



NC/PR  
17364  
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Addisons  
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Attention: Harshane Kahagalle

## **CONFIDENTIAL AND PRIVILEGED**

### **DRAFT NORTH WEST PRIORITY GROWTH AREA LAND USE AND INFRASTRUCTURE IMPLEMENTATION PLAN 95 TALLAWONG ROAD (RIVERSTONE EAST) AND 119 CUDGEGONG ROAD ROUSE HILL (CUDGEGONG STATION - AREA 20)**

#### **1.0 OVERVIEW**

This report has been prepared by JBA for Addisons on behalf of the landowners of two properties, 95 Tallawong Road and 119 Cudgegong Road, Rouse Hill (the Sites) within the Riverstone East and Cudgegong Station (Area 20) Precincts of the North West Priority Growth Area.

The draft *North West Priority Growth Area Land Use and Infrastructure Implementation Plan* (Implementation Plan), the Explanation of Intended Effect (EIE), and the draft Section 117 Direction, are on public exhibition from 16 May 2017 until 4 July 2017. These plans will guide development and infrastructure delivery in the North West Priority Growth Area for the next decade and consequently affect the development potential of a significant area of Sydney.

The exhibited documents propose changes to residential density controls that would, if implemented, result in substantial reductions to the residential yield on the Sites. JBA's assessment concludes that imposing maximum residential densities in locations, like the Sites, within walking distance of a Sydney Metro Northwest station, is not appropriate and would be counter to the NSW Government's sustainability, liveability and productivity goals to enable transit oriented, mixed-use development that is consistent with the objectives of the NSW Government.

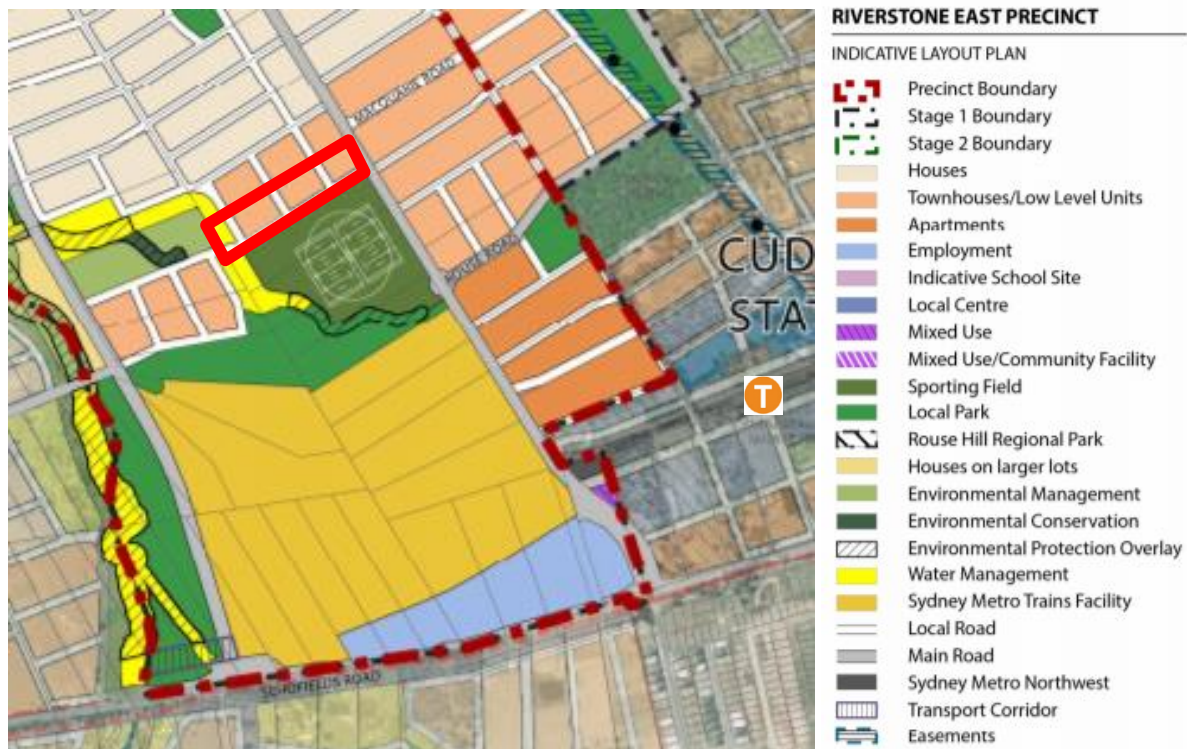
There is a disconnect between the strategic merits of the Sites and the development standards proposed in the draft amendments to the Growth Centres SEPP, especially when considering the extent and scale of growth proposed in surrounding centres. Whilst the intent to ensure infrastructure capacity is sufficient to support growth is acknowledged and supported, the proposed maximum residential densities for the site, and other land within the walking catchment of the Cudgegong Road Station, are inappropriate to an urban village context and will impact negatively on the objectives of planning and development for the Priority Growth Area. There is a clear case for encouraging higher density development within the walking catchment of the town centre and metro station to encourage housing diversity, reduce car dependency and to support the substantial investment by the NSW Government in the Sydney Metro Northwest project, which will open in 2019.

## 2.0 THE SITES

The Sites are two parcels of land; 95 Tallawong Road, Rouse Hill 119 Cudgegong Road, Rouse Hill.

### 95 Tallawong Road, Rouse Hill

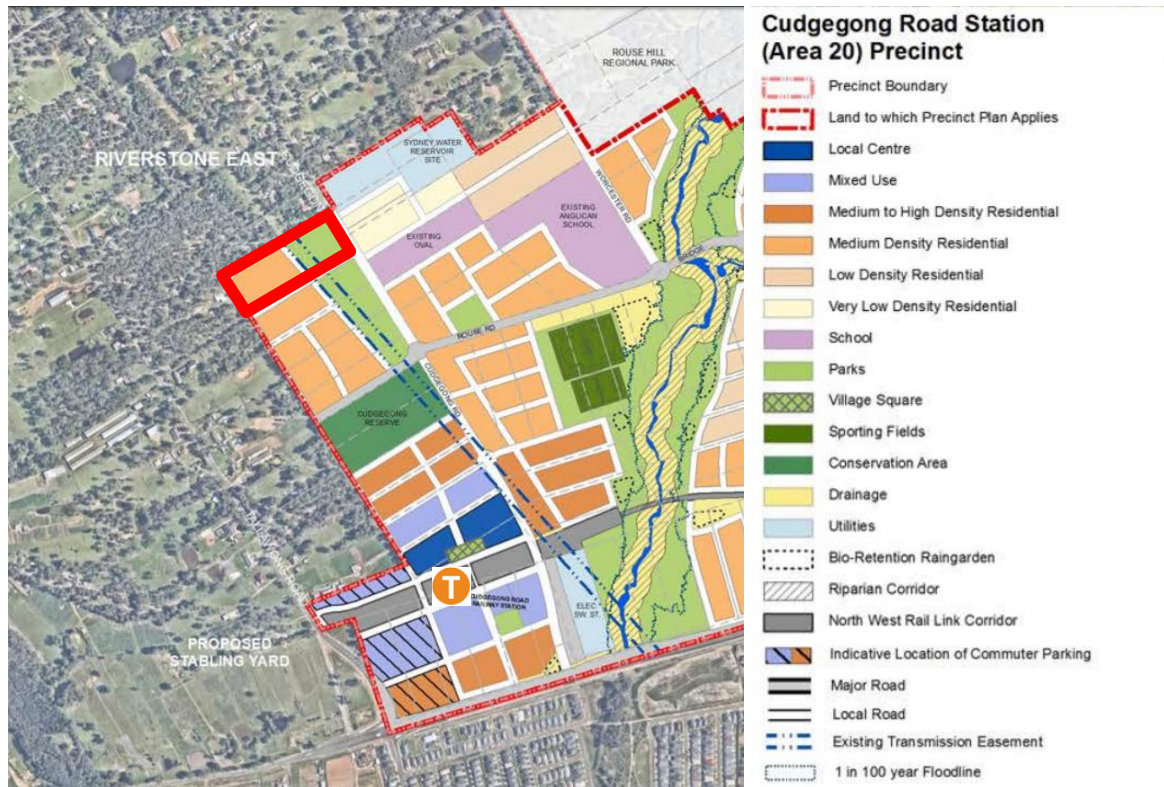
95 Tallawong Road is located within the Riverstone East Precinct. It is approximately 700 metres north west of the Cudgegong Road Metro Station, immediately north of the proposed sporting fields and directly adjacent to proposed local open space to the west, and forms part of a medium density transition area from the planned Cudgegong Road Centre located to the east (refer to **Figure 1** below).



**Figure 1** – The Site - 95 Tallawong Road (outlined in red) in the context of the Precinct Plan

### 119 Cudgegong Road, Rouse Hill

119 Cudgegong Road is in the Cudgegong Station (Area 20) Precinct. It is approximately 840 metres north of the Cudgegong Road Metro Station, north of the existing Cudgegong Reserve and partly includes proposed local open space, and forms part of a medium density transition area from the planned Cudgegong Road Centre located to the south (refer to **Figure 2** below).



**Figure 2** – The Site - 119 Cudgegong Road (outlined in red) in the context of the Precinct Plan

### **Local Strategic Context**

The development standards for the Sites should be influenced by:

- proximity to the future Cudgegong Road Metro Station that will, from 2019, provide high capacity public transport within walking distance of the Sites;
- close proximity to a potential future public transport corridor extending from Cudgegong Road Railway Station out to the Marsden Park Strategic Centre, recognised in the draft Implementation Plan as a strategic opportunity for more urban, mixed use development;
- being within walking distance to the Cudgegong Road Station Centre, which will provide essential services and facilities to service residents on Sites;
- proximity to existing and planned nearby public open space and conservation areas that will provide residents with excellent access to sporting and recreation areas; and
- the absence of significant constraints to the residential zoned land relating to heritage, topography, flood management, accessibility, and environmentally sensitive land.

## 2.1 Development Standards

**Table 1** below summarises the key existing and future controls for the Sites under the SEPP. It is evident that whilst there has been no change to the environmental constraints, height, or FSR for the Sites, the permissible density has been reduced.

The proposed maximum density development standard has effectively capped the residential yield of the Sites by setting a maximum number of dwellings per hectare. This change contradicts the strategic objectives for the Sites, and does not adequately address the unique strategic merit of the Sites.

**Table 1** – Existing and future planned controls - 95 Tallawong Road

	Existing	Proposed	Change
Land Use Zone	R3 Medium Density Residential	R3 Medium Density Residential	No change.
Density	Minimum density of 25 dwellings per hectare	Density range of 25-35 dwellings per hectare	Introduces a cap on development yield.
Building Height	Maximum 12m	Maximum 12m	No change.
Lot Size	No control.	Minimum lot size of 300m <sup>2</sup>	New 300m <sup>2</sup> minimum.
FSR	No control.	No control.	No change.
Mapped environmental constraints	<ul style="list-style-type: none"> <li>▪ identified flood prone and major creeks land</li> <li>▪ no heritage items or surrounding heritage items;</li> <li>▪ partial land acquisition – local drainage; and</li> <li>▪ no vegetation protection.</li> </ul>	<ul style="list-style-type: none"> <li>▪ identified flood prone and major creeks land</li> <li>▪ no heritage items or surrounding heritage items;</li> <li>▪ partial land acquisition – local drainage; and</li> <li>▪ no vegetation protection.</li> </ul>	No change.

**Table 2** – Existing and future planned controls - 119 Cudgegong Road

	Existing	Proposed	Change
Land Use Zone	R3 Medium Density Residential	R3 Medium Density Residential	No change.
Density	Minimum density of 25 dwellings per hectare	Density range of 25-35 dwellings per hectare	Introduces a cap on development yield.
Building Height	Maximum 12m	Maximum 12m	No change.
Lot Size	No control.	Minimum lot size of 300m <sup>2</sup>	New 300m <sup>2</sup> minimum.
FSR	No control.	No control.	No change.
Mapped environmental constraints	<ul style="list-style-type: none"> <li>▪ no flood prone land;</li> <li>▪ no heritage items or surrounding heritage items;</li> <li>▪ partial land acquisition – local open space; and</li> <li>▪ no vegetation protection.</li> </ul>	<ul style="list-style-type: none"> <li>▪ no flood prone land;</li> <li>▪ no heritage items or surrounding heritage items;</li> <li>▪ partial land acquisition – local open space; and</li> <li>▪ no vegetation protection.</li> </ul>	No change.

The residential zoned portions of the two parcels of land (95 Tallawong Road, Rouse Hill and 119 Cudgegong Road, Rouse Hill) which comprise the Sites are subject to the same existing and proposed development controls and are therefore discussed jointly as the Sites.



### 3.0 INTENT OF PROPOSED AMENDMENTS

The draft Implementation Plan proposes to rationalise existing statutory planning controls and facilitate a transition from the *Growth Centres State Environment Planning Policy* (SEPP) to local plans, prioritising the delivery of infrastructure, urban development and open space through to 2027 and beyond. The plan also reflects updated strategic thinking throughout the Sydney Basin, referencing future directions guided by the updated *A Plan for Growing Sydney*, the draft *District Plans* and the Western Sydney Airport City.

The draft Implementation Plan outlines eight key actions, which aim to guide the ongoing development of the North West Priority Growth Area. These key actions address issues of governance, connectivity, safety, housing, and most importantly infrastructure. The majority of the actions are supported and the Department is commended for delivering a proposed strategy that not only sets a long term vision for the North West Priority Growth Area, but delivery mechanisms. It is also significant that the draft Implementation Plan acknowledges the substantial shifts in the market preference for different forms of housing, and the importance of maximising affordability.

The Implementation Plan states there is the intent to “*balance the level of permissible growth with the infrastructure that can be provided to support new homes*”. It is critical to the success of the priority growth area that new communities have access to facilities, services and amenities that will provide quality of life. The proposed approach to achieving this balance of growth and infrastructure, which is focused on limiting the density of development, is not in our view the best mechanism to achieve this result, particularly in locations that will have the benefit of direct proximity to shops, services and high quality and frequency public transport. Addressing capacity issues with planned infrastructure can be achieved through other mechanisms that would not unduly sterilise the market (discussed in **Section 7** below). Preventing the delivery of homes and associated public benefits is counterintuitive to addressing the housing pressures currently faced in Sydney, the strategic priorities for Sydney, and the unique strategic merit of the Sites.

The proposed amendments do not include any savings or transitional provisions to preserve development rights for applications lodged but not determined prior to the proposed controls coming into force. We note that the existing Blacktown Growth Centres Precinct Plan has a savings and transitional provision (clause 1.8A) and submit that the proposed amendments should contain the same provision so as to not unduly impact on development proposals that have substantially progressed ahead of the amendments coming into force.

### 4.0 STRATEGIC CONTEXT

The North West Priority Growth Area will form part of the core of Greater Sydney’s ‘Central City’ under the draft *West Central District Plan*. The Central City will be desirable for its transport connections to the established Eastern City and emerging Western Sydney, and is forecast to experience the most significant urban transformation over the next 10-15 years. The key drivers of the draft District Plan, which will set the strategic direction for the region over the next two decades, include:

- The need to address housing choice and affordability. The region has been earmarked to deliver 49,400 homes in the next five years, whilst recognising that there is potential to deliver beyond this target in order to address pent up demand that has resulted from past undersupply. “*The realisation of the housing targets relies on actions by the relevant planning authorities (from providing enabling planning controls through to development assessments), infrastructure provision and the continuation of current market conditions and industry’s critical role in delivery*”.
- Delivering more diverse and affordable housing to meet the needs of a changing community, including projected ageing of the population and significant increases in smaller households (singles, couples and single parent families).

- Providing accessible jobs, homes, and recreation in the '30 minute city'. There is a need to support the delivery of homes with access to public transport and open space, recognising that development within the North West has seized opportunities for more intense development around centres. The delivery of the Sydney Metro Northwest will expand the network of highly accessible nodes across the Central City, providing additional opportunities for new homes in accessible locations.

#### **4.1 Opportunity to deliver on the objectives of the draft District Plan**

Development of the Sites has the potential to align with many of the objectives and Actions of the draft District Plan to deliver on the planning outcomes for the West Central District. The Sites' locational characteristics make it a prime example of a development-ready site that is well situated to meet the objectives of the draft Plan. The following sections outline how specific Actions could be addressed by the via a design-led redevelopment process of the Sites.

##### **Increase the Supply of Housing**

Action L2 of the draft Plan involves identifying new opportunities to create the capacity to deliver the 20 year strategic housing supply targets. Based on medium growth scenario projections, the West Central District is predictable to require 53,500 dwellings to be delivered over the next 5 years and 202,500 dwellings over the period to 2036. In addition to the general guidance in *A Plan for Growing Sydney* the Greater Sydney Commission (GSC) has established a set of criteria for investigating areas to deliver urban renewal. The Sites meet many of the desired attributes for new urban renewal precincts, including:

- it aligns with significant investment in regional and district infrastructure given its location within walking distance of the Cudgegong Road Sydney Metro station;
- it has good access to nearby existing and planned employment areas, including:
  - Rouse Hill Town Centre;
  - Bella Vista Priority Precinct;
  - Norwest businesses and hospitals;
  - Macquarie Park, North Sydney and Sydney CBD employment centres via the Sydney Metro;
  - Blacktown Centre and the Broader Western Sydney Employment Lands via the Transitway;
  - Parramatta and Westmead.
- there is market demand for a greater mix of housing in the area and it is financially viable to deliver a range of housing configurations;
- there are no significant environmental or heritage constraints on or around the Sites that would preclude development.

##### **Increase Housing Capacity Across the District**

Action L3 of the draft Plan seeks to increase the capacity of housing across the West Central District within the North West Priority Growth Area, Greater Parramatta and the Olympic Peninsular (GPOP) and the Carlingford light rail corridor. In the absence of identifying new opportunities for growth outside of these areas it is paramount that these corridors provide significant growth for the District. This is particularly the case along the North West Metro Line which represents a substantial public transport investment for the region.

The Sites are ideally situated to provide new housing stock in the north west of the District which will benefit from the construction of the Cudgegong Road metro station. The Sites' location will allow them to contribute to a more sustainable urban form through the implementation of transit oriented development principles that minimise trip generation and car use.

We note and support the objectives in the draft District Plan to increase housing density in locations that are well served by high frequency public transport. Our primary contention in

relation to this issue is that opportunities around the Sydney Metro Northwest stations should be maximised. This is particularly important in Blacktown local government area, where the most significant growth opportunities are identified as being in the North West Priority Growth Area.

While some parts of the NWPGA will benefit from proximity to public transport, the majority of development will be relatively low density subdivision. Opportunities like the Sites, which are within walking distance of metro stations, should be promoted above low density development in the NWPGA, where low density development is likely to reinforce car dependence to a greater extent.

As stated above, the Sites are well serviced by surrounding employment centres that will support the residential use and promote the notion of the '30 minute city'.

### **Encourage Housing Diversity**

The draft District Plan identifies that the existing housing stock in the West Central District is dominated by detached, low density housing typologies. Action L4 of the draft District Plan encourages greater housing diversity to promote housing choice and facilitate people staying in their local area regardless of their stage of life. The Sites are capable of making a significant contribution to the supply and diversity of housing in the region by increasing the supply of residential apartments. This will promote the opportunity for older generations to age in place and afford younger generations with the opportunity to buy into the area they grew up in by increasing the supply and diversity of dwellings.

### **Coordination of Infrastructure**

Action L9 of the draft District Plan aims to coordinate infrastructure planning with the delivery of new and growing communities. The residential development of the Sites presents the opportunity to leverage off significant government investments in existing and planned infrastructure. The Cudgegong Road Metro Station offers a major public transport connection for future residents.

### **Design-led Planning**

Design-led planning promotes high quality urban design and an integration of urban land use and transport as key elements to create urban environments where people want to live. The regular shape of the Sites and its limited existing improvements facilitates the ability to undertake a master planning process that is centred on design-led planning in accordance with Action L11 of the draft Plan. The master planning process also allows the built form network to be designed in a way that achieves optimal amenity, ensuring high levels of solar access and ease of access to open space and local services.

## **5.0 CENTRE BENCH-MARKING**

There is a notable disconnect between the strategic merit of the Sites and the proposed development standards, especially when considering the extent and scale of growth proposed in surrounding centres. **Figure 3** below provides comparison of the development standards within commensurate centres, and within an 800m catchment of future railway stations.

**Figure 3** illustrates that land surrounding the future Cudgegong Road Railway Station has notably lower development potential when compared to surrounding comparable centres, which allow development up to 68m in height and with 5:1 FSRs. Even under the controls that currently apply to the Sites, the development potential is not consistent with the approach taken in other centres along the Sydney Metro Northwest. The existing planning controls unnecessarily constrain development within the walking catchment of the Metro Station, meaning that a site within less than 250 metres of the station is limited to low rise apartments, townhouses, and small lot housing. The proposed maximum residential density of 35 dwellings per hectare would restrict development to small lot housing and townhouses or terraces, which is not an appropriate density or built form outcome for a site with direct walking access to a new Metro station. The

proposed controls in the draft Bella Vista and Kellyville Priority Precinct Plans provide a suitable benchmark for development around the Cudgegong Road Station.



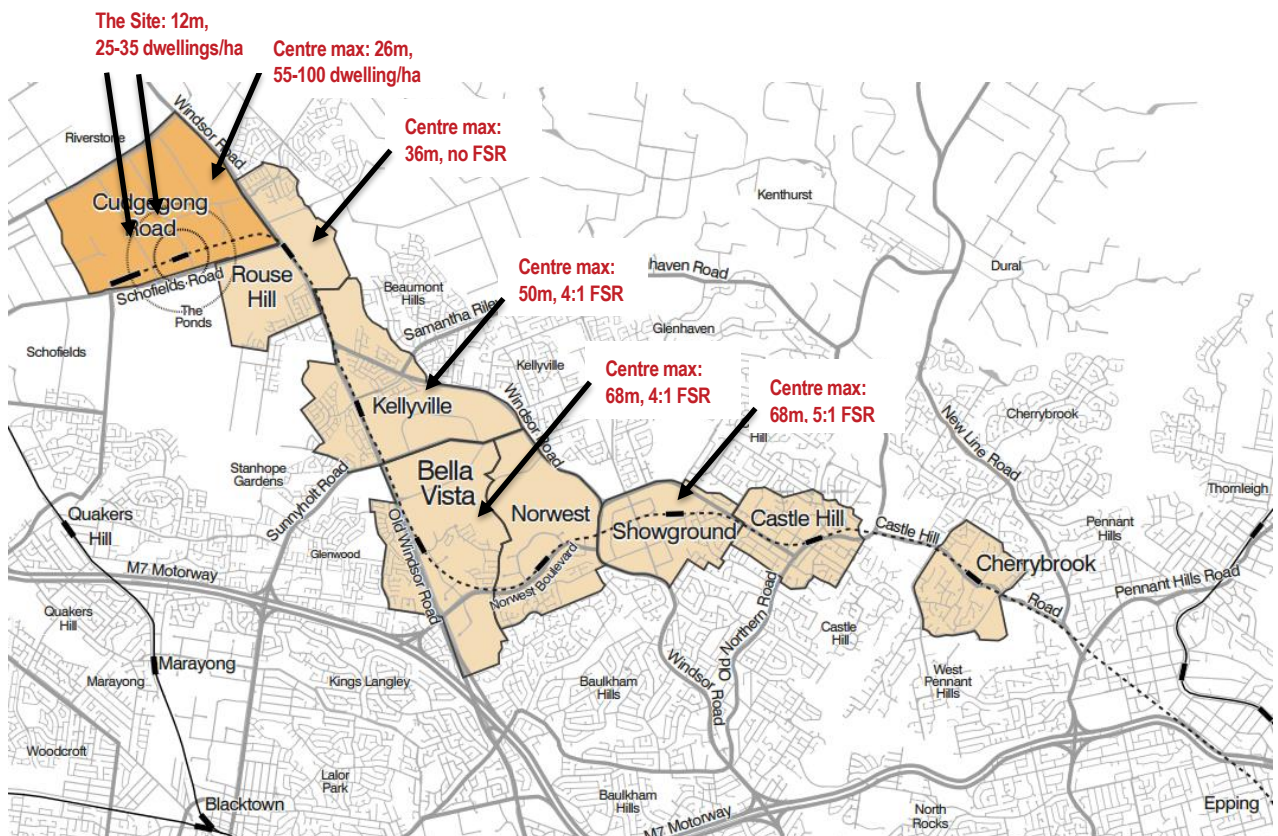


Figure 3 – Development standards along Sydney Metro Northwest

## 6.0 DISCONNECT BETWEEN STANDARDS AND THE SITES

The residential zoned land within the Sites is unconstrained in terms of flooding, heritage, and biodiversity.

The Sites are within close proximity to the Cudgong Road Railway Station which will provide high capacity public transport from the precinct to surrounding District and Strategic Centres. The walking catchment of the station is generally defined by land zoned R3 Medium Density Residential, including the Sites. They are located on roads that directly access the Station and will be serviced by future bus routes providing both convenient and expedient access to the rail network and an alternative to walking. The Sites are located directly adjacent planned open space and are afforded a superior amenity suitable for increased density.

Schofields Road, which is identified by the draft Implementation Plan as a location to maximise land use opportunities, is within relatively close proximity to the Sites. The Schofields Road/Sydney Metro Northwest corridor is the major opportunity to deliver integrated land use and transport outcomes in the North West Priority Growth Area. The draft Implementation Plan rightly proposes that a review of land use and development in the corridor is to be undertaken. That review should inform any changes to statutory planning controls, rather than the imposition of a maximum residential density control that doesn't appear to have any sound justification.

It is clear that the Sites are well located and present an optimal opportunity to position density within ready access to public transport infrastructure and a town centre. Limiting the development capacity of such land is counterintuitive to establishing a viable town centre of scale adjacent Cudgong Road Railway Station.

We have undertaken an urban design yield review of the impact of the current and proposed controls for the Sites (see **Figures 4-7**).

The Sites are zoned R3 Medium Density Residential which is consistent with establishing the desired hierarchy of density around centres by decreasing density as proximity from the centre increases. This zoning permits a range of housing types consistent with the broader strategic objectives for greenfield land development as would be expected on a site near public transport and in a location of high amenity. The existing minimum density control supports the delivery of denser housing forms aligned with the zoning of the land and in conjunction with the 12m building height limit permits the development of 3 story residential flat buildings. At 95 Tallawong Road and 119 Cudgegong Road our urban design analysis indicates yields in the order of 103 and 97 dwellings respectively are achievable under the current planning controls. Presently, the maximum dwelling yield is derived by the height limit and the DCP amenity controls such as setbacks, site coverage and landscaped area.

The addition of a maximum density control at 35 dwellings per hectare introduces a new cap on the achievable densities on the Sites. At 95 Tallawong Road and 119 Cudgegong Road our urban design analysis indicates yields of 31 and 34 dwellings respectively are achievable under the proposed planning controls, roughly 30% of the dwelling yield that would be possible under the current controls. The development of the land at this density also changes the form of development delivered on the Sites by promoting dwelling houses as the predominant urban form. This form of housing is more suited to the R2 Low Density Residential zoned land further away from the new centre.

Establishing maximum density controls on the Sites effectively reduces the current development capacity from approximately 200 to 65 dwellings across both Sites. On the contrary, it would be good planning practice to enable the development industry to deliver density and housing choices that meet the needs of the market and take advantage of access to services, amenities and transport, as is possible under the current zoning, height and minimum density controls.

**Table 3 – Comparative Yields**

Site	Option	Proposed	No. of Dwellings
95 Tallawong Road	1 - Subdivision	Density range of 25-35 dwellings / ha	31
	2 – 3 storey residential flat buildings	Minimum density of 25 dwellings / ha	103
119 Cudgegong Road	1 - Subdivision	Density range of 25-35 dwellings / ha	34
	2 – 3 storey residential flat buildings	Minimum density of 25 dwellings / ha	97

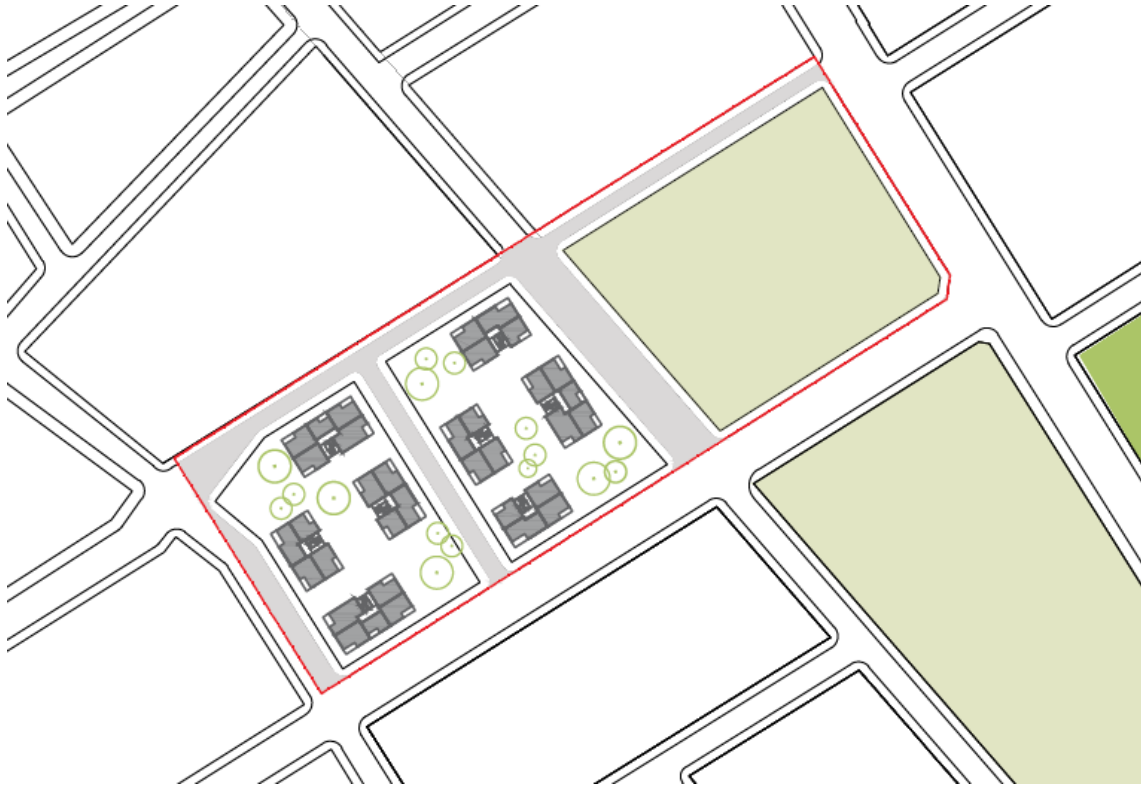
In view of this and the discussion below, it is unclear why the development potential of the Sites is proposed to be reduced through the maximum residential density controls. There is a strong case to review planning controls to maximise development capacity around the station, and to identify plan for and establish funding mechanisms for additional local infrastructure required to support more intensive development around the station precinct.



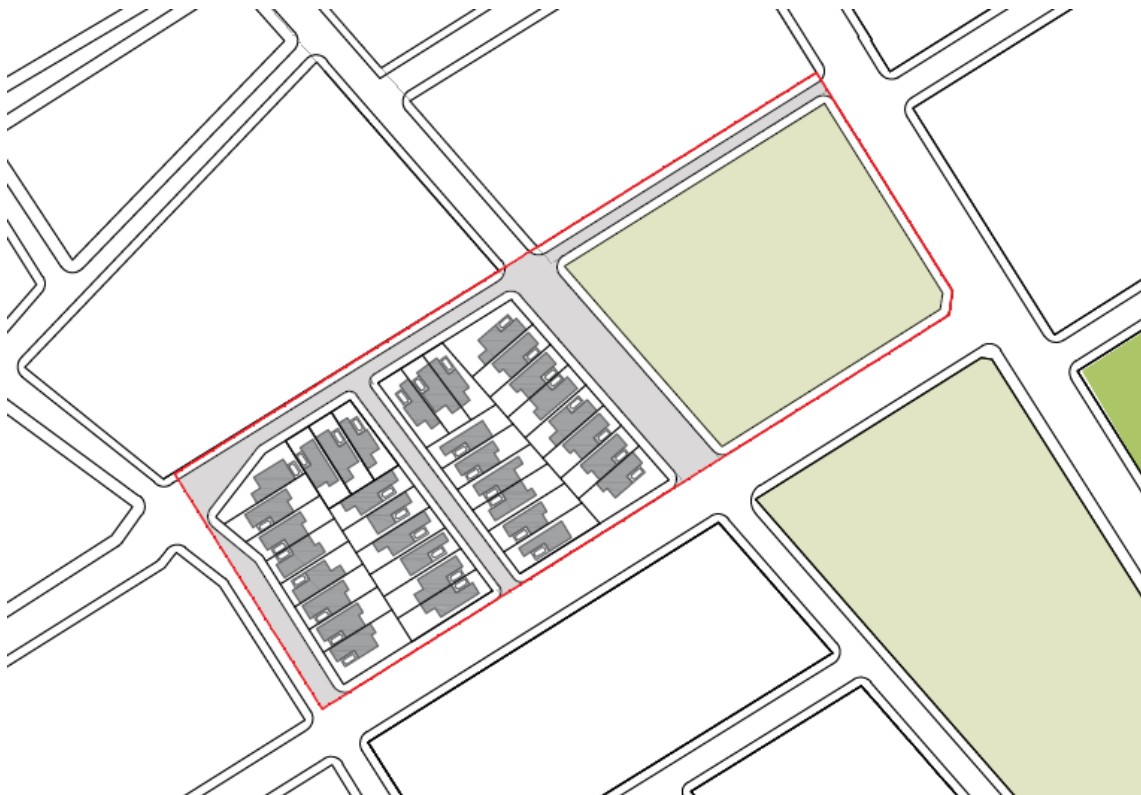
**Figure 4** – 95 Tallawong Road Achievable Density with the Current Minimum Density of 25 dwellings per hectare



**Figure 5** – 95 Tallawong Road Achievable Density with the Proposed Density Range of 25-35 dwellings per hectare



**Figure 6** – 119 Cudgegong Road Achievable Density with the Current Minimum Density of 25 dwellings per hectare



**Figure 7** – 119 Cudgegong Road Achievable Density with the Proposed Density Range of 25-35 dwellings per hectare



## 7.0 ALTERNATIVES TO A MAXIMUM DENSITY CONTROL

It is understood that the key intent of the Implementation Plan and associated changes to the Growth Centres SEPP, is to balance the level of permissible growth with the infrastructure that can be provided to support new homes. Accordingly, the documents propose intervention in the development standards of specific areas to limit growth. However, addressing capacity issues with planned infrastructure can be achieved through other mechanisms, which would not unduly constrain the market. Preventing the delivery of homes and associated public benefits is counterintuitive to the housing pressures currently faced in Sydney, the strategic priorities for Sydney, and the unique strategic merit of the Sites.

It is requested that the Department explore other means of providing infrastructure in coordination with development. In the event that development proposes to exceed the envisaged maximum density, Council already has mechanisms in place to levy additional contributions, as local contributions plans for open space and community facilities are determined based on the proposed resident population of each development. Council can apply additional contributions to acquire and embellish (to a standard higher than currently anticipated) open space nearby, such as along creek corridors, or to develop additional community facilities.

We also note that the Department intends to review the Western Sydney Growth Areas Special Infrastructure Contribution (the SIC). This review is in part a response to anticipated higher dwelling densities and a larger population across the North West Priority Growth Area. In particular, the draft Implementation Plan indicates that additional regional open space along corridors like Eastern Creek and South Creek, could be considered as part of the SIC review. We support this approach in principle as a way of capturing some of the infrastructure requirements arising from higher population densities in an equitable way, and contributing to expansion of the Green Grid outlined in the draft District Plans.

The draft Implementation Plan also highlights the strategic importance of the Schofields Road corridor, which includes the planned extension of the Sydney Metro Northwest from Cudgegong Road Station to Marsden Park. One of the objectives of the draft Implementation Plan is to *“Explore new land uses along major infrastructure corridors to benefit from public investment in infrastructure such as Schofields Road... as well as the Sydney Metro Northwest and its transport corridor extension.”* The Schofields Road/Sydney Metro Northwest corridor is a key opportunity to deliver an integrated, mixed use, transit oriented community, particularly at the key nodes of Schofields Station and Cudgegong Road Station. The corridor investigations should include as a minimum a one kilometre catchment around each station. For Cudgegong Road Station this includes the land that is zoned B1, B4 and R3 in the Area 20 and Riverstone East Precincts. Until this corridor strategy is finalised, the Department should not propose any changes to statutory planning controls, and if the proposed amendments are to be finalised prior to the completion of the corridor strategy, land within the waking catchment should be excluded from the maximum density controls.

We note the recent NSW Government announcement that the area around Schofields Station has been nominated as a Priority Precinct, and consider that the same status should be given to the Cudgegong Road Station precinct. The Cudgegong Road Station precinct is a more immediate priority given the Sydney Metro Northwest is due to commence operations in 2019, while uplift at Schofields in large part relies on the extension of the Metro to Marsden Park, which is currently not programmed or funded. It is inappropriate and premature to propose maximum densities on this land while a strategic review of land use and development potential is underway. The proposed maximum density control is, at best, an interim measure that will stifle development around one of the stations on the Sydney Metro Northwest, consistently promoted by the Government as our largest infrastructure project.



## 8.0 CONCLUSION

There is a substantial disconnect between the strategic objectives of the draft Implementation Plan, the draft West Central District Plan, Towards our Greater Sydney 2056, and the proposed amendments to residential density controls. This disconnect is particularly acute for sites that are within walking distance of the Cudgegong Road Metro Station, the only Metro Station and therefore the most significant opportunity to deliver high density, mixed use transit oriented development in the North West Priority Growth Area. Further, whilst there is need for a proactive approach to infrastructure provision, and to ensure there is sufficient infrastructure to guarantee amenity and quality of life, there are other planning mechanisms available to achieve this objective that are better suited to the Cudgegong Road Station precinct.

We trust the issues raised in this submission will be given careful consideration, and the Department progresses the strategic review of the Schofields Road/Sydney Metro Northwest corridor as its first priority. We also request and offer to the Department the opportunity to work with the private sector and other stakeholders to establish a planning framework that enables developers to deliver new and more diverse housing, community infrastructure, jobs and services for the rapidly growing communities of the North West Priority Growth Area. We would be happy to work with the Department to provide private sector perspectives on the development potential of the Cudgegong Road Station Precinct.

Should you have any queries about this matter, please do not hesitate to contact me on (02) 9956 6962 or [probilliard@jbaurban.com.au](mailto:probilliard@jbaurban.com.au).

Yours faithfully,



Paul Robilliard  
*Director*