# **Showground Station Precinct proposal**



# Introduction

Envirotecture have been engaged by the owners of properties known as No 38, 40 and 42 Kathleen Avenue and No 128-132 Showground Road Castle Hill to review the *Showground Station Precinct Proposal* and prepare a submission to the Department of Planning and Environment in relation to the appropriate zoning and height controls for the properties.

In preparing this submission we have reviewed:

- Showground Station Precinct Proposal (Department Planning and Environment)
- · Showground Station Precinct Planning Report
- · North West Rail Link Corridor Strategy
- North West Rail Link Showground Road Station
   Structure Plan
- The Hills Corridor Strategy (draft)
- · A Plan For Growing Sydney
- · Western Sydney Light Rail Network: Part 2:

#### Feasibility Report

 Options for Low Rise Medium Density Housing as Complying Development Volumes 1 and 2

# **Summary**

The proposed zoning of No 38, 40 and 42 Kathleen Avenue and No 128-132 Showground Road Castle Hill as R3 Medium Density is inappropriate due to:

- · Proximity of the site to Showground Station,
- · Poor urban design outcome,
- Likelihood of locking in low density strata development over the long term,
- Inconsistency with the NWRL Corridor Strategy.

Rezoning the subject land and wider Kathleen Avenue precinct as R4 High Density Residential could deliver the following benefits:

- Better contributing to Goal 2 of A Plan for Growing Sydney; A city of housing choice, with homes that meet our needs and lifestyles,
- Improved Gateway to Showground precinct by transition of building heights from 52m at the station to existing two storey residential on the north of Kathleen Avenue.
- Realise the immediate development potential of subject site,
- · Improved development feasibility,
- · Improved urban design outcome.

# The Subject Land



Showground Station Precinct. Showground Road Precinct Planning Report p12.

The subject land has a total site area of 6,225m2, is not flood prone, constrained by acid sulphate soils nor does it contain critical habitat. It contains several buildings including a local heritage listed, 6 room cottage of local historical interest (Hills Shire Council Inventory Sheet I69 - see Appendix 1).

The site has frontage to both Showground Road and Kathleen Avenue.



No 38, 40 and 42 Kathleen Avenue and No 128-132 Showground Road Castle Hill. Nearmap.

# **Background**

## **Sydney Metro Northwest**

The \$8.3 billion Sydney Metro Northwest is Australia's largest public transport infrastructure project currently under construction.

Showground Station is one of eight stations due to open in 2019 and is located within 400m of the subject site.

Trains will run at four minute intervals during peak times providing a timetable-free service with a travel time of 46 minutes to Wynyard Station.

Sydney Metro Northwest is expected to increase demand for residential development in proximity to Showground Station as travel times become more reliable and connections across Sydney easier to make without the use of a car.

# **Priority Precinct**

The NSW Government endorsed Showground Station as a Priority Precinct in August 2014. The Priority Precincts program aims to provide for new housing and jobs in centres with good existing or planned transport services.

## A Plan for Growing Sydney

The Plan was released in December 2014 and is the current metropolitan strategy. The Plan contains four goals:

- 1. A competitive economy with worldclass services and transport;
- 2. A city of housing choice with homes that meet our needs and lifestyles;
- 3. A great place to live with communities that are strong, healthy and well connected; and
- 4. A sustainable and resilient city that protects the natural environment and has a balanced approach to the use of land and resources.

Sydney Metro Northwest will provide the world-class transport links that Sydney requires. This positions the station precincts as prime contenders to assist in delivering on the remaining three goals.

A Plan for Growing Sydney identifies three planning principles that will guide the development of Sydney. The first, increasing housing choice around all centres through urban renewal in established areas, is directly relevant to the zoning of the subject land.

Directions and actions are identified under each of the goals to facilitate their delivery. Goal 2 includes Action 2.1.1, which shall 'accelerate housing supply and local housing choices'. It identifies the most suitable areas for renewal as:

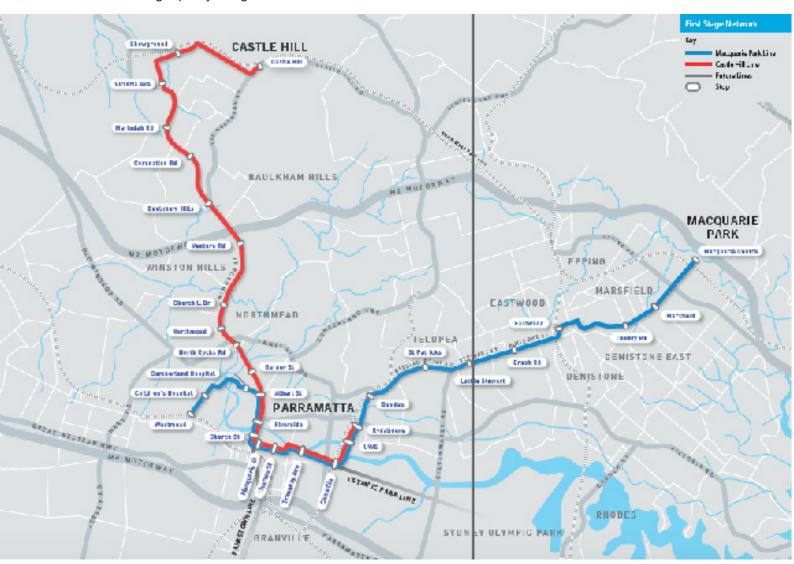
in and around centres that are close to jobs and are serviced by public transport services that are frequent and capable of moving large numbers of people

The Plan identifies Norwest and Castle Hill as strategic centres. The Showground Station precinct is located three and two kilometres respectively from each, emphasising the opportunity available.

# **Light Rail**

As Sydney's Light Rail network grows over the future decades a connection from Castle Hill to Parramatta will become a reality.

As identified in the Western Sydney Light Rail Network report a light rail route along Showground Road is the most viable option enhancing the significance of the properties that adjoin the road and emphasizing their role in contributing to the urban environment through quality design.



Future Light Rail network. Western Sydney Light Rail Network: Part 2 p5.

# North West Rail Link Corridor Strategy & Showground Road Station Structure Plan

The Corridor Strategy and Structure Plan were released in September 2013.

The Corridor Strategy was prepared to guide development over the next 20-25 years. The Strategy identified the importance of Transit Orientated Developments (TODs) that provide a range of land uses conveniently located to services and accessible by active transport (walking, cycling) and pubic transport.

The Structure Plan identified the walking catchments from Showground Station, identifying the subject site and the wider Kathleen Avenue precinct as being within 10 minutes walk. The use of isochrones rather than distance takes into account the time required to cross streets presenting a more realistic assessment of travel times.



Walking Catchment, NWRL Showground Road Station Structure Plan p8.



Medium density apartment living was identified in the Vision for the Showground Station precinct to:

provide a variety of housing types within close proximity of the station and associated uses.

The Vision identified the subject site for:

3-6 storey apartment buildings, carefully master planned around communal open spaces and incorporating landscaped setbacks to existing streetscapes.



Proposed Location of 3-6 storey Medium Density Apartment Living, NWRL Showground Road Station Structure Plan p 28.

The changes proposed by the Structure Plan provide additional capacity for 7,500 new dwellings, it is assumed that 48% of this capacity would be realised by 2036.

Demand Analysis was estimated at 165 dwellings per year of which 65%, or 107 dwellings were within 3-6 storey apartments. The analysis encouraged these developments in areas "within close walking distance of the new train station".

Actions to improve streetscapes while considering nonvehicular connectivity were identified along with a need for local road widening. These priorities require careful consideration to ensure these potentially conflicting issues can be resolved.

A direction was issued by the Minister for Planning under Section 117 of the Environmental Planning and Assessment Act 1979 that all future planning for the precinct be consistent with this Strategy including the growth projections and future character of each station precinct.

TYPE OF HOUSING	DWELLINGS IN 2012		DWELLING	GROWTH	
TTPE OF HOUSING	TOTAL	%	TOTAL	%	TOTAL
SINGLE DETACHED	500	67%	400	9%	-100
TOWNHOUSE	0	0%	350	8%	350
3-6 STOREY APARTMENT	250	33%	2,600	60%	2,350
7-12 STOREY APARTMENT	0	0%	1,000	23%	1,000
TOTAL DWELLINGS	750	100%	4,350	100%	3,600

Projected Residential Growth in Showground Road under the Structure Plan. NWRL Showground Road Station Structure Plan p 30.

## The Hills Corridor Strategy (Draft)

Hills Shire Council prepared a draft Corridor Strategy in response to the State Government NWRL Corridor Strategy. It was released in September 2015 ahead of the Government's current Precinct Proposal.

The Council stated that some of the "expectations are unrealistic" especially regarding community facilities and parks. They also identified the importance of design quality:

It is imperative that new multiunit dwelling developments are of outstanding design, size and density

The Hills Strategy projected growth in dwelling numbers differ from the NWRL Structure Plan. Council have performed their own analysis using different uptake rates (increased for high density residential and decreased for townhouse developments) and yield calculations resulting in increased growth projections by 2036.

The Draft Hills Strategy has changed the proposed zoning for both the Kathleen Avenue precinct and land to the east of Warwick Parade.

The Hills Strategy claims to provide for the delivery of more housing than the Structure Plan, this claim is difficult to substantiate due to the different methodologies and zoning. The more significant issue is which plan provides for the best outcome.

4	n		Existing (2011)	Planned growth under current controls	Additional growth under strategy	Forecast Dwellings (2036)
ouillou	Cwellings	NWRL Corridor Strategy	540	400	3,410	4,350
Ċ	2	The Hills Corridor Strategy	540	400	3,863	4,803

Showground Projected Dwellings. The Hills Corridor Strategy (Draft) p30.

# Showground Station Precinct Proposal (Planning and Environment NSW)

The Precinct Proposal is currently on exhibition for public comment. The Proposal suggests an R3 zoning for the subject land with a building height limit of 10 metres. This is inconsistent with the North West Rail Link Corridor Strategy.

The Proposal states:

A major consideration for Priority Precincts is walking distance to public transport, shops and services. Most people are comfortable with a ten-minute walk to public transport and shops and services, which is about a distance of 800 metres.

In describing the apartment zone to the south of the station the Proposal outlines the importance of:

Step(ing) down from eight (8) to six (6) storeys to create a transition to the lower scale residential development.

A minimum lot size for apartment buildings of 1500m2 is proposed.

The more detailed Showground Road Precinct Planning Report recognizes the need of 'building heights to transition down from the station area to stand-alone housing areas beyond'.

The Planning Report identifies "greater capacity for more homes close to the station, subject to appropriate design controls, as recommended to be adopted into The Hills Development Control Plan 2012" but does not give an explanation for the change in zoning recommendation to the Kathleen Avenue precinct from 3-6 storey apartments to townhouses.

Potential improvements to Castle Hill Showground will add significant amenity to the local areas further increasing its attractiveness as a place to live and play. The 2036 forecast predicts an open space rate of 3.10 hectares per 1,000 people. This compares very favourably to other areas of Sydney that are undergoing renewal, Rhodes (0.87), Epping (0.12) and Harold Park (1.9).

The proposed planning control changes suggest a minimum lot size of 240m2 in the R3 Medium Density zone.

The Planning Report acknowledges that a site specific Development Control Plan would be needed in order to achieve the desired design outcomes for the area.

# **Considerations**

# **Proximity to Showground Station**



Nearmap.

The subject site is wholly located within 400 metres of Showground Station. The Structure Plan correctly identifies the site as being easily within 10 minutes walk of the station.

The Plan for Sydney identifies land close to transport as suitable for renewal. Allowing higher density residential development on the subject site and the broader Kathleen Avenue precinct would assist the State Government in meeting their housing targets.

The number of people walking is increased by improved pedestrian safety. Adequate traffic signaling is already in place to allow for safe passage across Showground Road increasing the likely patronage of the Sydney Metro Northwest.

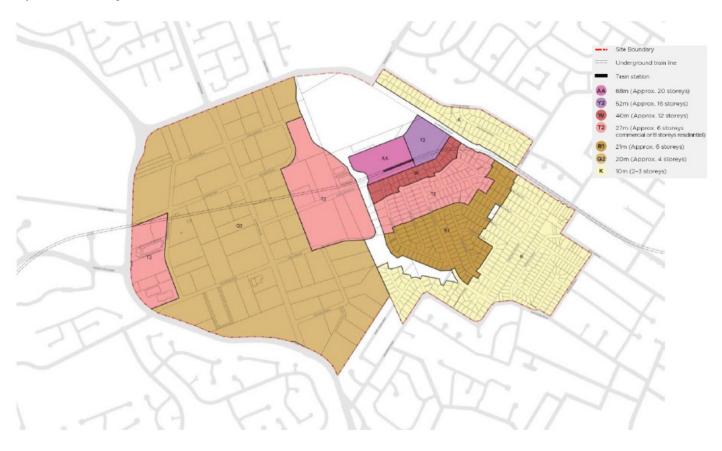
Permitting relatively low density strata-titled townhouse development on the subject site will remove the ability to increase residential density in the future, limiting the growth of the Showground precinct.

Current best practice planning, as identified in the Plan for Sydney and the Precinct Proposal, calls for higher density within 10 minutes and 400 metres of high frequency public transport; the subject site meets these criteria.

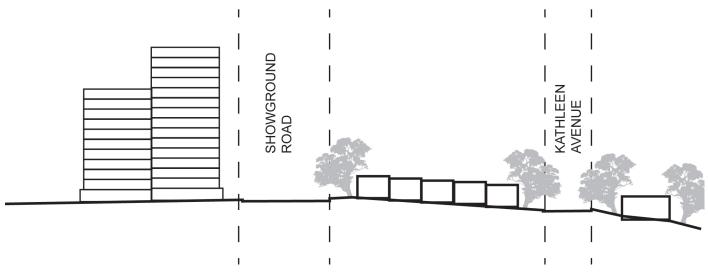
# **Urban Design**

The development of townhouses on the northern side of Showground Road will impact negatively on the Showground Station Precinct. The planning proposals identify the corner of Carrington and Showground Roads as the gateway to the precinct, a location befitting of high quality design.

The Planning proposal identifies the former Council office site as B2 Local Centre with maximum building heights of 68 metres at the station, decreasing to 52 metres adjacent to Showground Road.



The zoning of the subject land for townhouses at a maximum height of 10 metres will detract from the Vision of a gateway arrival to the Showground precinct. The difference in scales opposite each other will be out of balance and is not consistent with the approach being taken in the Carrington Road apartment sub-precinct.

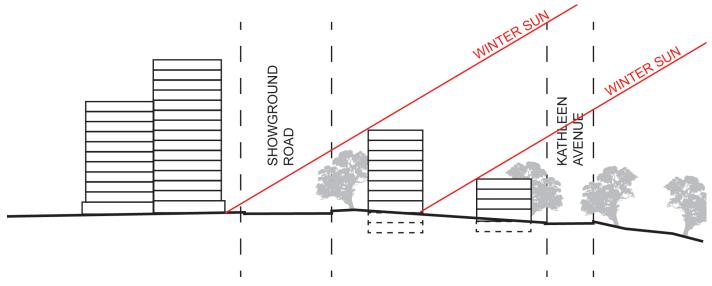


Schematic section of current planning proposal (north-south)

An R4 zoning with a decreasing height plane to the north of Showground Road would allow for reinforcement of the significance of the gateway. An eight storey height limit adjacent to Showground Road would allow for reinforcement of the street with no negative overshadowing impacts.

A four storey limit to Kathleen Avenue would provide for a proportional transition to the large residential lots on the northern side of the street. Retention of major existing trees will assist in keeping the local character of the street as well as providing shade and amenity to new and existing residents.

An R4 zoning would encourage greater amalgamation as larger sites are more desirable to developers and motivation for amalgamation is high amongst local residents. Larger sites are more able to deliver on greater setbacks to adjoining neighbours and to preserve mature trees; improving the amenity for all.



Schematic section of Structure Plan proposal (north-south)

#### Site Access

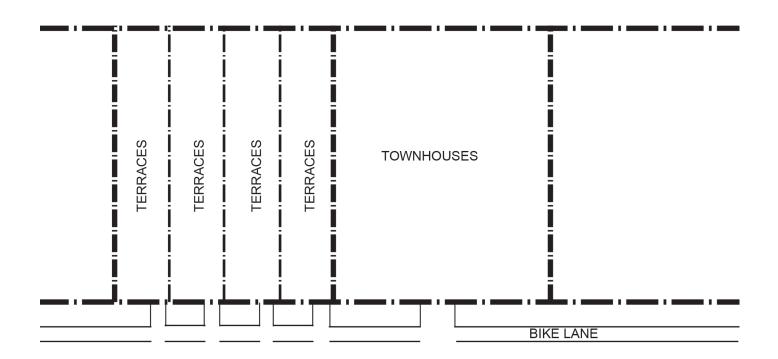
The subject land has frontage to Showground Road and Kathleen Avenue enabling vehicular access to be exclusively from Kathleen Avenue to avoid the need for additional kerb crossings on Showground Road.

While dual access is not currently the case for the wider Kathleen Avenue precinct the current level of neighbourhood cooperation regarding site amalgamations (if appropriately zoned) could make this a reality for the majority of the precinct hence avoiding a conflict between driveways and traffic on Showground Road.

The proposed minimum lot size of 240m2 will encourage subdivisions to create Torrens Title lots. It is possible that multiple lot owners will be seeking direct driveway access to Showground Road; Roads and Maritime Services (RMS) have previously expressed resistance to additional driveway access. If permission were granted there would be safety implications for both cyclists and vehicles due to an increase in traffic entering and leaving Showground Road.

Alternatively townhouse developments along Showground Road also require direct access, while the number of access points may remain the same the frequency of vehicular movements will rise increasing the chance of conflict between residents and Showground Road traffic.

Pedestrian access from the station to the site is currently provided at three signalized crossings. In the absence of a publicly available traffic study it is assumed that the current arrangements would be adequate to handle an increase in pedestrian volume.



SHOWGROUND ROAD

Driveway/bike pathway future relationship.

# **Design Quality**

The current Precinct proposal for townhouses will result in developments similar to others in the neighbourhood. They are often characterized by poor streetscape presentation, dominance of car parking facilities and poor landscaping.

The owners are concerned that poor quality development will reflect negatively on the area and that the opportunity currently exists to create a framework for positive development that reflects the character of the neighbourhood while dealing with the challenges of urban renewal.

In the Hills Strategy, Council identified design quality as a key concern for local residents, rezoning to R4 will ensure that all development applications will be subject to SEPP65. It is widely acknowledged that SEPP65 has significantly improved the design outcome of multidwelling residential units in NSW since its introduction in 2002.

The controls of the Apartment Design Guide would ensure that there is sufficient residential amenity created through building separation, landscape requirements including deep soil planting and boundary setbacks to minimise impacts on adjoining properties.

The possible expansion of the complying development SEPP to cover medium density housing may mitigate some of the most egregious developments however with no review aside from conformity to numerical controls the quality of the urban environment is still uncertain. Study of complying development-approved houses illustrates the varied outcomes that are inappropriate for such a prominent streetscape.

The current proposed height limit of 10 metres may have unintended consequences. Any three storey buildings are going to require very flat roofs resulting in bland boxes which will significantly detract from the quality urban design proposed on the opposite side of Showground Road.



Townhouse developments, Warwick Parade, Castle Hill. GoogleMaps.

#### Post 2036

The current proposals look at development over the next 20 years and acknowledges that approximately half of the possible development will occur within that time frame. It is likely that over time there will be increased need for further densification as Sydney continues to grow.

The current proposal for townhouse developments will lock in strata schemes that will prevent future redevelopment of sites. The likely eventual light rail connection to Parramatta will further increase the desirability of the Showground precinct and land adjoining the likely route on Showground Road will become increasingly sought after.

Any form of strata development will reduce the likelihood of future development. It is critical that the intensity of that development be appropriate to the strategic, long term future of the precinct. An R4 High Density zoning would be in keeping with the future character of Showground Road as a high frequency transit corridor.

## **Resident Amenity**

The planning proposal emphasises the importance of residential amenity as a driver for demand. An increase in residential density in close proximity to the Castle Hill Showground will further bolster the viability of its redevelopment.

Both Council and the Department have expressed a desire for redevelopment to occur to increase the number and quality of local community facilities. It is well understood that economic, social and environmental sustainability of community venues is enhanced through greater patronage. Increasing the local population will increase the redevelopment fundamentals, increasing viability and enabling the redevelopment to be delivered sooner.

The subject site is well connected to the Castle Hill Showground as well as the wider precinct making it an ideal location for higher density living.

#### **Heritage**

The local heritage-listed cottage was identified in the Structure Plan as a possible constraint to redevelopment. This is not the case as there are many examples of successful integration of new development with heritage items. The Baulkham Hills Shire Council Inventory Sheet 169 lists the cottage as having local historical significance. (Appendix 1)

The current zoning proposal will see the single storey heritage item surrounded with two storey townhouses. The new developments will not be of a noticeable scale difference to the heritage item reducing the significance of the cottage.

If the zoning were to revert to a higher density as recommended by the NWRL Structure Plan the site planning would allow for sufficient curtilage to the heritage item and its adaptive reuse. The design review processes of SEPP65 would further ensure the heritage cottage is respected and celebrated.

We note that the heritage item (house) at 107 Showground Road is zoned for apartments up to 8 storeys in the Showground Station Precinct Proposal (December 2015).

## **Development Feasibility**

The subject site is in family ownership and predominantly vacant, a prime candidate for urban renewal. The family has been in the area for many decades and has a personal interest in the outcome of any redevelopment.

With an appropriate design strategy for the heritage cottage the site has the capacity to provide a significant development site, more than four times the minimum 1,500m2 proposed for apartment buildings.

The topography of the site naturally lends itself to basement car parking accessed from Kathleen Avenue. This would omit the need for additional kerb crossings onto Showground Road improving the quality of the streetscape by allowing for more planting, as concerns about sightlines for exiting vehicles would be lessened.

A change in zoning to R4 would allow the subject site to act as a catalyst to redevelopment with immediate development potential as there are minimal barriers in place. It would increase foot traffic to the northern perimeter of the new Centre. It is possible that this edge of the precinct will find it harder to attract pedestrians due to the relative busy-ness of Showground Road; a larger resident population walking regularly to and from the station will improve the vitality of the strip.

As noted in the Planning Report, much of the infrastructure needs of the area will be financed by Section 94 contributions. Improvements in development feasibility through appropriate zoning will increase the likelihood of development and therefore meeting residents' needs and expectations for local amenities. Kathleen Avenue Precinct

#### Kathleen Avenue

This submission has been prepared specifically in relation to No 38, 40 and 42 Kathleen Avenue and No 128-132 Showground Road Castle Hill however it suggests that the R4 zoning be applied to the broader Kathleen Avenue precinct.

The arguments presented here are valid for the wider precinct and it would be counter to best practice urban design principles to advocate for anything less than an integrated approach to the entire block.

The existing housing stock on the block is of an age where redevelopment is likely and there is considerable cooperation between the residents regarding amalgamation. Groups have already formed with a view to selling en masse and while an appropriate rezoning and a successful negotiation would still be required, the momentum is building.

# Conclusion

The current Showground Station Precinct Proposal for an R3 Medium Density zoning is inappropriate for the subject site.

The site's proximity to Showground Station makes it a prime candidate for Transit Orientated Development as it is within 400 metres of the station. The proposed height limit of 10 metres will result in poor transition from a high density, high quality local centre to two-three storey townhouses. This poor urban design outcome will detract from the quality of the gateway entry to the new precinct.

The townhouse developments will lock in strata titled two to three storey development for decades to come, limiting future growth including reducing the likelihood of future amalgamations if higher densities were to be permitted post-2036.

The current proposal is not consistent with the 2013 NWRL Corridor Strategy & Showground Road Station Structure Plan as required as it seeks a significantly lower height limit, which prevents the site contributing to the growth in dwelling provision.

We suggest that developments of 4-8 storey apartments with an increasing height limit away from Kathleen Avenue be permitted on the subject site and the wider Kathleen Avenue precinct. A site specific DCP should be used to ensure the appropriate relationships are achieved with the homes on the north of Kathleen Avenue.

An R4 zoning will assist the government in meeting their housing targets for the precinct, have no overshadowing impacts and improve the urban environment. An R4 zoning will mandate the use of SEPP65 and the Apartment Design Guide increasing design quality and providing future residents with the amenity they desire.

# Appendix 1



# Heritage Inventory Sheet

**169** 

	PERTY DESCRIPTION	COMMON NAME: House			
	EET NO & NAME: 128-132 Showground Road  N/SUBURB: Castle Hill	CITE ADEA. 40	DEE2		
	L PROPERTY DESCRIPTION: Lot 406 DP 860609	SITE AREA: 42	200 1112		
*CAT	EGORY: Building	*YEAR OF CON	ISTRUCTIO	<b>N</b> : 1870s -18	380s
SUB-	-CATEGORY: Farm Cottage	ARCHITECT/DESIGNER:			
SUPE	ERSEDED REFERENCE NO. B014	BUILDER:			
HERI	TAGE RELATED REPORTS UNDERTAKEN:	DEVELOPMEN	T APPLICA	TION HISTO	RY
(Note	e: Reference should be made to all Development Applications lodged in				
relation	on to the property for details of all (if any) heritage related reports that				
have	been undertaken)				
HER	ITAGE LISTING:	*HISTORICAL	PERIOD:		
0	REGISTER OF THE NATIONAL ESTATE (AHC) – REGISTERED	PERI	OD	BUILT	USE
0	REGISTER OF THE NATIONAL ESTATE (HC) – INTERIM	PRE 1800		0	0
0	REGISTER OF THE NATIONAL TRUST (NSW)	1800-1825		0	0
0	REGISTER OF SIGNIFICANT TWENTIETH CENTURY	1826-1850		0	0
	ARCHITECTURE (RAIA)	1851-1875		0	0
	DEDARTMENT OF DURING MACRICO MEDITAGE AND				
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LOT 404 DP 860609 SOLD 12.08.96 SV 97/98 ML 30.10.96 Lot 406 DP 860609 was formerly Lot 303 DP 825025

#### \*HISTORY:

This orchard property was created by subdivision of Samuel Gilbert's early grant of 140 acres (Castle Hill parish, portion 144). Gilbert's daughter Susan married a son of another early settler in the areas, George Best.

#### \*HISTORICAL THEMES

SHIP: Agriculture LOCAL THEMES: Orcharding

*PUNCION CHARACTERICTION
*PHYSICAL CHARACTERISTICS
ARCHITECTURAL STYLE: Vernacular MATERIALS - EXTERIOR: Weatherboard / iron INTERIOR:
OTHER DETAILS OF PHYSICAL APPEARANCE
Two room form cottage with skillion room to rear, new bullnose verandah to front, old posts and brackets. Beaded weatherboards to front elevation. Two French doors to front elevation, no front door. Part of orchard remains.
MODIFICATIONS:
*INFORMATION SOURCES
WRITTEN:
ORAL: GRAPHIC:
HISTORY OF HERITAGE ASSISTANCE FUND
*BRIEF STATEMENT OF SIGNIFICANCE
Rare surviving orchard on a subdivision.
RELATIONSHIP TO NEAREST ARTERIAL ROAD. LOT SIZE, SHAPE AND RELATIONSHIP TO NEIGHBOURS
76
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PHOTOGRAPHS: DATE TAKEN: 30 November 1994



<sup>\*</sup> Extract from Baulkham Hills Heritage Study 1993-1994

Envirotecture Projects Pty Ltd 48 Kalang Road Elanora Heights NSW 2101

02 9913 3997

www.envirotecture.com.au info@envirotecture.com.au

Nominated Architect: Andy Marlow #9597 Accredited Building Designer: Dick Clarke #6029

