is an issue that is outside of the Frasers Town Centre and does not form part of this modification.

The Commission notes that traffic and transport studies accompanying future development applications for road infrastructure within the Frasers Town Centre will be required to identify bus priority measures along the proposed Main Street, and ensure there is integration with the transport interchange. Consultation with Transport for NSW (TfNSW) and RMS will be required prior to lodgement of development applications for road infrastructure. The Commission is satisfied that the proposal addresses the issue of bus service provision for the development.

The Commission notes that TfNSW and RMS have raised no objections subject to the proposal having no impacts on the RMS approved design of Campbelltown Road and intersections into the Frasers Town Centre. The Commission also acknowledges that the detailed design of intersections will be subject to further assessment and approval by Liverpool City Council, in consultation with RMS.

5.5 Other Issues

5.5.1 Voluntary Planning Agreement (VPA)

The Commission acknowledges that Liverpool City Council has agreed in-principle to enter into a VPA with the proponent. Council raised with the Commission the need for the proponent to submit details of the draft VPA offer for discussion. The Commission notes that it has no role in reviewing the details of the VPA.

6. COMMISSION'S FINDINGS AND DETERMINATION

The Commission has considered carefully the proponent's proposal, the Department's assessment report and the relevant matters for consideration under section 75W of the EP&A Act. The Commission has noted the advice and recommendations from Liverpool City Council, and government agencies including TfNSW and RMS. Finally, the Commission has taken into account responses from the public and heard from a member of the community about their concerns for the proposal during the public meeting in Casula.

In relation to proposed changes to conditions the Commission finds that the proponent's requested amendment to the condition relating to GFA figures in the North East and South East quadrants are inappropriate at this stage; and the proponent's request to also provide residential uses at specific street corners in addition to commercial or retail uses would not provide adequate street activation or a good urban design outcome. However, the Commission is satisfied with changes to the other concept approval conditions proposed by the proponent, in consultation with the Department.

The Commission supports the distribution of GFA across four quadrants in the Town Centre Core to achieve a better urban design outcome through providing a variety of building forms and heights. The Commission finds that increasing building heights in the Town Centre Core would meet provisions of relevant strategic plans by contributing to housing supply, diversity and choice, and proximity to public transport. The Commission finds that there are adequate measures to address any potential impacts of the increased building heights in the Town Centre Core, when Liverpool City Council assesses future development applications.

The Commission is satisfied that the proponent's design guidelines can be applied with the same weight as a DCP when Council assesses future development applications, and supports the Department's proposed amendments to the guidelines outlined in the conditions of concept approval.

The Commission finds that the proposal provides adequate car parking for residents of the Frasers Town Centre, a bus service can be provided subject to consultation with relevant agencies, and any impacts from the development on Campbelltown Road and intersections with the Frasers Town

Centre can be addressed through further assessment and approval by Council, in consultation with RMS.

For the reasons set out above, the Commission has determined to grant approval to the modification request subject to the conditions set out in the instrument of modification.



Mr David Johnson (Chair)
Member of the Commission



Dr Peter Williams
Member of the Commission



Dr Maurice Evans
Member of the Commission

**APPENDIX 1
RECORDS OF COMMISSION MEETINGS**

Minutes of Briefing from Department of Planning & Environment	
Date: 26 September 2017	Time: 1.00pm-2.00pm
Project: Modification to Edmondson Park South Concept Plan MOD 4 (MP 10_0118)	
Meeting place: PAC Offices, 201 Elizabeth Street, Sydney	
Attendees: Commission Members: David Johnson, Peter Williams, Maurice Evans. Commission Secretariat: Matthew Todd-Jones (Senior Planning Officer), Robert Bisley (Senior Planning Officer). Department of Planning & Environment: Anthea Sergeant (Executive Director Key Sites & Industry Assessments), Amy Watson (Team Leader Key Sites Assessments), Alexander Scott (Senior Precinct Planner).	
The purpose of the meeting was for the Department to brief the Commission on the proposal	
<p>The following issues were discussed:</p> <p><u>The scope of the project under Section 75W of the Environmental Planning and Assessment Act</u></p> <ul style="list-style-type: none"> The Department is satisfied that the Edmondson Park South Concept Plan Modification 4 (proposal) is within scope to constitute a modification under s75W. <p><u>Justification for the increases in the height of buildings and density of development</u></p> <ul style="list-style-type: none"> The Department considers there is strategic merit in the proposal as it would contribute to supplying housing for the region and provide a diversity and choice of housing, close to public transport. The proposal would deliver additional medium density housing within the Sydney housing catchment known as the 'the missing middle'. Increasing the height of the landmark building would be appropriate from an urban design perspective. The Department confirmed that there are no other landmark buildings of this size in the area or other town centres included within the State Significant Precincts SEPP. The Department has usually seen maximum building heights of 24 metres. <p><u>Design Guidelines</u></p> <ul style="list-style-type: none"> The Department noted that they had previously worked with the proponent on design guidelines for other projects at Wolli Creek and Barangaroo, and the guidelines have worked well. The Departments considers that the design guidelines would adequately cover the requirements of a Development Control Plan and noted that they would have the same intent and weight when Council assesses future development applications. The Department believes Council has no other design guidelines in place for other developments within the LGA. The guidelines do not need to be adopted by Council to be adopted through the consent. The Department has had frequent consultation with Council on the guidelines. <p><u>Voluntary Planning Agreement</u></p> <ul style="list-style-type: none"> The Department noted that the VPA is currently being negotiated between Council and the proponent. 	

Conditions of Consent

- The Department is happy to discuss with the proponent an appropriate milestone for the wording of Condition 1.3C.

Meeting closed at 1.45pm

Minutes of Briefing from the Proponent	
Date: 26 September 2017	Time: 2.00pm
Project: Modification to Edmondson Park South Concept Plan MOD 4 (MP 10_0118)	
Meeting place: PAC Offices, 201 Elizabeth Street, Sydney	
Attendees: Commission Members: David Johnson, Peter Williams, Maurice Evans. Commission Secretariat: Matthew Todd-Jones (Senior Planning Officer), Robert Bisley (Senior Planning Officer). Proponent: Michael Rowe (Director – Ethos Urban), Warwick Dowler (Development Director – Frasers Property), David Tickle (Hassell – Urban Design), Susanne Pini (HDR – Town Centre Core Architect), Lisa-Marree Carrigan (Group GSA – Residential Precincts Architect), Andrew Johnson (Ason Group – Traffic).	
The purpose of the meeting was for the proponent to brief the Commission on the project	
<p>The proponent provided the Commission with a PowerPoint presentation which outlined;</p> <ul style="list-style-type: none"> • the Edmondson Park South Concept Plan (project) history, • changes to the Concept Plan, • urban design and public domain matters, • the Town Centre Core and Residential Precincts, • roads and traffic matters, and • the project’s sustainability. <p>During the meeting the following matters were also discussed:</p> <p><u>Project Background</u></p> <ul style="list-style-type: none"> • There will be 893 medium density dwellings. • A focus of the project is to reduce car dependency within the project area. • The first development application for Residential Precinct 1 will have 348 dwellings. • The mews style areas will be community title. <p><u>Traffic and transport</u></p> <ul style="list-style-type: none"> • There will be 2,500 car parking spaces in the Town Centre Core. • The proponent is reviewing methods to police proposed car parking restrictions with Liverpool Council (Council). • The proponent acknowledged public concerns regarding commuter car parking and will continue to work with Council on this issue. There are currently 400 commuter car parking spaces available within commuter car parking facilities located near the railway station. • Traffic modelling prepared by the proponent took into consideration the proposed upgrades to Campbelltown Road. • Bus networks are still being considered by Transport for NSW. <p><u>Urban Design</u></p> <ul style="list-style-type: none"> • The landmark building will now be almost 68m or 19 storeys high and will be an iconic building in the development. • The proponent agreed to provide the Commission with further reasoning as to why the landmark’s building height was increased from up to 30m to approximately 68m. • The large park area in the centre of the site will be maintained by Council and the smaller gardens will be maintained by community schemes. • Conditions require the Secretary to endorse the final Design Guidelines and Public Domain Plan. 	

- The proponent requests Condition 1.3C be revised to reflect the fact that development applications have already been submitted on the site.
- The proponent requested a redistribution of Gross Floor Area from the North East to South East quadrants. The proponent believes the request can be approved by the Commission without the need for an additional modification.

Voluntary Planning Agreement

- Discussions with Council are progressing well.

Meeting was closed at 3.30pm

Minutes of meeting with Liverpool City Council	
Date: 28 September 2017	Time: 1.00pm
Project: Modification to Edmondson Park South Concept Plan MOD 4 (MP 10_0118)	
Meeting place: Liverpool City Council, 33 Moore Street, Liverpool	
<p>Attendees: Commission Members: David Johnson, Peter Williams, Maurice Evans.</p> <p>Commission Secretariat: Matthew Todd-Jones (Senior Planning Officer), Robert Bisley (Senior Planning Officer).</p> <p>Liverpool City Council: Masud Hasan (A/Executive Planner Strategic Planning), Ian Stendara (Strategic Planner), Charles Wiafe (A/Manager Development Engineering), Stella Qu (Transport Planner), Michael Oliveira (Senior Development Planner).</p>	
The purpose of the meeting was to discuss Council's views on the modification to Edmondson Park South Concept Plan MOD 4	
<p>During the meeting the following matters were discussed:</p> <p><u>Voluntary Planning Agreement (VPA)</u></p> <ul style="list-style-type: none"> • Council confirmed that they had agreed to the VPA in principle, including the monetary value, with the proponent. • The VPA currently doesn't have details of staging and how the proponent would pay the contributions. • The VPA will need to be finalised before it is exhibited. • Council questioned the detail of Condition 1.8A in relation to the dating of a public benefit offer. Condition 1.8A states 8 August 2017 but Council contends that the date should be 6 August 2017. Council sought clarification of this matter. <p><u>Traffic</u></p> <ul style="list-style-type: none"> • Council believes that the proposal will impact the local road network. • Council stated that the Roads and Maritime Services agency does not support the proposal due to the increase in traffic volumes onto Campbelltown Road. • There is a need to understand the implications of the proposal on signalling at intersections between the site and Campbelltown Road. • Council acknowledged that they were unaware if comments in their previous submission addressed traffic impacts. Council agreed to provide the Commission with additional comments within a week. <p><u>Design Guidelines</u></p> <ul style="list-style-type: none"> • Council stated that the proponent's calculation of open space for the proposal wasn't clear in their environmental assessment report, and sought clarification to determine which areas were included in the overall figure. <p><u>Socio-economic impact assessment</u></p> <ul style="list-style-type: none"> • Council informed the Commission that the recent development application for the Town Centre Core, submitted by the proponent, did not include any economic impact assessment but it did include a social impact assessment. • Council stated that they had not undertaken their own social and economic impact assessments during the assessment of the original concept plan or previous modifications. 	
Meeting closed at 1.50pm	

APPENDIX 2
SUMMARY OF ISSUES RAISED AT THE
EDMONDSON PARK SOUTH MOD 4 PUBLIC MEETING

Edmondson Park South MOD 4 Public Meeting		
Meeting notes taken by Matthew Todd-Jones	Date: Thursday, 28 September 2017	Time: 4:00pm
Project: Edmondson Park South MOD 4 (MP 10_0118)		
Meeting place: Casula Community Centre, 39 Ingham Drive, Casula, NSW 2170		
Attendees: PAC Members: David Johnson (Chair), Peter Williams, Maurice Evans PAC Secretariat: Robert Bisley and Matthew Todd-Jones		
The purpose of the meeting is for the Commission to hear the public's views on the Department's Assessment Report and draft conditions for consent.		
The following issues were raised: Mr Philip Durbridge <u>Public transport and parking</u> <ul style="list-style-type: none"> Concern was raised regarding the number of car parking spaces proposed in the development, timed parking in the Fraser town centre and availability of a bus service. It was considered that the number of car parking spaces was not sufficient to cater for the proposed increase in dwellings and that there was currently no bus to service the development. 		
Meeting closed at 4.10pm		

APPENDIX 3
SUBMISSION FROM LIVERPOOL CITY COUNCIL
AFTER MEETING WITH PLANNING ASSESSMENT COMMISSION

From: [Ian Stendara](#)
To: [Matthew Todd-Jones](#)
Cc: [REDACTED]; [REDACTED]; [REDACTED]; [REDACTED]; [REDACTED]
Subject: Comments to PAC regarding Edmondson Park Town Centre Modification 4
Date: Thursday, 5 October 2017 4:39:07 PM
Attachments: [image003.png](#)
[image007.png](#)
[image015.png](#)

Hi Matthew,

Liverpool City Council thanks the Planning and Assessment Commission for the opportunity to provide feedback on modification 4 to the Edmondson Park Town Centre.

Liverpool City Council is generally supportive of the Department's assessment, and the draft determination, noting that the department has generally addressed Council's concerns. However, there are a few minor issues still outstanding.

1. It would be preferable if ceiling heights for dwellings on the ground floor of the residential area (zoned B4) were suitable to allow conversion into business uses. It is recognised that uses such as GPs and hairdressers often locate on the periphery of centres if there is a lack of appropriate floor-space or if rents are too high in the centre for such uses. Given that land-uses around the Edmondson Park centre are likely to change over-time, Council sees it as important that the built form is able to adapt to non-residential uses. It is noted that the Mews building typology has smaller 1 bedroom single level dwellings on the ground floor, which are well sized for conversion for health consulting rooms and other small businesses. It is recommended that the ceiling heights for residential uses on the ground floor, in zone B4, are to be sufficient as to allow conversion of such dwellings to non-residential uses (such as health consulting rooms or small business premises) in accordance with the requirements of the National Construction Code.
2. Council is also seeking clarification on the calculation of open space in the precinct. Section 6.2.2 (Environmental Assessment Report, JBA, August 2016) quantifies that approximately 20.7Ha of open space will be provided per 1,000 residents. It is unclear which areas are considered as open space (a simple map highlighting areas used for the calculation would suffice). Council would suggest that areas zoned E1 are not included in such calculations, as there will be very limited opportunities for active uses in such spaces. Any private open spaces or public open space on building podiums should also be excluded, as public accessibility will be impeded.
3. Draft condition 1.8A of the modification approval conditioned that the VPA to be executed and registered on the title of the land prior to the determination of the first development application. On 4 August 2017, Council sent a letter to Frasers Property Australia P/L supporting the proposed Planning Agreement. However, in the draft condition a public benefit offer was referred which was dated 8 August 2017. Council wish to see that document for review before agreeing to the final VPA. This would be worthwhile to note here that the specifics of the planning agreement had not been discussed with the proponent yet. Only a total value of \$35,151,577 (March 2017 CPI) was agreed. Council would advise the proponent to submit the details of the draft VPA offer to Council to initiate the discussion.

4. The design guidelines shall be updated to provide cross sections of all road types (private and public) to be constructed in the town centre. The service road fronting Campbelltown road should have a width of 5.5m and be two way.
5. The development will generate additional traffic on Campbelltown Road. With additional development, the Campbelltown Road widening will need to be completed prior to occupation of development site. Council is to be advised about the agreed timeline and funding mechanism for the Campbelltown Rd upgrade (negotiated between Roads and Maritime Services (RMS), Urban Growth and Frasers Property Australian) prior to the determination of the proposed modification.
6. Council raises concerns about the configuration of the proposed traffic signals. The proposed traffic signals require RMS and Council approval. A condition needs to be imposed specifying that a detailed assessment needs to be carried out (to Council and RMS specifications) in order for the proposed signals to be approved.
7. Council has agreed (in principle) to enter into a VPA in the region of \$35 million, in lieu of comparable s.94 contributions. It should be made clear that any costs for the delivery of infrastructure (at the DA stage) above and beyond the amount agreed upon in the VPA needs to be discussed with Council and is the responsibility of the developer.

It should be noted that Council did not request any social & economic impact assessment of the draft modification.

Regards,

Ian Stendara
Strategic Planner



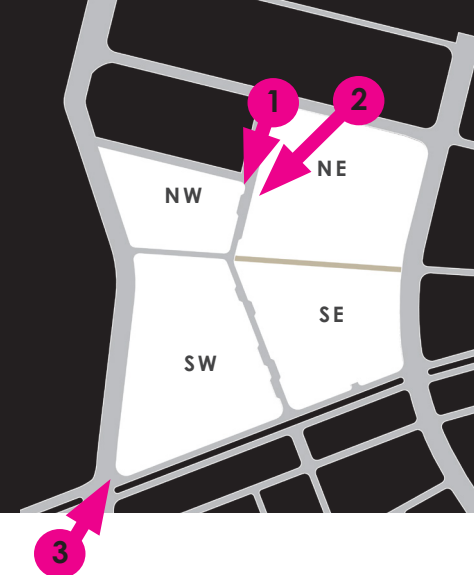
33 Moore Street, Liverpool NSW 2170

P: [REDACTED] | F: 9821 9333 | E: [REDACTED] | W: www.liverpool.nsw.gov.au



Please consider the environment before printing this email.

APPENDIX 4
PROPONENT’S JUSTIFICATION FOR INCREASING HEIGHT OF LANDMARK BUILDING

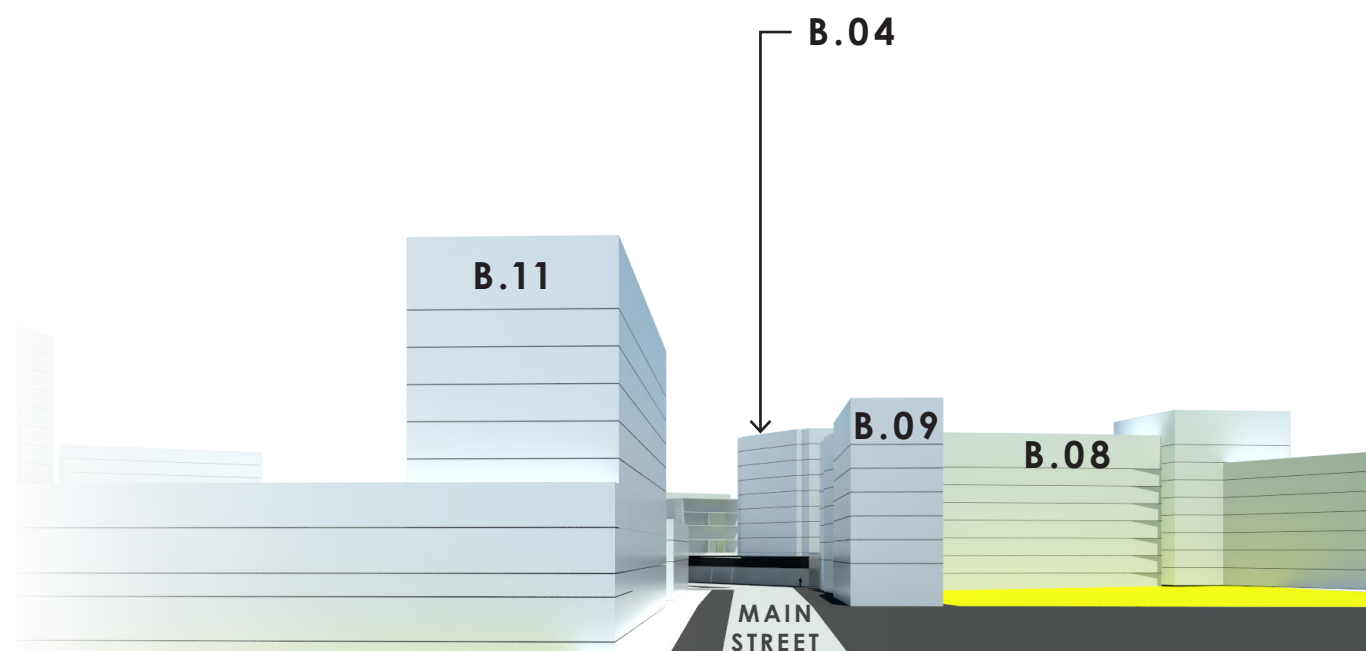


KEY VIEWS

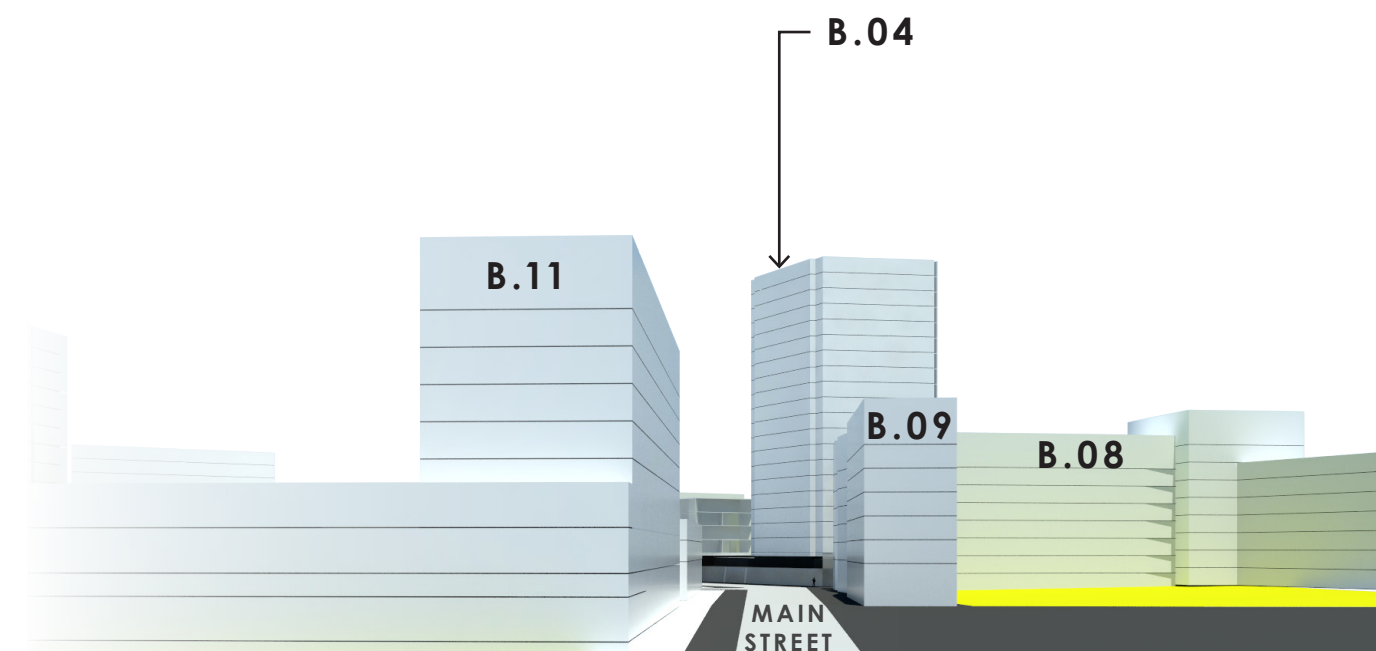
1 LANDMARK TOWER (VIEW DOWN MAIN STREET FROM HENDERSON ROAD)

A landmark tower is proposed for the corner of Main St and Urban St fronting Town Square acting as an urban marker to Edmonson Park Station. It is important that the Town Centre Core marks its centre as has been the case in town centres for centuries; it is also relevant that in a corridor which is slating greater urban density that this marker is a residential form.

For the landmark tower to read as the 'centre', it requires sufficient height variation from buildings in its foreground and background to successfully read as such. In order for the height of the tower to be read above the buildings addressing the streets around the perimeter of the town centre core, the landmark tower needs to be approximately 68m.



BUILDING 04 - 30 M BUILDING HEIGHT

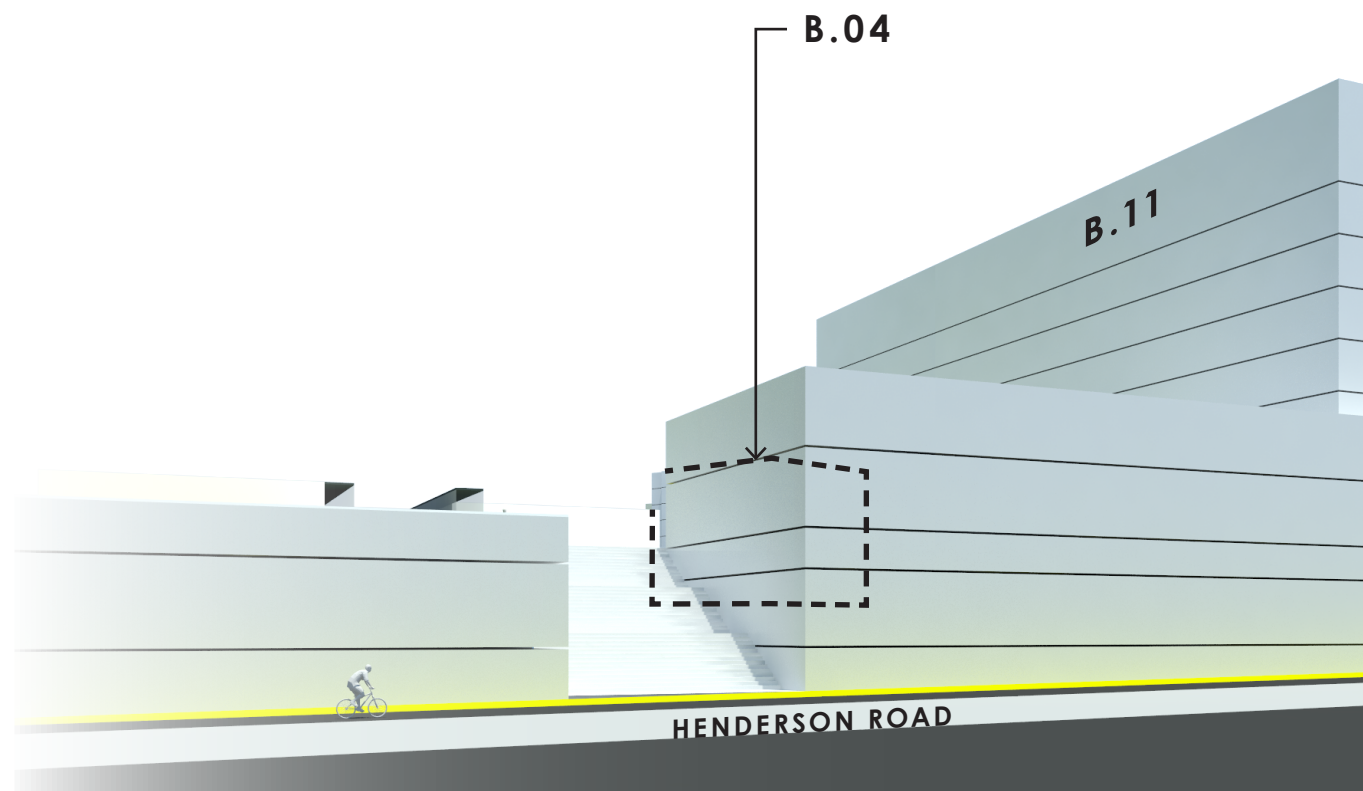


BUILDING 04 - 68M BUILDING HEIGHT

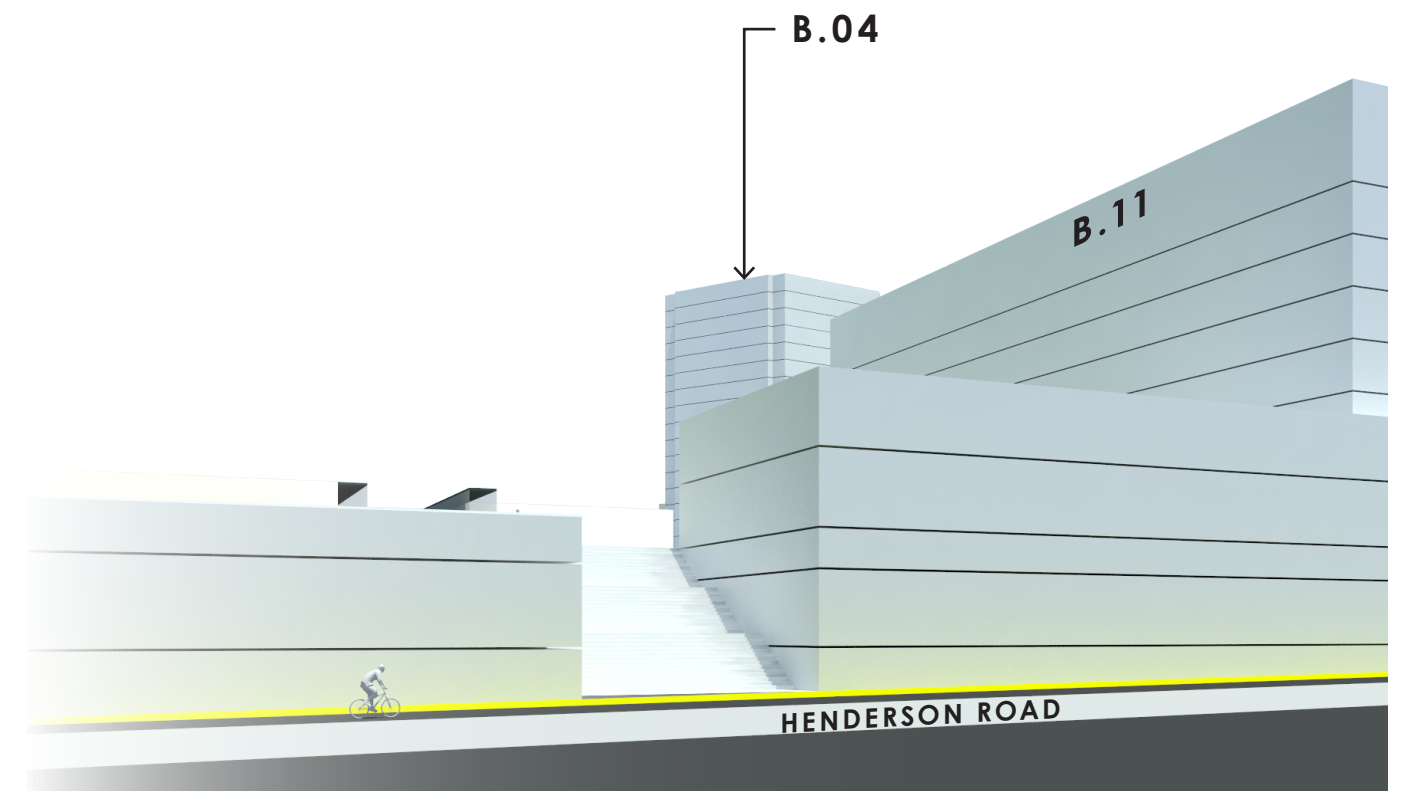
KEY VIEWS



2 LANDMARK TOWER (VIEW FROM THE STATION)



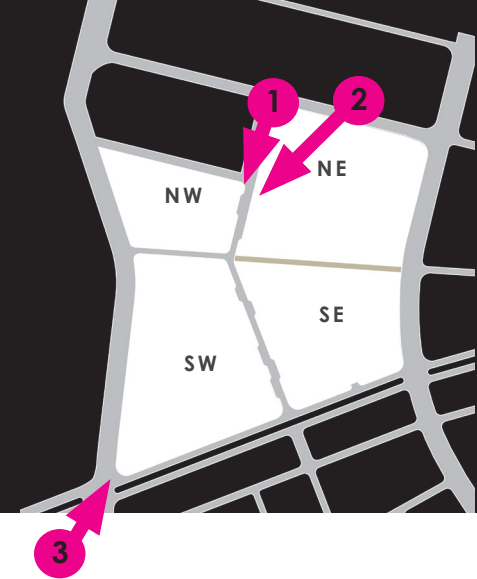
BUILDING 04 - 30 M BUILDING HEIGHT



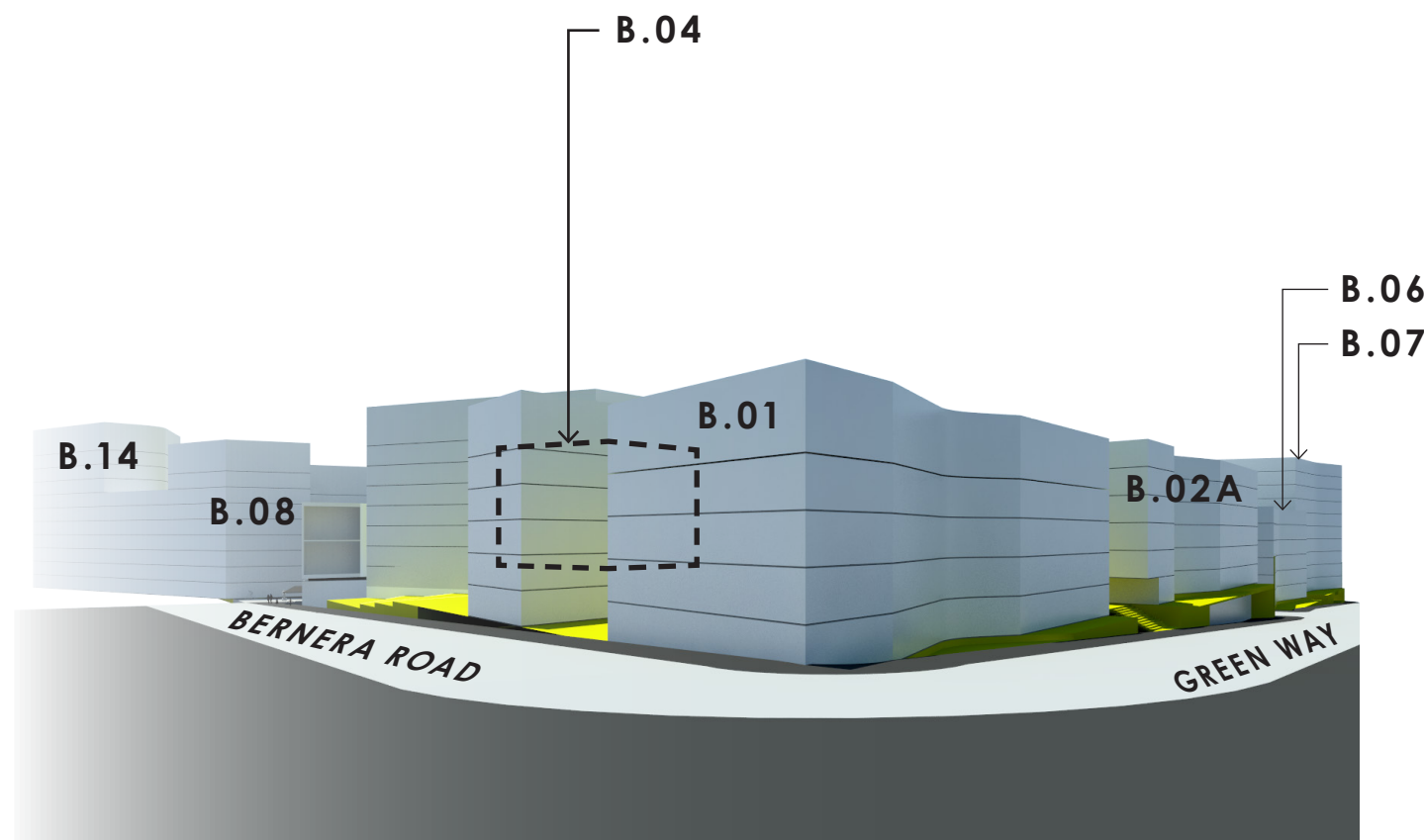
BUILDING 04 - 68M BUILDING HEIGHT



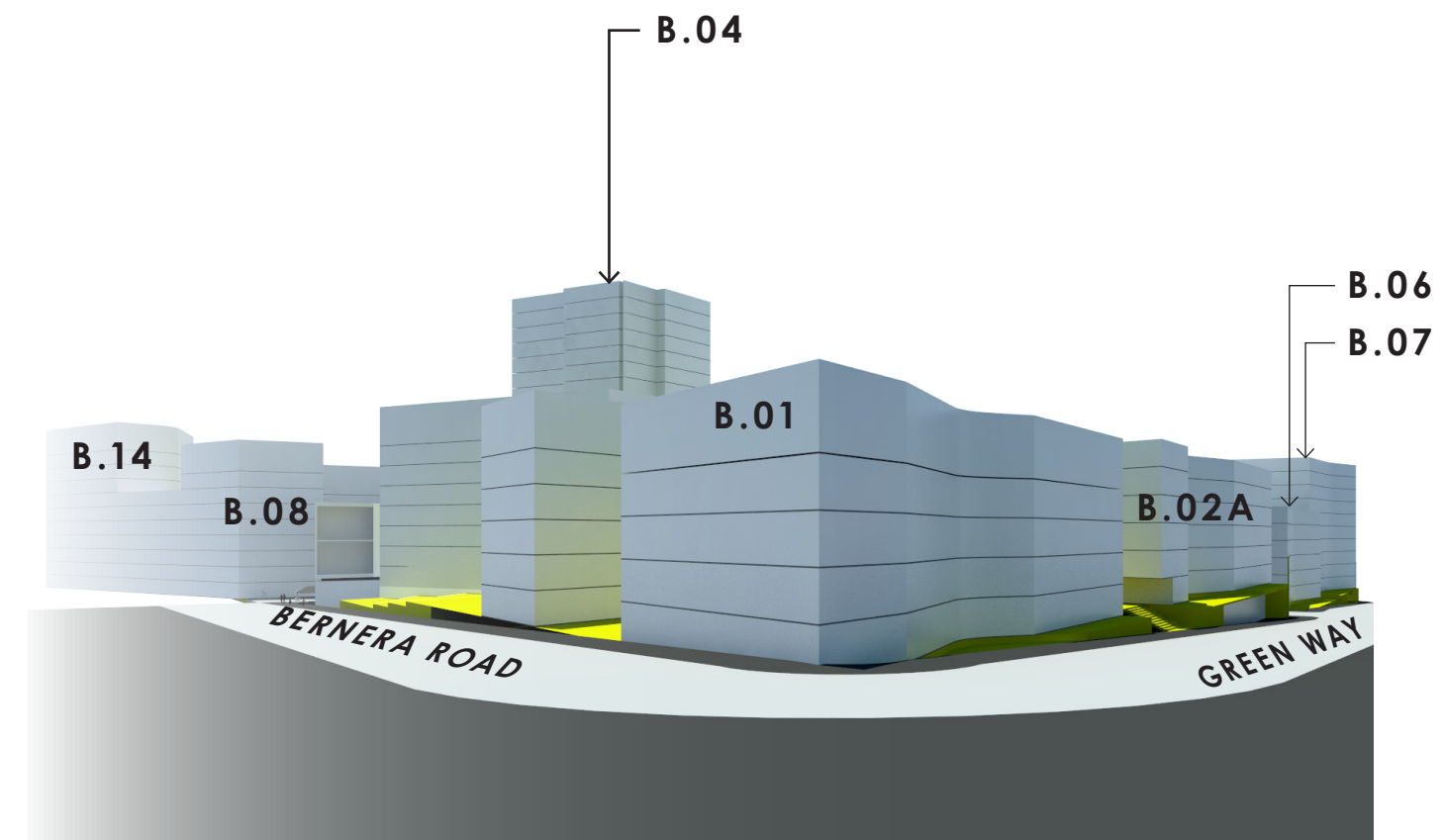
KEY VIEWS



3 CORNER OF BERNERA ROAD & GREEN WAY



BUILDING 04 - 30 M BUILDING HEIGHT



BUILDING 04 - 68M BUILDING HEIGHT



APPENDIX 5
PROPONENT'S COMMENTS ON CONDITIONS OF MODIFICATION APPROVAL
AND THE DEPARTMENT'S RESPONSE

14 September 2017

15895

Matthew Todd Jones
Commission Secretariat
NSW Planning Assessment Commission
201 Elizabeth Street
Sydney NSW 2000

Dear Matthew,

Modification to Edmondson Park South Concept Plan MOD 4 (D479-17)
Frasers comments on Draft Conditions

Thank you for notifying us of the Planning Assessment Commission (PAC) public meeting on 28 September 2017. We commend the Department's positive recommendation for approval of the Modification, however we would appreciate the opportunity to meet with the PAC prior to the public meeting to discuss the comments set out in this letter regarding specific conditions of consent which Frasers has identified may adversely impact the efficient delivery of the Town Centre.

Condition 1.3A

Condition 1.3A specifically approves the proposed GFA within the Town Centre Core on a quadrant basis. The areas in condition 1.3A are based on those provided by Frasers using the indicative Concept Scheme.

Whilst Frasers accepts the inclusion of the quadrant based GFA table in Condition 1.3A in principle, noting there it allows for 10% flexibility within the total maximum, during the design development phase that has occurred following lodgement of the Modification, Frasers relocated the Cinema (and its GFA) from the North East Quadrant to the South East Quadrant. The GFA in the cinema combined with the other development within the quadrant already exceeds the 10% flexibility provided under the condition.

Accordingly, it is requested that the base numbers for the North and South East Quadrants be amended up and down 4,500m² (see below) in order to accommodate the known shift in the location of the Cinema within the Town Centre.

North West	20,000
North East	40,500 (down 4,500)
South West	56,500
South East	28,025 (up 4,500)
Total	145,025 (same)

Table 2 of the original s75W EAR (reproduced below) illustrates that the South East Quadrant had under provided 11,201sqm of GFA and the North East Quadrant had over provided 4,888m². As noted above, the GFAs proposed just reflected the indicative scheme and were not linked with a specific density or planning purpose.

Table 2 – Approved and proposed Gross Floor Area by Quadrant

Town Centre Core Quadrant	Site Area	Current GFA (as an expression of FSR)	Proposed Maximum GFA*	Difference
North West Quadrant	9,564.37	23,910m ²	20,000m ²	-3,910m ²
North East Quadrant	16,045.59	40,113.9m ²	45,000m ²	+ 4,886.1m ²
South West Quadrant	18,509.16	46,272.9m ²	56,500m ²	+ 10,227.1m ²
South East Quadrant	13,890.72	34,726.8m ²	23,525m ²	-11,201.8m ²
Total	58,0010 m²	145,025m²	145,025m²	0m²

*Up to 10% of the maximum GFA can be moved from one quadrant to another

Therefore redistributing 4,500m² back into the South East Quadrant from the North East quadrant, which was over provided with by 4,886m², will:

- not result in an additional bulk and scale that is beyond what has already been assessed;
- equate to a more even FSR distribution across the town centre core, which is likely to produce a better built form outcome;
- supports the known design development of the project; and
- will still be subject to assessment as part of the detailed DA stage.

Condition 1.3C

Condition 1.3C requires the revised Design Guidelines be submitted to and approved by the Secretary prior to lodgement of the first development application for above ground building or public domain works. Two DAs for above ground works have been recently lodged with Council anticipating the imminent determination of the Modification. In order to reflect the fact that these DAs have already been lodged, it is requested that this timing be amended to prior to approval of the first DA. It is noted that the DAs were lodged with the Design Guidelines as amended in Condition 1.3C and subject to any further modifications made by the PAC, the Design Guidelines will be lodged with the Department as soon as possible following determination.

Condition 1.3C d)

Condition 1.3C d) amends Design Standard 2.3 to require retail or commercial uses with a street address at the corners of Soldiers Parade and the Town Centre Core East-west Street and the Greenway and Main Street.

Whilst Frasers is keen to ensure that the Town Centre Core provides quality activated frontages to streets, there is a limit on the number of streets which can accommodate retail for a centre of this size and density. It is Frasers view, as the owner and operator of multiple retail centres, that retail /

commercial in the subject section of Soldiers Parade, which is away from the concentration of retail in the town centre, is very unlikely to be commercially viable and will ultimately result in empty shop frontages and a poor urban outcome that would undermine the intent of the condition.

A key principle in the design of the Town Centre was the acknowledgement that classic town centres are a mix of uses that include retail but are also interspersed by other uses, such as residential. Soldiers Parade and its corner with Greenway provide the transition between the Residential Precincts and the Town Centre Core and therefore provide the most appropriate use in creating that transition.

Accordingly, it is recommended that the condition be modified to require an amendment to DS2.3 to require residential, retail or commercial uses to sleeve the subject corners.

*d) Amend Section 4.2, Design Solution DS 2.3 to require **residential**, retail or commercial uses with a street address at the corner of Soldiers Parade and the Town Centre Core east-west street and the Greenway and Main Street*

Condition 1.6

Condition 1.6 has been amended to require detailed traffic modelling to be submitted with any future application for road infrastructure within the Town Centre. Whilst it is noted that it is the uses that generate traffic, not the roads themselves, this modelling has already been provided as part of the Section 75W process and forms part of the assessment that will inform the PAC's determination. To require detailed modelling to be provided with each DA for road infrastructure, despite those impacts having already been considered and approved, is an onerous and unnecessary requirement that could also unhelpfully invite the reinvestigation of predetermined issues.

Accordingly, it is requested that this condition be amended as follows:

*Any future application for the Edmondson Park town centre outside the Frasers Town Centre and any future application ~~for road infrastructure~~ **for significant uses outside those assessed in Concept Plan Modification 4** within the Frasers Town Centre, must be supported by a detailed traffic and transport study, including a micro-simulation model. This should identify appropriate bus priority measures along the proposed Main Street, and ensure integration with the transport interchange, through consultation with Department of Transport.*

Should you have any queries about this matter, please do not hesitate to contact the undersigned.

Yours sincerely,



Michael Rowe
Director



From: 
To: 
Cc: 
Subject: RE: Edmondson Park South MOD 4
Date: Friday, 15 September 2017 4:16:38 PM
Attachments: [image001.png](#)

Hi Matthew,

Please see the background and rationale for the conditions raised in the applicant's letter:

Condition 1.3A

As outlined in the Department's assessment report, the Department supports the proposed GFA distribution as outlined in the Proponent's EA and RtS. The Proponent did request the Department amend the GFA during their review of draft conditions. The Department did not consider it appropriate to accommodate a change in the distribution of GFA as part of the review of conditions. Any change should be the subject of a merit assessment and consultation with relevant stakeholders, which could be pursued as a separate modification request in the future.

Condition 1.3C

This is a new comment from the Proponent (i.e. they haven't previously raised it with the Department). The Department notes that development applications have already been submitted and therefore the Commission may wish to consider whether the proposed timing is acceptable prior to determination or another appropriate milestone. We would be happy to look at this further if the Commission would like.

Condition 1.3Cd)

The Proponent has previously raised this issue with the Department. The Department has already changed the draft conditions to allow for residential uses along the street frontages (where it was initially only retail or commercial uses) but formed the view that retail / commercial uses should be maintained to provide activation of the specified street corners and provide a clear entrance to the Town Centre.

Condition 1.6

The Proponent has previously raised this issue with the Department. As outlined in the Department's assessment report, TfNSW / RMS' request that microsimulation modelling is provided for every DA in the Town Centre while the Proponent has requested that no further microsimulation modelling is required provided no changes are made to the total GFA quantum. The Department does not agree a detailed traffic and transport study (with modelling) is required for each and all future DAs for the Town Centre. The Department however does recommend that modelling be provided for any DA for road infrastructure as this would verify the concept lane configurations and intersection treatments. This position is reflected in the Department's recommended conditions.

The Department is happy to discuss these points further.

Regards,

Alexander Scott

Senior Planner - Urban Renewal
Growth, Design and Programs
Department of Planning & Environment
320 Pitt Street SYDNEY

T
E



Planning &
Environment

***Please note our new phone numbers and address**

From: [REDACTED]
Sent: Friday, 15 September 2017 11:41 AM
To: [REDACTED]
Subject: Edmondson Park South MOD 4

Hi Alex,

The Commission has received a letter from the applicant outlining their recommended changes to the Department's conditions of consent, I attach for your information.

If you would like to comment on these amendments please forward a response to me.

Also, where the Department's Assessment Report and conditions reference the applicant's Design Guidelines I have noticed a potential discrepancy.

Condition 1.3C c) and d) refer to amendments to Section 4.2 Design Solution 2.3 and reference Soldier's Parade, Henderson Road and the Greenway. However, from the set of Design Guidelines I am reading, which are taken from the Department's website, I am unable to see Design Solution 2.3 or any reference to these streets/roads. Also, Condition 1.3C j) refers to an amendment to Section 4.4 DS 4.8 and references Bernera Road, Greenway and Soldiers Parade, however, I cannot see this in the guidelines.

Please could you let me know if I am reading the correct Design Guidelines, they are from 1 March 2016 and are Appendix F on the Department's website. Have they been updated since?

Regards,
Matthew

Matthew Todd-Jones | Senior Planning Officer

NSW Planning Assessment Commission
Level 3, 201 Elizabeth Street Sydney NSW 2000

e: [REDACTED] | p: [REDACTED] | f: 9383 2133 | www.pac.nsw.gov.au



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