

SHOWGROUND STATION PRECINCT

FINALISATION REPORT

December 2017



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Glossary

Act	Environmental Planning and Assessment Act
AHD	Australian Height Datum
CBD	Central Business District
Council	Hills Shire Council
DCP	Development Control Plan
Department	Department of Planning and Environment
FSR	floor space ratio
GFA	gross floor area
ha	hectare
LEP	Local Environmental Plan
LGA	local government area
Minister	Minister for Planning
OEH	Office of Environment and Heritage
RMS	Roads and Maritime Services
SEPP	State Environmental Planning Policy
TfNSW	Transport for New South Wales

Executive summary

This Finalisation Report provides an overview of the Showground Station Precinct and details the planning amendments that are proposed by *State Environmental Planning Policy Amendment (Showground Station Precinct) 2017*. The Finalisation Report summarises the public consultation undertaken, and responds to issues raised in the submissions.

The Showground Station Precinct is one of eight station precincts along the Sydney Metro Northwest corridor. The \$20 billion Metro project is Australia's largest transport infrastructure project under construction and a priority rail project for the NSW Government. The *North West Rail Link Corridor Strategy*, including Structure Plans for each station precinct, was finalised in 2013 to guide and coordinate planning for the corridor.

The Showground Station Precinct, along with the Bella Vista and Kellyville Station Precincts, were announced as Priority Precincts by the NSW Government in August 2014, following a unanimous decision to nominate these precincts by The Hills Shire Council.

The new Metro will be the catalyst for urban transformation in Sydney's northwest, opening up new connections and economic benefits for the region, and providing opportunities for new attractive and vibrant town centres around the stations. A focus on place-making has underpinned the planning for the precinct for the creation of a healthy, safe and sustainable community.

The Showground Precinct will see a new town centre focused around the station, the Castle Hill Showground site continue its role as an important cultural and recreation facility, provide for more homes and more housing choice close to the station, and provide for a range of business uses, with better connections to transport. It will provide additional open space and facilitate the rehabilitation of and improve access to Cattai Creek.

The rezoning investigations has involved an incredibly comprehensive body of evidence based strategic planning, underpinned by extensive community and stakeholder consultation that will establish a long term and holistic land use and infrastructure plan for the area.

The Final Proposal

The Showground Station Precinct proposal comprises a draft rezoning plan to establish new planning controls for the precinct.

This will be achieved by amending *The Hills Local Environmental Plan 2012* through a State Environmental Planning Policy (SEPP). The SEPP will establish the statutory controls for the precinct, including land use zones, maximum building heights, maximum floor space ratios, minimum allotment sizes, and other related controls to support the rezoning of the precinct. Figure 1 provides the draft exhibited zones and Figure 2 provides the updated zones including post exhibition amendments.

The rezoning plan is forecast to deliver approximately 5,000 new homes and 2,300 jobs over the next 20 years, transforming the area around Showground Station into a vibrant local centre and contributing to Castle Hill as a strategic centre.

This dwelling number is capped through a clause in the SEPP to align with the local and state infrastructure that has been planned to support the precinct's growth and is consistent with the level of growth forecast during public exhibition of the draft plans. Landowners on lots of at least 3,600sqm

will also be required to prepare a site specific development control plan to ensure key masterplanning principles are applied at the development application stage.

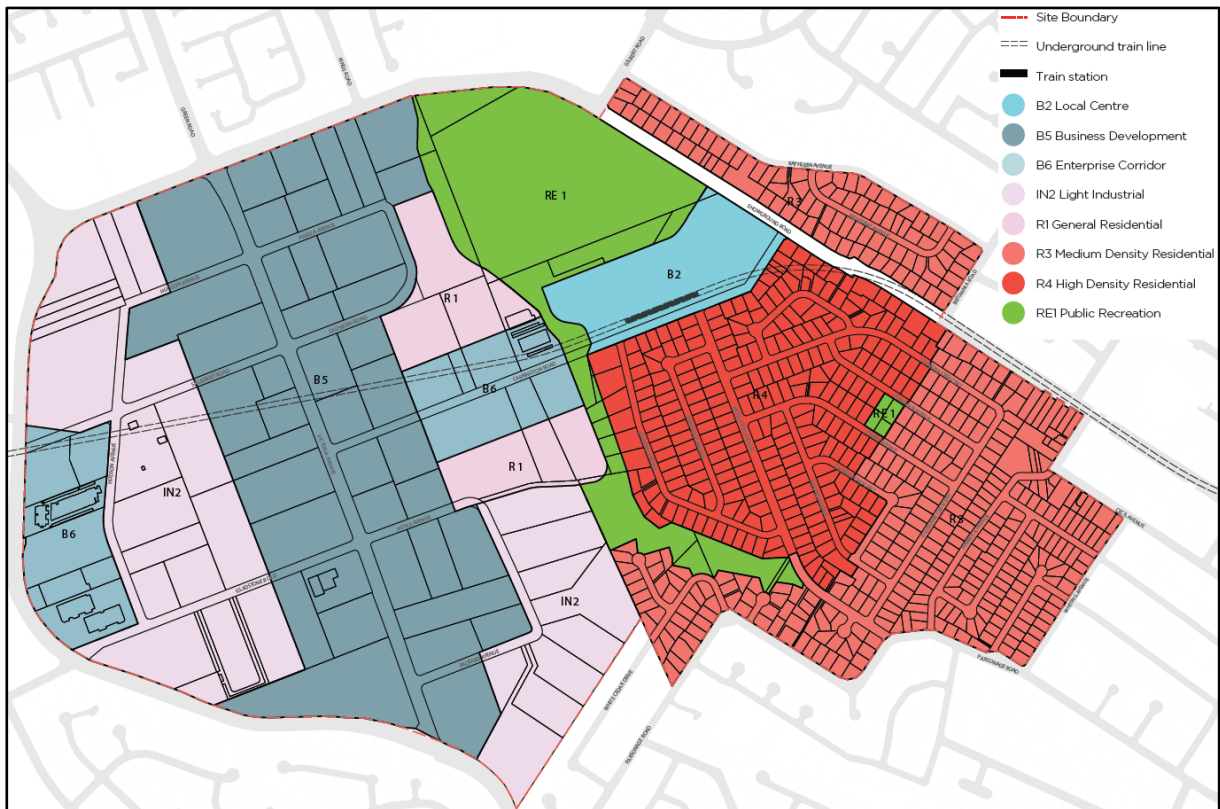


Figure 1 Showground Station Precinct exhibited zones

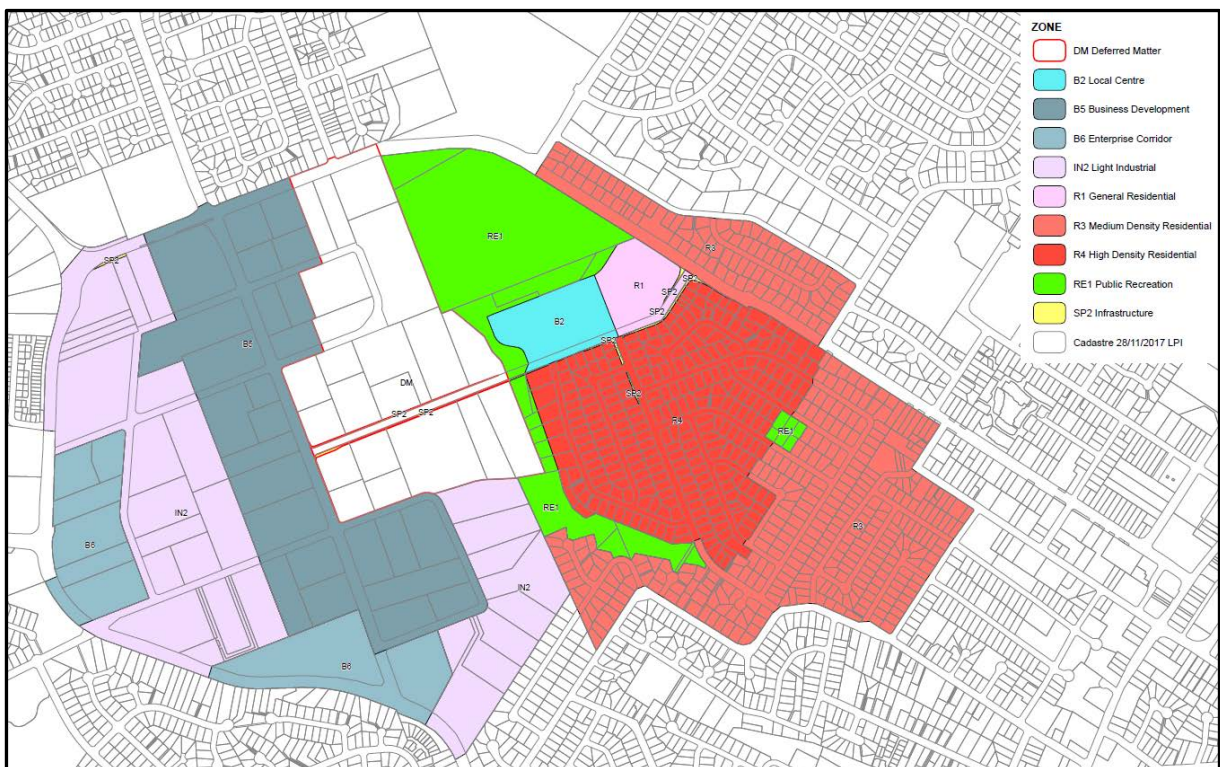


Figure 2 Showground Station Precinct proposed changes

A comprehensive infrastructure schedule identifying the regional and local infrastructure to support the growth in the precinct has been prepared to support the rezoning proposal (see Section 7). The Department will continue to work with The Hills Shire Council and State agencies to plan for and coordinate the delivery of the infrastructure required to support the precincts growth.

Council will also have access to up to \$15 million of Precinct Support Scheme funding to be shared across the Showground, Bella Vista and Kellyville Station Precincts to enhance the amenity of the area. This funding will be used to accelerate the delivery of local infrastructure improvements for the three precincts.

Public Exhibition

The draft plans for the precinct were informed by extensive consultation with the community, Council, and other stakeholders throughout 2014 and 2015. The draft plans were exhibited from 7 December 2015 to 28 February 2016. Community and stakeholder engagement activities that were undertaken during the exhibition period for the Showground Station Precinct included:

- notification letters sent to 2,740 property owners, and The Hills Shire Council, and relevant NSW Government agencies were also notified;
- an advertisement was placed in The Hills Shire Times;
- a precinct newsletter was hand delivered to 1,400 properties in February 2016;
- two community drop in sessions were held on Thursday 28 January 2016 and Saturday 13 February 2016 at the Castle Hill RSL for the Showground Station Precinct;
- a stakeholder briefing session was held on 2 February 2016 for community and business representatives; and
- an online survey was made available to obtain community feedback about potential works that could be funded by the Precinct Support Scheme.

Submissions

A total of 305 public, council and agency submissions were received during the exhibition period. The key issues raised in submissions were:

- requests for increased development potential in residential areas;
- support, or mostly support the draft plans;
- concerns about the future of the Castle Hill Showground facilities and annual show;
- quantity and quality of open space;
- concerns about traffic and parking impacts;
- requests for the heritage status of 107 Showground Road to be reviewed;
- oppose or mostly oppose the draft plans;
- concerns about new roads proposed for existing developed areas; and
- requests for changes to the controls in the employment area in the western part of the precinct.

Online Survey

As part of the exhibition of the draft plans for the Kellyville, Bella Vista and Showground Station Precincts, an online survey was available on the precinct websites to obtain feedback from the community about how the \$15 million in Precinct Support Scheme Funding, available across the three precincts, should be spent.

There were 121 respondents to the survey, with 80% living in one of the three precincts. The most popular works selected by the respondents for the Showground Station Precinct were upgraded facilities at the Castle Hill Showground and revitalisation of Cattai Creek, including walking and cycling paths. The most popular choice for projects that could be funded on the Castle Hill Showground was for a multipurpose community facility.

The Department will continue to work with The Hills Shire Council following the rezoning to discuss local initiatives that may be suitable for the \$15m Precinct Support Scheme funding.

Key changes to the plans

Following the review of submissions, several recommended changes have been made to the draft plans:

- a new provision has been introduced that ensures that no more than 5,000 new dwellings can be delivered in the Precinct
- part of the land that was to be rezoned B2 Local Centre on the northern side of Carrington Road will be rezoned R1 General Residential;
- changes to floor space ratio controls within the R4 High Density Residential area to reinforce the requirement for a transition in building heights and densities throughout the precinct, and to more closely align the corresponding building height control.
- change to the location and size of the planned expansion of Chapman Avenue Reserve;
- introduction of a bonus floor space ratio clause to allow for Council's larger apartment size and mix to be provided where certain requirements are met;
- new local planning control provisions, including for the calculation of floor space ratio and site area, and establishing minimum front setback requirements, and active street frontages in key locations;
- changes to minimum allotment sizes including a minimum allotments size of 1,800m² for apartments 11m in height or less, and 3,600m² for all other apartment buildings;
- the introduction of a design excellence clause for all buildings in the precinct, to ensure a high standard of architecture and urban design is achieved; and
- the change to the DCP control for the precinct, to require all sites of at least 3,600sqm² to prepare a site specific DCP;
- land directly to the west of Cattai Creek to be key-holed out of the precinct, with the rezoning of this area to be deferred for an urban design and landscape masterplan exercise to be completed and further public consultation to be undertaken to determine the appropriate mix of land uses and development controls.

The Department's assessment of the issues raised in submissions, and recommended changes to the exhibited maps and controls for the precinct, are detailed in this Finalisation Report.

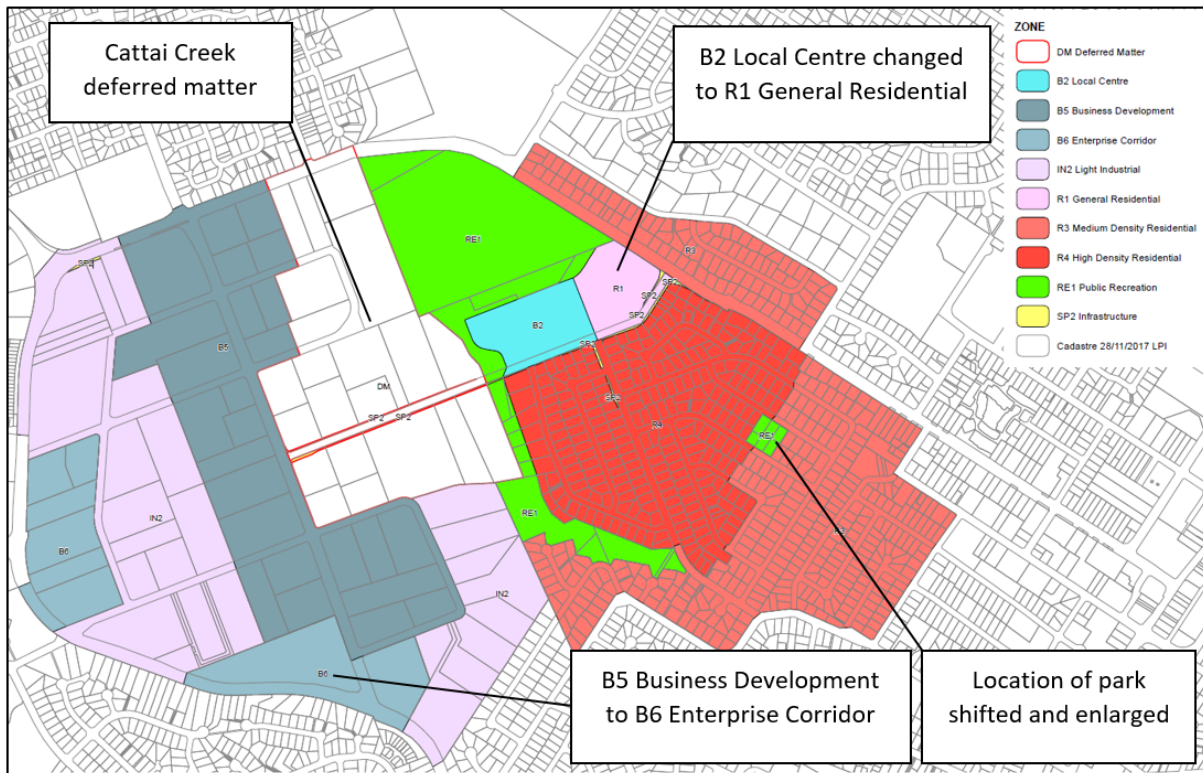


Figure 3 Key Changes to the Plan

1 Introduction

1.1 The Sydney Metro Northwest and Corridor Strategy

The Sydney Metro corridor is a \$20 billion project and is Australia’s largest transport infrastructure project under construction and a priority rail project for the NSW Government (Figure 3). The Sydney Metro Northwest (formerly known as North West Rail Link) will be transformative for The Hills. When the Metro opens in the first half of 2019, this part of Sydney will for the first time be directly connected by high frequency trains to the major employment, retail and education centres in the region. These include the Rouse Hill and Castle Hill retail centres, Norwest Business Park, Macquarie University, Macquarie Park and Chatswood.

The second stage Sydney Metro City and Southwest, scheduled to open in 2024, will extend the Metro line from Chatswood to Bankstown, including a new crossing beneath Sydney Harbour, new stations in the lower North Shore and CBD, and the upgrade and conversion of the line between Sydenham and Bankstown.

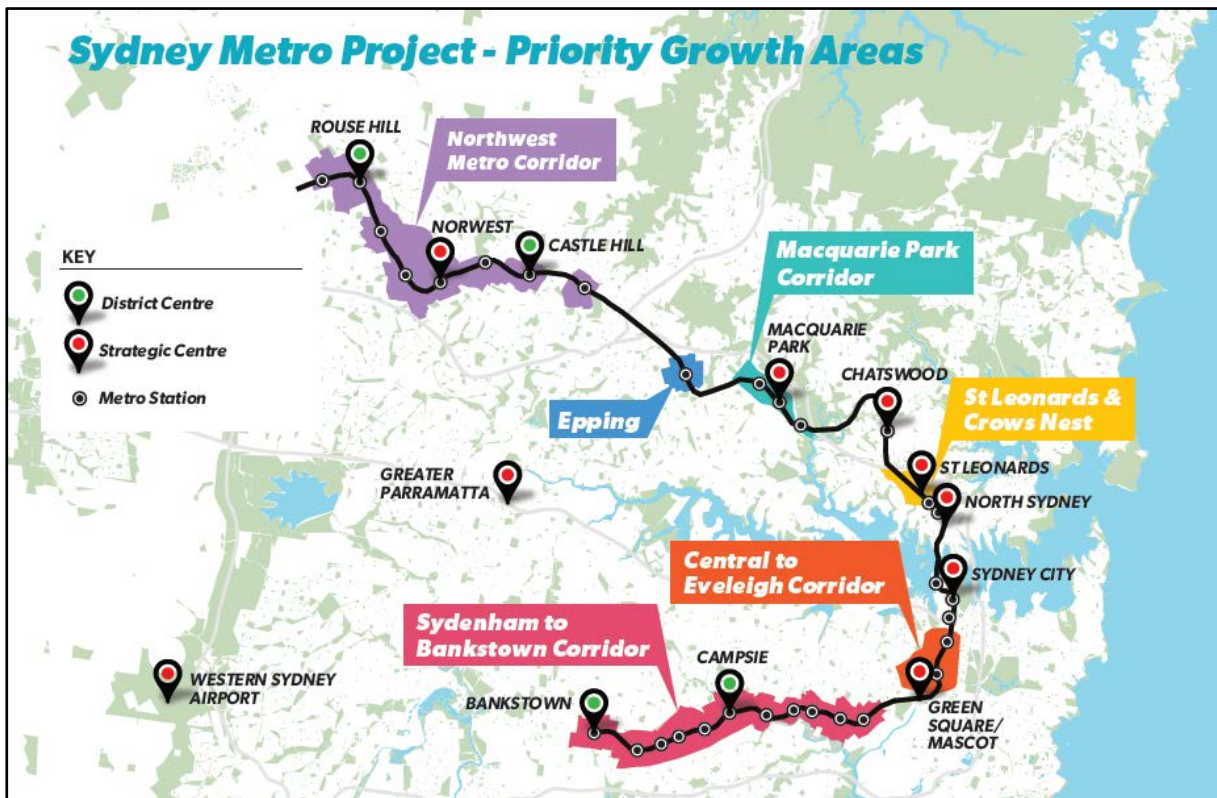


Figure 4 Sydney Metro Northwest and Sydney Metro City and Southwest

The Department of Planning and Environment (the Department) and Transport for NSW (TfNSW), in consultation with relevant local councils, State government agencies and the community, finalised the *North Rail Link Corridor Strategy* in September 2013. The Corridor Strategy, which included Structure Plans for the eight new station precincts, was prepared to integrate land use and transport planning to meet current and emerging challenges associated with future growth in the North West region.

The Corridor Strategy identified the potential for around 28,800 new homes and 49,800 new jobs within the Sydney Metro Northwest corridor over the next 20 years, and:

- identified future visions for the precincts surrounding the new stations;
- projected housing and jobs growth for each precinct and for the overall corridor; and
- established a framework for managing future land use change.

The Corridor Strategy identified that the Showground Station Precinct would evolve to become a mixed use centre comprising offices, retailing, community facilities, recreation, cultural, leisure, education and housing within walking distance of a new station.

1.2 The Priority Precinct program

The Priority Precincts program is a NSW Government initiative which aims to:

- provide for new housing and jobs in centres with good existing or planned transport services;
- coordinate the delivery of infrastructure to support the growth; and
- make these centres attractive places to live, work and visit.

Following the finalisation of the Corridor Strategy, The Hills Shire Council unanimously voted to nominate the Showground Station Precinct, along with the Bella Vista Station and Kellyville Station Precincts, as Priority Precincts. These precincts were subsequently announced by the NSW Government in August 2014 as a means of implementing the Corridor Strategy. The decision to endorse these precincts as Priority Precincts was based on several factors, including that the precincts:

- would maximise the use of the Sydney Metro Northwest and other public transport infrastructure;
- would provide more jobs closer to home and promote public transport to employment areas, reducing the need for private vehicle trips;
- respond to strong current demand, and projected future demand for additional employment and housing; and
- incorporate significant government landholdings with potential for master planning and coordinated redevelopment potential.

1.3 Planning for the Showground Station Precinct

Following the NSW Government's Priority Precinct announcement, detailed planning for the Showground Station Precinct commenced. Specialist studies were prepared to inform the draft rezoning plans, covering urban design, transport, economics, feasibility, flooding, ecology, heritage, open space and community facilities.

The vision for the Showground Station Precinct to 2036 is "*The Hills cultural and innovation precinct*", which is guided by the following principles:

- provision for a range of housing, employment and retail services close to public transport, the regional road network and high quality open spaces including the revitalised Castle Hill Showground;
- creation of an attractive and convenient local centre around the station, providing shops, cafes, restaurants, a central village plaza and jobs;
- provision of high quality, pleasant network of public open space areas;

- delivery of more homes close to the station to meet growing demand and increase housing choice to reflect changing household sizes and lifestyles. It is predicted that 5,000 additional homes can be provided in the precinct over the next 20 years;
- enhancement of existing employment areas and opportunities, providing for a greater range of business types including niche and start-up businesses to complement the Norwest Business Park. It is predicted that 2,300 additional jobs can be provided in the precinct over the next 20 years;
- improving access and connections to the new station and throughout the precinct through improved bus services, pedestrian and bicycle paths, and crossings over Cattai Creek; and
- managing impacts on the natural environment including protection of remnant ecological communities in the Cattai Creek corridor.

The draft plans for the precinct (Figure 5) were exhibited from 7 December 2015 to 28 February 2016, and included:

- zoning for a mixed use local centre around the station to facilitate a compact, walkable centre providing a variety of shops, services and apartments;
- retention of the existing zoning of the Castle Hill Showground for this important regional recreational and event site, as well as other areas designated as parks and open space;
- building heights to transition down from the station area to stand-alone housing areas beyond, providing for a range of housing types to meet demand for greater housing choice;
- business zones largely retained in the west of the precinct, with controls to provide for more diversity in employment such as small plate offices for start-ups and emerging businesses; and
- recommended precinct specific controls for The Hills Shire Council to adopt into their Development Control Plan, including environmental management controls and building design controls to provide high levels of amenity for residents of these buildings, as well as for people using the surrounding streets and open space areas.

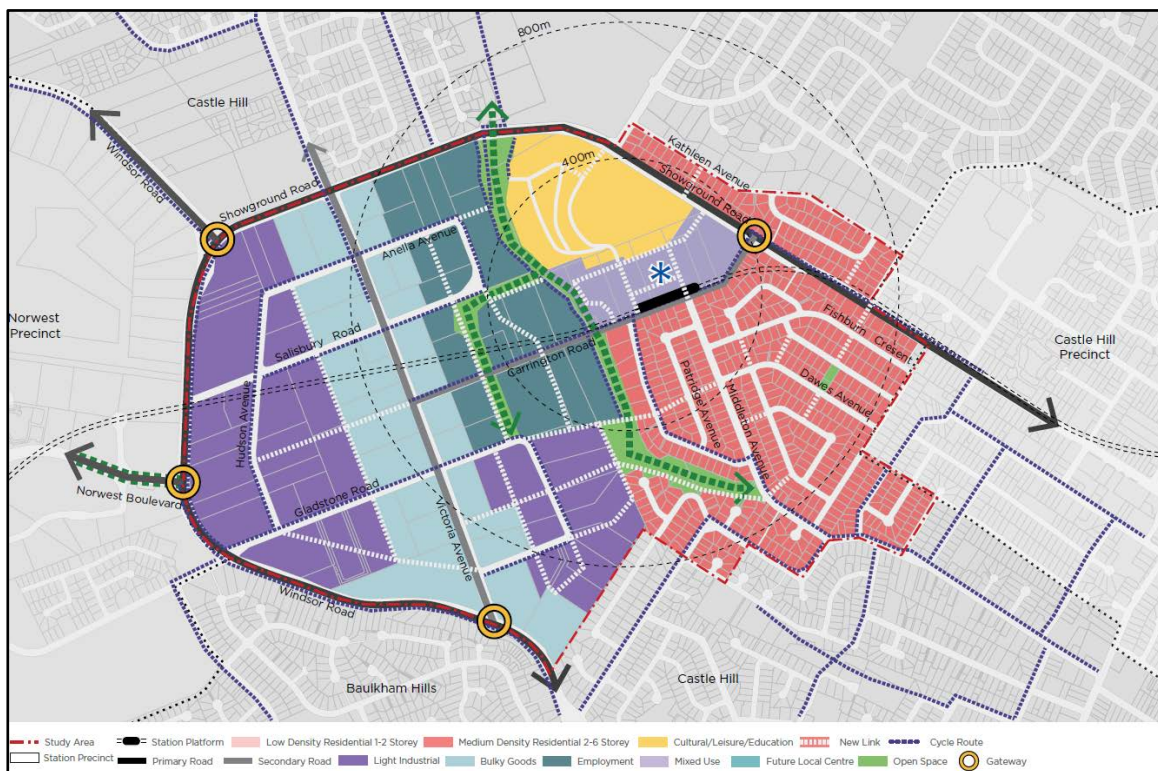


Figure 5 Draft Showground Station Precinct Structure Plan as exhibited

2 Consultation Summary

The Department of Planning and Environment engaged in an extensive program of consultation for the Showground, Bella Vista and Kellyville Station Priority Precincts. Consultation activities which were relevant to the Showground Station Precinct are summarised below.



500

Telephone survey participants



1,400

Newsletters delivered to Showground Precinct properties



2

Ads in local paper



5

Information stalls at community events



280

Community values survey respondents



5

Media releases



2,740

Exhibition notification letters to Showground Precinct



~400

People attended two drop in sessions for the Showground Precinct



3

Stakeholder briefing sessions



305

Written submissions about the Showground Precinct



121

Precinct Support Scheme Survey respondents

2.1 Preliminary community consultation

The community consultation undertaken following the announcement of the Showground Station Precinct as a Priority Precinct in August 2014 included:

- information stalls at five community events;
- an online community values survey covering the Showground, Bella Vista and Kellyville Precincts, with 280 respondents;
- a newsletter delivered to approximately 6,250 residents in the three precincts; and

- a series of stakeholder briefing sessions for community and business representatives across the three precincts.

Further details about this preliminary consultation are provided in the Showground Station Precinct Planning Report that was prepared as part of the exhibition material.

2.2 Public exhibition of the draft plans

The draft plans for the Kellyville, Bella Vista and Showground Station Precincts were exhibited for 12 weeks from 7 December 2015 to 28 February 2016. The websites for each precinct were updated with all the exhibition material available to download. Hard copies of the exhibition material could also be viewed at The Department's Bridge Street office, The Hills Shire and Blacktown City Council's offices, and at the Castle Hill and Vinegar Hill Memorial libraries. An advertisement notifying the community about the exhibition was also placed in The Hills Shire Times.

Letters to Property Owners

A total of 2,740 letters were sent to property owners in, and adjoining the Showground Station Precinct notifying them of the exhibition. A further 11 letters were sent to The Hills Shire Council and relevant NSW Government agencies.

Community Drop in Sessions

Two community drop in sessions were held for the Showground Station Precinct at the Castle Hill RSL. These were held on:

- Thursday 28 January 2016, 4:30pm to 8:00pm; and
- Saturday 13 February 2016, 10am to 1pm.

These sessions allowed members of the community to view the exhibition material, and to talk to Department staff who were available to answer questions about the proposal. Approximately 200 people attended each session.

Newsletter

A Showground Station Precinct newsletter was hand delivered to approximately 1,400 properties in the precinct in early February 2016 and available at the community drop in sessions, to keep the community informed about the exhibition and community consultation activities.

Stakeholder Briefing Session

A stakeholder briefing session was held on Tuesday 2 February 2016 for community and business representatives. This was a combined session for all three Sydney Metro Northwest Priority Precincts.

The session provided an overview of the Department's draft plans on exhibition, and sought to obtain feedback on the draft plans.

Online survey

An online survey was available from 7 December 2015 until 15 May 2016 on the precinct website, and publicised on all communications material during the exhibition period. The survey sought feedback from the community about what sort of local infrastructure projects could be funded with the \$15 million in Precinct Support Scheme funding available across the three precincts, upon rezoning.

A total of 121 respondents completed the survey, with 36% of respondents living in the Showground Station Precinct. A copy of the survey report is appended to this report.

2.3 Public submissions

A total of 305 submissions were received by the Department from the community in response to the exhibition of the draft plans for the Showground Station Precinct, which included submissions representing several property owners. Multiple submissions made by the one person have been counted as a single submission.

The most common issues raised in submissions were:

- requests for increased development potential in residential areas, including higher density rezoning to permit apartments, or greater height for FSR controls;
- support or mostly support the draft plans;
- concerns about the future of the Castle Hill Showground facilities and annual show;
- quantity and quality of open space;
- concerns about traffic and parking impacts;
- requests for the heritage listing of 107 Showground Road to be reviewed;
- oppose all or most of the plans;
- concerns about new roads proposed in existing developed areas; and
- requests for changes to the controls in the employment area in the western part of the precinct.

Most submissions raised multiple issues. The range of issues raised in submissions, and the number of specific comments on each issue are summarised in the graph at Figure 6. A discussion of these issues, as well as other issues raised less frequently, and a detailed response is provided in Section 3 of this report.

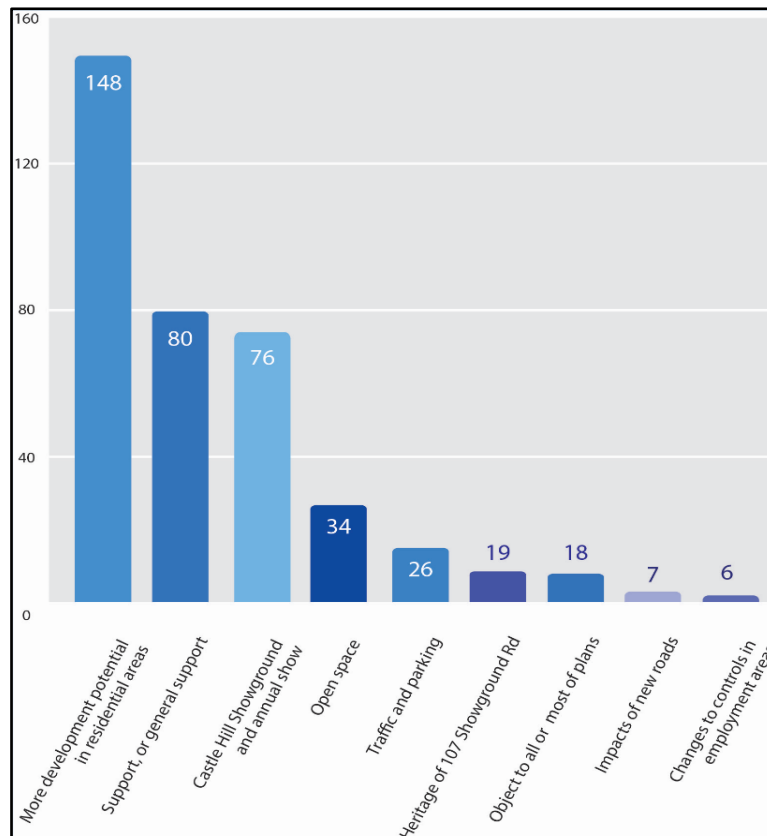


Figure 6 Summary of key issues received in public submissions

2.4 Council and Agency submissions

Submissions were received from The Hills Shire Council and four State Government agencies. Key issues raised included:

The Hills Shire Council

- Governance framework for the NSW Government owned land;
- The relationship of the draft controls with The Hills Shire planning framework;
- Dwelling yields and floor space ratio controls;
- Transfer of floor space ratio;
- Concerns about proposed lot sizes and setback controls;
- Need for design excellence provisions;
- Concerns about traffic and transport impacts;
- Open space; and
- Community facilities.

Office of Environment and Heritage

- Raised issues including potential impacts on threatened species, ecology, climate change, flood risk management and Aboriginal cultural heritage.

Sydney Water

- Advised that an integrated water and wastewater servicing strategy was being prepared for the Sydney Metro Northwest corridor, and provided advice on stormwater controls.

Department of Education and Communities

- Advised that the possibility of locating a high school in the corridor was being considered, including the option of co-locating a facility with public open space and/or community facilities to benefit the community.

Endeavour Energy

- Advised that future developers would need to apply to Endeavour Energy to finalise connections.

A discussion and response to these issues is provided in Sections 4 and 5 of this report.

2.5 Post Exhibition Consultation

Throughout 2016 and 2017, the Department engaged in a series of technical workshops and meetings with the Hills Shire Council to address issues raised in its submission. As a result of these discussions the Department undertook additional work around density, built form and infrastructure needs in the precinct. This work included economic and feasibility analysis including the capacity of the market, built form analysis including modelling of heights, floor space and setbacks to ensure the proposed controls delivered on density outcomes in the precincts.

The Department has now engaged a consultant to undertake the detailed planning for the keyhole site and is working closely with Council to deliver as refined planning controls and a public domain masterplan. It is anticipated that this body of work will inform a new rezoning proposal and update the planning controls for the site.

The Department also met regularly with other Government agency stakeholders, including TfNSW, Landcom and Department of Education to ensure NSW Government requirements were addressed.

During the same period the Department also met with a number of land owners in the precinct to discuss future plans for their sites.

In October 2017, the Department received a substantial package of material from Council regarding the proposed rezoning controls for the Showground Station Precinct, and also the Bella Vista and Kellyville Station Precincts. Since that time, numerous meetings between the Department and Council officers were held to address Council's concerns.

The Department continued to work closely with Council and meet with local MPs to finalise the rezoning plans for the precinct. Numerous resources were dedicated to address issues as they were raised by the Council.

The Department made changes to the rezoning proposal to address issues raised by Council and local MPs. Other minor mapping changes have also been made to address Council feedback. These matters are set out at Chapter 6.

3 Issues raised in public submissions

3.1 Requests for changes to zoning and development controls to increase density

Requests to change areas proposed to be rezoned R3 Medium Density Residential to R4 High Density Residential.

Around 100 submissions were received from both individual landowners or on behalf of multiple properties requesting that their properties be rezoned from R2 Low Density Residential to R4 High Density Residential, rather than to R3 Medium Density Residential. These properties are shown in Figure 7 below.

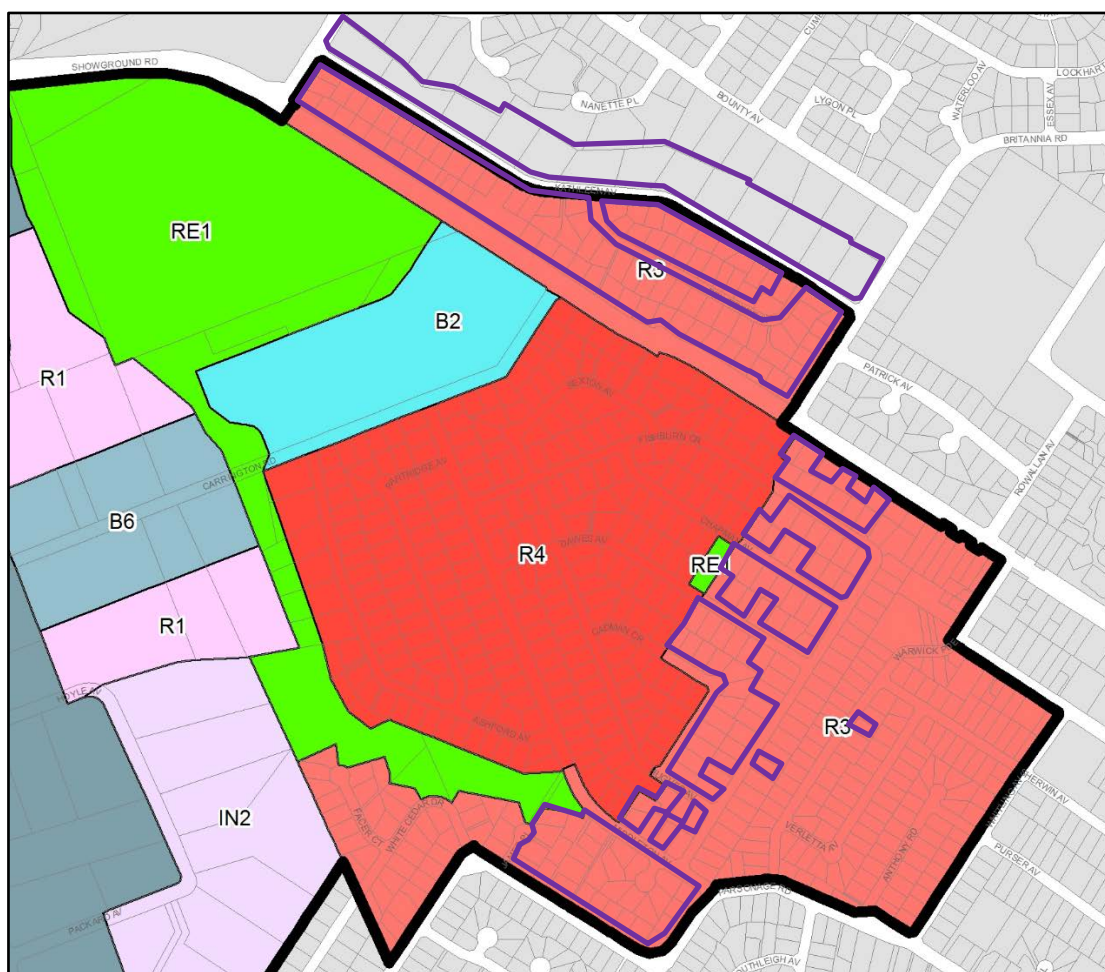


Figure 7 Properties seeking change from R3 zoning to R4 zoning, and the exhibited plan

These properties are generally located:

- on land south of Showground Road, most properties between the proposed R4 High Density Residential area and Fishburn Avenue in the south-east of the site;
- properties in the southern-most part of the precinct adjoining Parsonage Road (which is the southern boundary of the precinct), Middleton Avenue and James Place;
- on land north of Showground Road, including the properties on the north-eastern side of Kathleen Avenue adjoining the precinct boundary; and

- other individual properties in the south-eastern part of the precinct.

The reasons put forward for the change in zoning included:

- the Department should be providing for more homes in the precinct to benefit from the Metro station;
- townhouse development is not feasible and unlikely to occur;
- it would be difficult to get approval for more access to/from dwellings adjoining Showground Road; and
- many landowners have formed groups intending to sell together, and have prepared potential building layouts and masterplans.

Comment

Overview

The strategic planning framework for the Showground Station Precinct seeks to concentrate growth and activity within the precinct in the area nearest to the new metro station. This will help encourage activity around the new station and help transform this area into an attractive and lively precinct with people living, working, shopping and socialising close to the station.

Building heights and densities are proposed to reduce as they get further from the station and the town centre, providing for a transition down to existing low density residential areas with stand-alone homes, and providing for greater housing choice with lower height apartment buildings and terrace/town house style development in the precinct.

The land on the northern side of Carrington Road is owned by the NSW Government and relatively unencumbered and will be developed in the short term, but is still expected to take around 12-15 years to be completed.

The 2013 *North West Rail Link Corridor Strategy* forecast around 3,600 new dwellings for the precinct, with this number also informing infrastructure planning for the region by other government agencies. These dwelling forecasts were based on a high level, desktop analysis of areas that may be suitable for urban renewal to complement the new station.

An economic feasibility and market demand analysis report prepared by Jones Lang LeSalle for the Department was publicly exhibited with the rezoning proposal. The analysis found that market demand for apartments are likely to see a take up of around 5,000 dwellings in the precinct over a 20-year period, due to demand for apartments not only in other Sydney Metro Northwest station precincts, but also from other centres in the greater Sydney region.

Although many landowners are looking to sell as groups, there is no guarantee that these groups will remain intact following the rezoning, and that even if these sites were sold together, they could still be further on-sold as smaller groups of properties.

Land south of Showground Road

The draft plan sought to separate the proposed R4 High Density Residential zone and the R3 Medium Density Residential zone by several indicative new roads that could be constructed. The purpose of identifying these roads is to encourage more access through the precinct as development occurs, and to provide a buffer between higher density apartments and lower scale adjoining development.

Any new local roads that may be required will be investigated further by Council and landowners during preparation of site specific development applications and the further masterplanning of larger sites at the development application stage.

To continue to provide a transition to the area will remain R3 Medium Density Residential, it is recommended that the maximum building height be 10m to permit terrace and town house style dwellings, which will provide additional housing choice in the precinct.

The Department recognises that terrace or town house style homes are likely to develop slower over time compared to higher density apartments. However, the option to provide this type of housing is important to provide increased housing choice.

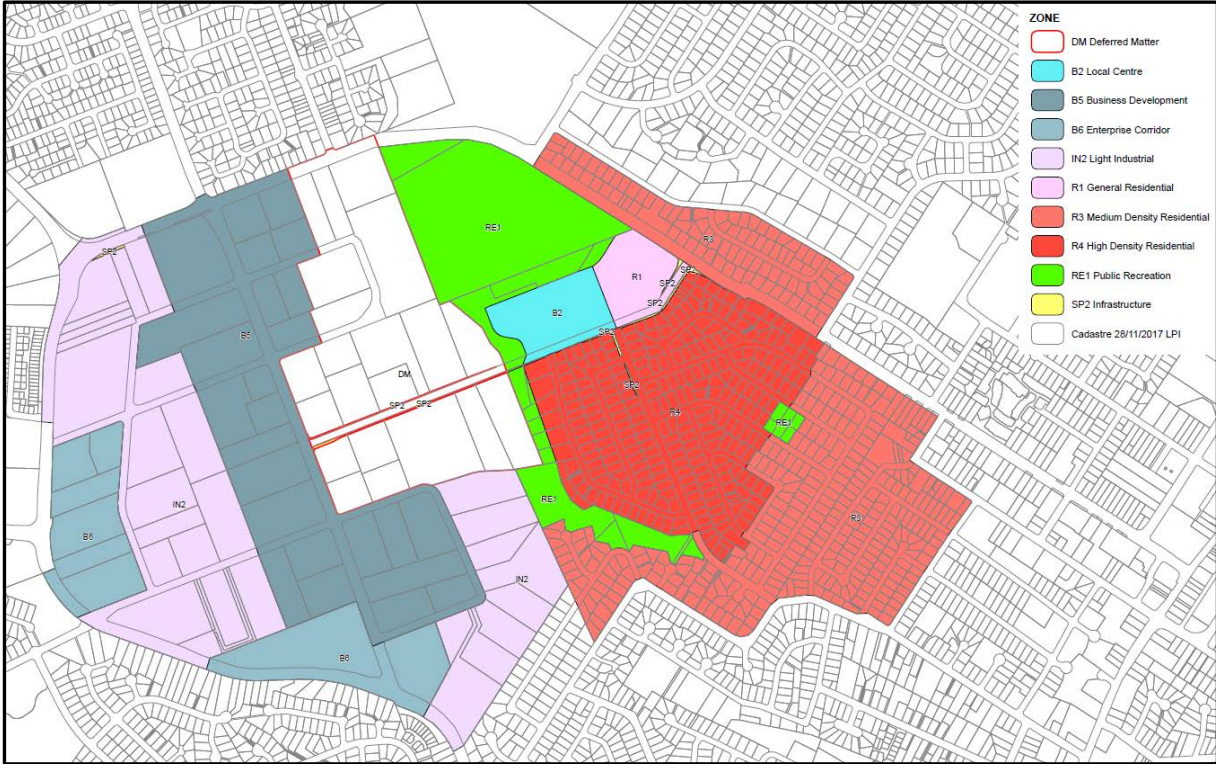


Figure 8 Proposed Zones

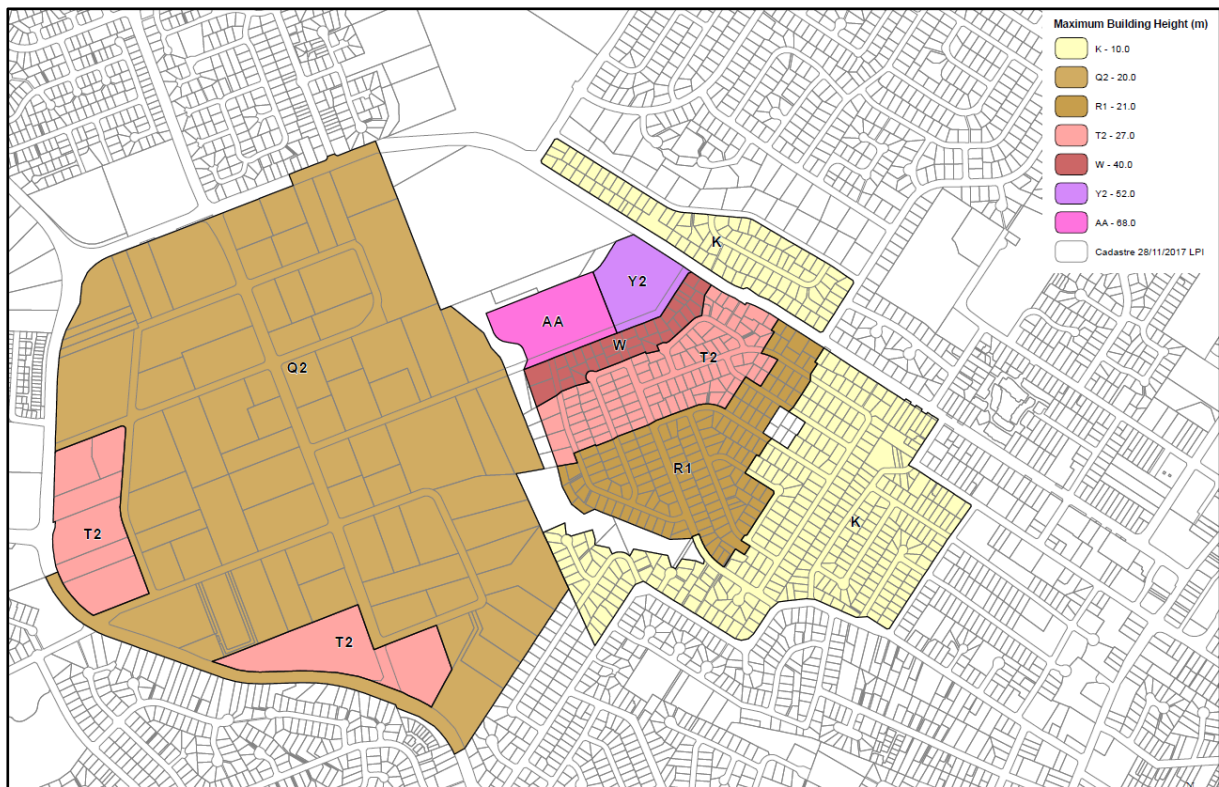


Figure 9 Revised Heights

Land north of Showground Road

Showground Road is a four-lane road, at least 17m wide, along with right hand turning lanes and medium strips for part of the length adjoining land in the precinct on this side of the road.

Individual and group submissions were received from most of the properties in the area, including land directly adjoining the precinct in Kathleen Road, requesting the area be rezoned to R4 High Density Development

Although the Showground Station Precinct extends across Showground Road, extending the site further presents challenges for transition as the adjoining land to Kathleen Road is zoned E4 Environmental Living. High density residential areas immediately adjoining an environmental living area would be inappropriate both in land use and built form.

It may be possible to consider land further north in the longer term for further development however at this stage the proposed precinct boundary will not be extended and the existing zone will remain. It is also possible for land owners outside the precinct to pursue a planning proposal with Council as the local planning authority to consider and progress should the proposal and studies support further growth.

It is likely Council would need to be satisfied that appropriate pedestrian access to the station could be achieved, that infrastructure necessary to support the additional population can be provided and that suitable transition towards and interface with adjacent E4 Environmental Living zone is proposed.

Requests for increased density in areas proposed to be zoned R4 High Density Residential

Several properties in the proposed R4 High Density Residential area, predominantly in the area that permits 6-8 storey apartments requested increased height and/or FSR on their sites.

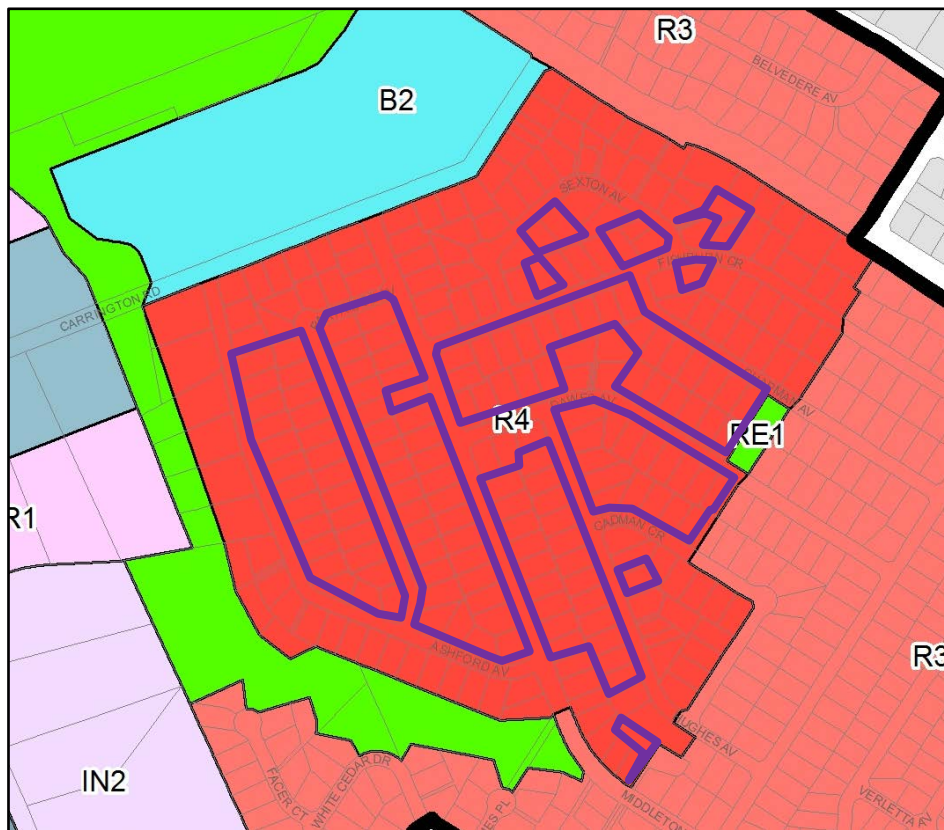


Figure 10 Properties seeking increased height and/or floor space ratio controls

The reasons for the request include:

- exhibited FSRs would not result in feasible development,
- encourage more development closer to the station,
- enable the proposed new roads to be constructed, and
- maintain the same FSRs to each height.

Comment

As part of the process, the Department undertook built form massing analysis in the proposed R4 area to reach assist in establishing key built form controls, including building heights, floor space ratio, building setbacks, site coverage, minimum lot sizes and minimum landscaping areas.

The proposed height and floor space ratio controls for the precinct, are detailed in Figures 9, 12 and 13. This includes the use of incentive clause for floor space if the development delivers apartment sizes in line with Councils guidelines.

The Department has revised the floor space ratio controls to more closely align with the corresponding building height controls that were publicly exhibited. This will provide certainty to the community that the rezoning controls will align with the increased development potential that was proposed at the time of the December 2015 public exhibition.

This change will increase the planning capacity for the precinct beyond the 5,000 new homes that have been forecast to be delivered over the next twenty years.

To ensure future growth in the precinct matches the level of local and regional infrastructure that has been planned, a new statutory provision has also been included to ensure that no more than

5,00 new homes can be delivered in the precinct. This is consistent with a similar cap on dwelling yields that was adopted in the recently rezoned Bella Vista and Kellyville Station Precincts.

A dwelling cap of 5,000 dwellings is consistent with the level of growth forecast during public exhibition of the draft plans, and aligns with the local and state infrastructure that has been planned to support the precincts' growth.

The Department will closely monitor the delivery of housing approvals and dwelling completions following rezoning, and would support the lifting of this dwelling cap where further regional infrastructure commitments are made to support additional growth.

The Department and Council also reached broad agreement to accommodate Council's desire to incentivise the development industry to deliver some larger apartment sizes and provide a prescribed mix of apartment types through a 'topping-up' model. This model will adopt the use of base and bonus floor space ratio controls. A detailed explanation of this approach is at Section 4.3 of this report.

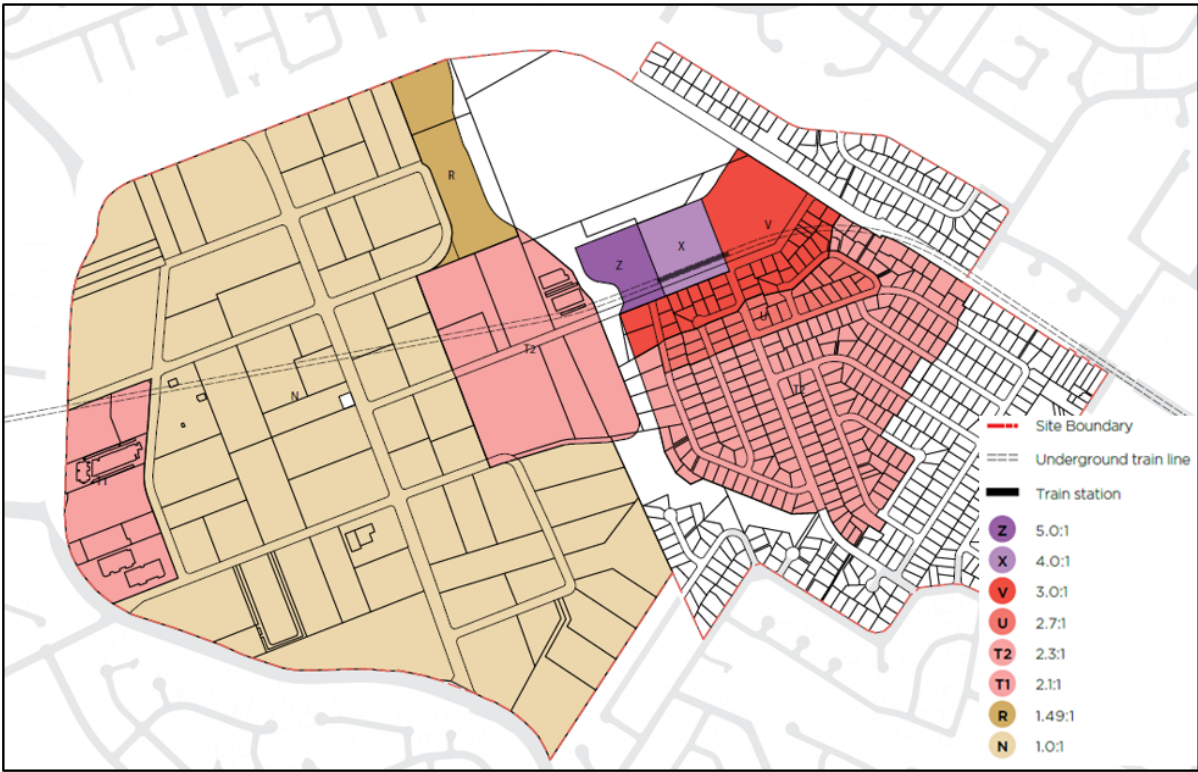


Figure 11 Exhibited FSR

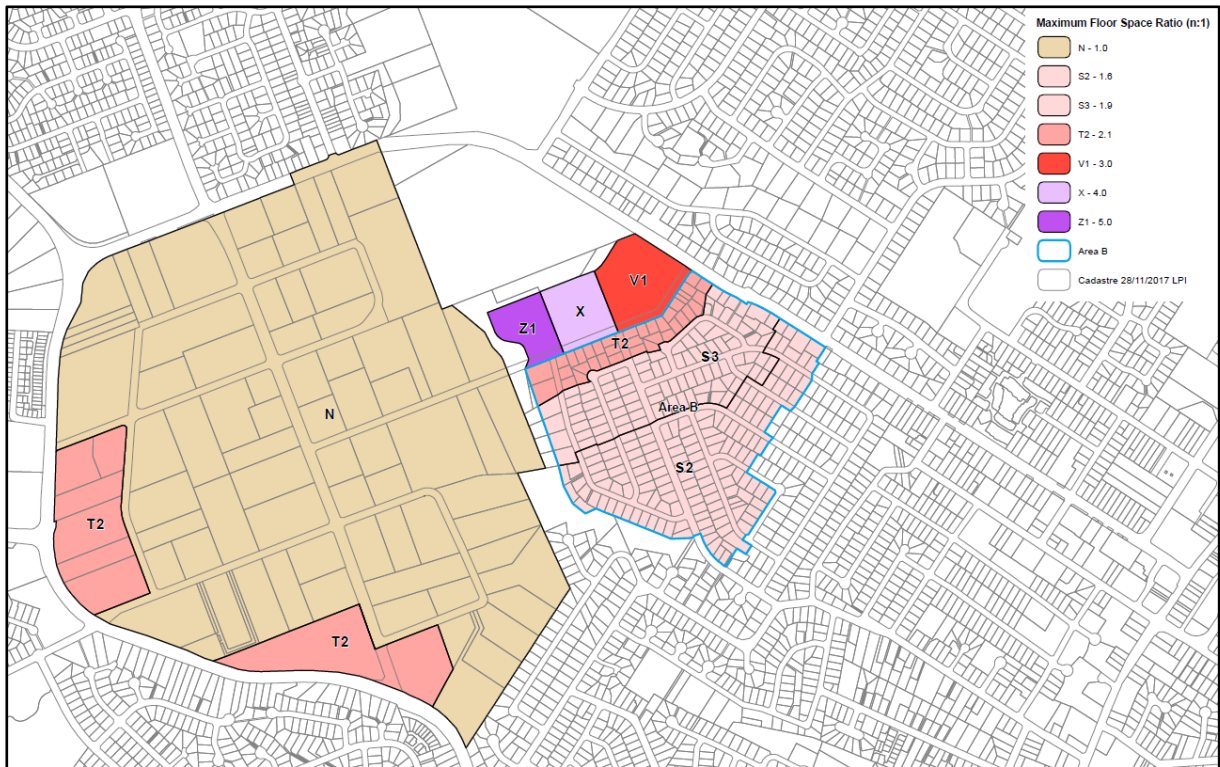


Figure 12 Revised Base FSR – post exhibition

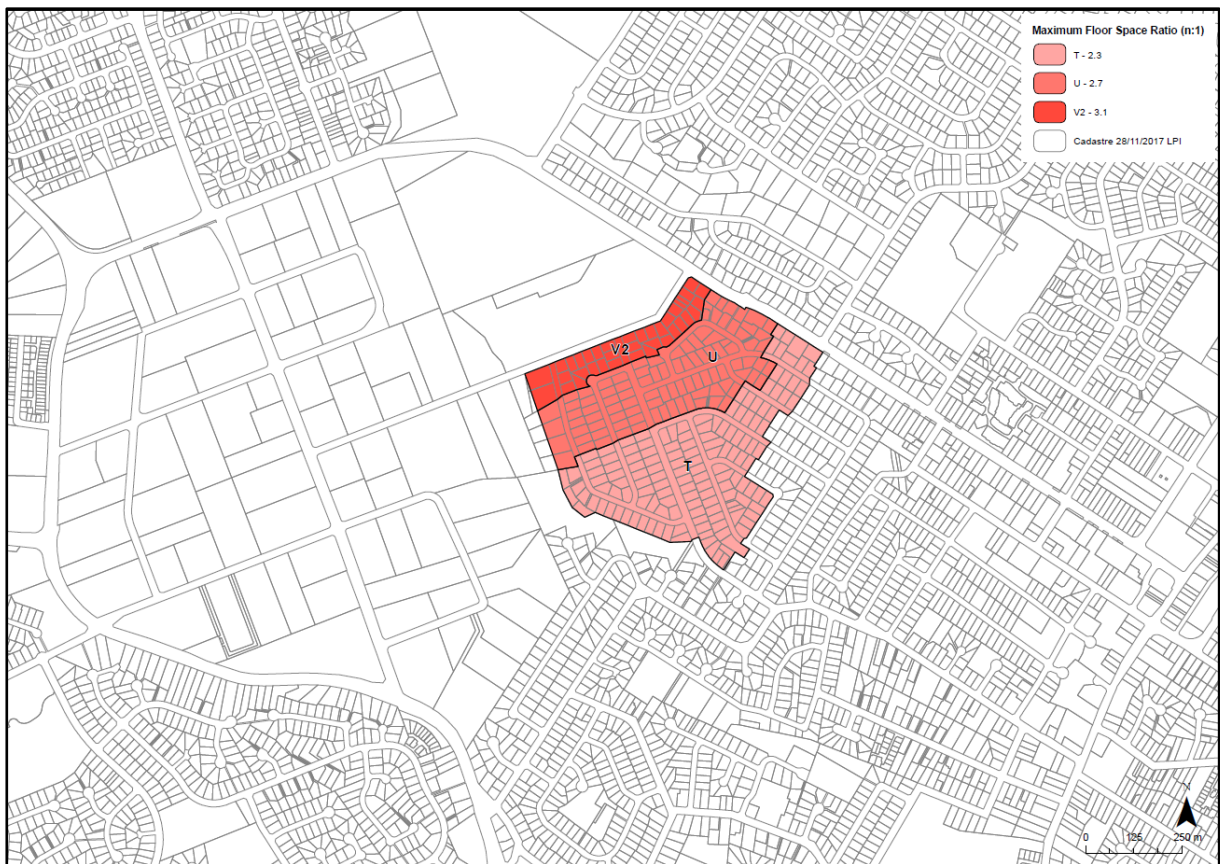


Figure 13 Revised Bonus Incentive FSR – post exhibition

3.2 Support or mostly supportive of the draft plans

The Department received 80 submissions which either supported the draft plans, or key aspects of the plans. Of these submissions, 61 were from properties proposed to be rezoned from R2 Low Density Residential to R4 High Density Residential. About 25 of these were also requesting additional development potential. The reasons for the request include to:

- support development close to rail stations and a new town centre;
- improve connections through the precinct and to the station; and
- provide better housing choice for different life stages, such as when children grow up and move out, they can stay in the area if they wish.

Some submissions supported certain aspects of the plans over others, such as support for the improved creek corridor and more walking and cycling paths, but may not be as supportive of the extent of the height of the buildings proposed.

Comment

The responses are noted, and demonstrate the importance of incorporating high quality urban design, accessible and attractive public domain and greater housing choice as part of the rezoning proposal.

3.3 Concerns about the future of the Castle Hill Showground facilities and annual show

There were 76 submissions received raising concerns about the future of the Castle Hill Showground. Many of these were concerned about the future of the annual Castle Hill Show, facilities such as the Pavilion Theatre and other community activities at the site.

Comment

The 17 ha Castle Hill Showground is a major recreational and cultural facility in the Castle Hill area. It is located on land owned by Council to the north of the Showground Station. As this facility is strategically located in this precinct, the Department worked with The Hills Shire Council to investigate options for how this important asset could be improved for the benefit of the existing and future community.

This proposal does not seek to change the RE1 Public Recreation zone of the Castle Hill Showground. The site will continue to provide for recreation, community and cultural activities for the local and wider community, and continue to provide important green, open space. The future of the Castle Hill Show, held three days a year, is a matter for Council, however there is significant potential for a wide range of activities to be held here.

As part of the draft plans prepared for the precinct, the Department presented a concept master plan for the Castle Hill Showground, based on discussions with the Hills Shire Council. The intention was to start the consultation process for this area of the precinct, including the possibility of providing a greater range of activities over time and maximise the benefits that this site could provide, including increased accessibility to pedestrians and cyclists.

Following the precinct's rezoning, it will be the responsibility of Council, as owner of the Showground site, to then lead the visioning, master planning, stakeholder engagement and delivery of any upgrades to ensure the full potential of the significant public asset is realised.

Improvements to the Cattai Creek Corridor that runs through the Showground site will also add to the area of open space for recreation, and enhance the environmental qualities of the open space.

The online survey conducted as part of the exhibition of the draft plans included a question for respondents to rank their preferred projects at the Castle Hill Showground. The most popular, in order were:

- multi-purpose facility (for concerts, exhibition, sporting and youth events);
- park furniture;
- sporting facilities;
- a market pavilion; and
- improved lighting.

3.4 Quantity and quality of open space

There were 34 submissions which raised issues about open space in the precinct, which included:

- support for the open space and/or greening of areas proposed, including upgrades to the creek corridor and Cockayne Reserve;
- planning for enough open space to service the population; and
- concern about open space zoning proposed for their properties.

Comment

A range of new or upgraded public open space areas are proposed as part of the proposal to meet the needs of the existing and new population. These open space areas include:

- Castle Hill Showground – The Hills Shire Council will be responsible for preparing a detailed master plan for this site, with opportunities to provide a broader range of open space, sporting, recreational, cultural and community activities;
- Cattai Creek corridor – An additional 1.8 hectares of land within the riparian corridor of Cattai Creek in private ownership is to be rezoned to RE1 Public Recreation. This will provide greater public access and provide opportunities for new bicycle and walking paths as well as seating and play equipment. The Department and Council are undertaking detailed analysis of the creek corridor and preparing a landscape master plan to establish controls to enable this area to realise its full potential as a significant public asset.
- Improved facilities in open space areas including walking and cycling paths, upgraded playgrounds;
- Chapman Avenue Reserve – In response to Council's request, this park is to be expanded by a further 2,130 m² to increase the size of the park to approximately 6,280m². This will require 4 existing properties to be zoned RE1 Public Recreation with Council responsible for their acquisition. Council will also undertake further landscape master planning to deliver a high-quality park for residents to enjoy.
- Village plaza – provide a connection between the station and Castle Hill Showground. The plaza will adjoin shops and provide outdoor seating within a high-quality public open space.

In addition to the recommended public open space areas, apartment sites will also be required under the *Apartment Design Guide* to provide landscaping within setbacks areas and shared private open space available for residents of these buildings.

A response to issues of open space raised by The Hills Shire Council are discussed in Section 4.11 of this report.

3.5 Traffic and parking

The Department received 26 submissions that raised a range of matters relating to traffic and parking. These issues included:

- additional traffic congestion in the area;
- prioritising upgrades to roads and intersections;
- insufficient commuter car parking;
- insufficient on-site parking for developments;
- provision of adequate parking for community facilities and open space area; and
- concerns about on street parking.

Comment

Traffic

Transport for NSW prepared a transport plan that was publicly exhibited with the precinct rezoning proposal to describe the transport network that is recommended to support the precincts growth Station. The transport plan recognises that Sydney Metro Northwest will be a transformative project, and along with other transport improvements, will achieve a significant shift in the way residents, workers and visitors travel to, from and within the precinct.

High density development is being focussed around the station so that new residents will be in walking distance of the station and adjoining shops, services and open space areas. Journey to work data collected by TfNSW’s Transport Performance and Analytics unit demonstrate higher use of public transport, walking and cycling to get to work in centres around rail stations. This approach to transit oriented development seeks to improve the productivity and efficiency of the city by providing more people with alternative transport options.

TfNSW is anticipating a modal shift in the centres around the new Metro stations as rail travel becomes an option for the first time in this part of Sydney, which has one of the highest car ownership levels per household in Australia. Table 1 shows transport modes used to travel to work in The Hills Local Government Area (LGA) compared to centres serviced by rail.

Table 1 Journey to Work Modes

Centre	Public Transport, Walking and Cycling	Car (Driver or Passenger)	Other/Not stated
The Hills LGA	18%	80%	2%
Hornsby	47%	52%	1%
Waverton	56%	40%	4%
Artarmon	54%	43%	3%
Rhodes	48%	50%	2%

Waitara	50%	49%	1%
St Leonards	69%	29%	2%
Wolli Creek	60%	38%	2%

Source: Bureau of Transport Statistics

By planning for more buses to service the station, this would also make it easier for people living in areas greater than a 10-minute walk to access the stations without having to drive. For example, buses along Windsor Road will connect Baulkham Hills with the Showground Station Precinct and Norwest Station Precinct. Buses along Old Northern Road will connect Baulkham Hills with the Castle Hill precinct. Along with the improved bicycle and pedestrian infrastructure planned, this should reduce the need to travel so much by car, reducing pressure on the road network.

The Department is continuing to work with Council and TfNSW to identify new roads that could be provided in the precinct. The delivery of the local roads would likely be undertaken as part of the renewal of larger sites. TfNSW have advised that any new connections to Showground Road that could be considered should not have a negative impact on the performance of Showground Road, including the distance between intersections and the safe movement of vehicles.

The extension of Carrington Road is a long-term opportunity subject to development outcomes and design, and is not essential for the functioning of the precinct.

Parking

One of the benefits of living near rail stations, especially those that also have mixed use town centres, is that residents are not as reliant on cars to get to work, do the shopping, drop children at child care, visit a park, or go out for coffee or dinner. It also makes not owning a car a viable and attractive option for some people. Owning fewer cars per household, or even foregoing a car altogether can save households many thousands of dollars per year.

Evidence from other transit oriented centres around rail stations shows that car ownership tends to be lower as owning a car, or more than one car is not necessary or desirable. Table 2 provide examples of car ownership in centres around stations, compared to Castle Hill:

Table 2 Households with one or no vehicle

Centre/Suburb	1 vehicle	No vehicles	Total
Castle Hill	27%	3%	30%
Hornsby	51%	16%	67%
Artarmon	55%	15%	70%
Rhodes	58%	15%	73%
Waitara	60%	19%	79%
St Leonards	54%	30%	84%

Source: 2011 Census

The *Apartment Design Guide* sets out requirements for car parking on sites within 800m of a railway station in the Sydney Metropolitan Area, with the rate prescribed by the RMS Guide to Traffic

Generating Development, or rate prescribed by the relevant Council, whichever is less. For land outside this distance the parking rates will be covered by the precinct DCP.

Car share schemes should also be considered for the Showground Station Precinct, which further reduce the need for individual ownership of cars. These feature around rail station and transport nodes such as St Leonards (at least 7 vehicles), Rhodes (at least 7 vehicles) and Manly (at least 13 vehicles). In the City of Sydney Council area, almost 26,000 residents and businesses have joined one of the 2 car share schemes that operate. The City of Sydney reports that a single car share vehicle can replace up to 12 private vehicles that would otherwise compete for local parking spaces.

In addition to the new transport interchange at the station, improved pedestrian and cycle connections and an improved bus network, a customer car park is being provided adjacent to the station to provide 600 parking spaces.

Regarding concerns about on street parking by commuters or apartment residents in surrounding areas, Council can consider a broader a parking strategy for the area including on-street parking management.

Development applications for apartment developments may also be required to be accompanied by a further traffic and transport assessment that demonstrates how the development proposes to accommodate car share schemes and reduce private car use.

The Hills Shire Council also has the option of adopting parking restrictions in streets surrounding stations if on-street parking becomes a significant issue. Examples of restrictions that could be applied include restrictions for parking in the morning (preventing all-day commuters from parking in the morning, but leaving these spaces available for the rest of the day), and resident exempt parking schemes. On-street parking restrictions are found in centres throughout metropolitan Sydney which are serviced by rail, including Gordon, Waverton, and Lindfield.

3.6 Heritage listing of 107 Showground Road

A total of 19 submissions requested that the heritage listing of 107 Showground Road be removed. The reasons given included that it is proposed to be within the R4 High Density Residential zone, where the maximum building height is 21m (approximately 6 storeys), and would be out of place amongst higher rise development.

Comment:

The house at 107 Showground Road is identified as a local heritage item listed in Schedule 5 of The Hills LEP 2012. It is located within the area proposed to be rezoned R4 High Density Residential.

The Non-Aboriginal Heritage Assessment prepared by GML Heritage prepared for the proposal states that the house at 107 Showground Road is a single storey Federation style residence on the southern side of Showground Road. The Heritage Inventory Sheet for this item provides a brief statement of significance, which is an externally intact early 20th Century rural cottage probably indicative of small rural lot subdivisions around the township of Castle Hill. The house provides evidence of the relatively recent rural history of the Castle Hill area.

GML recommends that the heritage listing be retained. The Hills Shire Council also recommend the listing be retained.

To address concerns that future development could have a significant impact on this property, controls were included in the draft precinct specific DCP that was publicly exhibited. These controls address

design issues to reduce the impacts of future development on this property. It is noted that the development assessment process generally requires that proposed development adjacent to a heritage item undertake additional urban design analysis to ensure that development is sympathetic to the item itself. These controls are being recommended for the final DCP.

3.7 Object to all or extent of development planned

A total of 18 submissions objected to all or parts of the draft plans for the precinct. Reasons for these objections included:

- not wanting to see any, or the extent of high rise development;
- the character of the area will be changed;
- concerns about crowding and amenity impacts; and
- concerns about living adjacent to apartment buildings and town houses.

Comment

The Sydney Metro Northwest will be transformative for The Hills, which will be served by the most frequent rail service in Australia. The areas recommended for higher density development to benefit from this new connection will be focused in areas closest to the station. This approach serves to provide a variety of housing types and allows for transition in built form between the new higher density housing stock and the existing lower density housing stock.

One of the key goals for the precinct is for new development and the public domain to have high standards of urban design. A design excellence clause is recommended to be included as part of the rezoning, to ensure high quality design for future buildings.

Data from the 2016 Census shows that only 5.5% of all private dwellings in The Hills were apartments, well below the Sydney average of 28%. This shows a low level of housing diversity in The Hills, whereas the rezoning proposal is seeking to provide greater housing choice in a way which encourages high quality urban design outcomes.

As stated in the Draft Greater Sydney Region Plan *Our Greater Sydney 2056: A Metropolis of three cities – connecting people* (page 6), which is the NSW Government's vision for Sydney which states: *"Residents will have quick and easy access to jobs and essential services, housing will be more affordable and the environment and precious resources will be protected. Importantly, infrastructure will be sequenced to support growth and delivered concurrently with new homes and jobs."*

The strategy recognises the inevitability of change that comes with major catalyst transport infrastructure and therefore seeks to manage the change in an orderly manner, with appropriate upgrades to local and regional infrastructure to compliment the new homes and jobs to be provided.

As part of the planning for Showground, public open spaces, including new parks and enhanced green spaces, controls for the public domain and water sensitive urban design are recommended to be included in the precinct DCP, to provide an extensive area of accessible green and urban public spaces. Improvements to movement networks are proposed to create well-connected pedestrian and cycle paths that will result in safe and attractive access across the site. Street tree planting is also recommended to be provided to increase tree cover in the precinct.

The draft plans are seeking to make it safe for pedestrians and children to live and move around in the precinct, providing more pedestrian and cycle paths, providing safer streets, and more accessible and connected green spaces for families to use.

The revised zones result in much of the R4 High Density Zones being separated from medium and low-density zones by existing or proposed roads and open space. Controls for new development including appropriate building setbacks and separation, overshadowing and privacy, and landscaping are provided in the Apartment Design Guide and the DCP that will apply to the precinct, to manage the impacts of new apartment buildings nearby properties.

3.8 Impacts of proposed new roads on properties

There were 7 submissions received from residents concerned about the location of the proposed new roads for the precinct. Concerns were about the status of these roads, and whether they would sterilise future development potential on these properties.

Comment

The draft plans included several indicative new roads that could be constructed. The purpose of these roads is to demonstrate and encourage more access through the precinct as development occurs.

These areas have not been rezoned for roads, nor have they been identified for acquisition for roads. A proposed road network will be included in the DCP and new roads will be assessed by Council as part of development applications and site specific DCP requirements to ensure that they provide the required level of connectivity throughout the precinct. New road patterns ultimately will depend on the type of buildings to be provided by the development industry in the precinct.

Additionally, Council will prepare a Section 94 Development Contribution Plan for the precinct following the rezoning. It may be possible as part of this process to include some key new roads as funded items. This is further discussed at 4.12.

3.9 Requests for changes to business zonings

The Department received 3 submissions from properties on land to the west of Cattai Creek, on sites which were proposed to change from the existing IN2 Light Industrial to either B5 Business Development or R1 General Residential (Figure 14). The issues raised in the three submissions are discussed below:

16-20 Salisbury Road & 12-14 Anella Ave

These properties are seeking to:

- Change the proposed B5 and R1 zones to a single B4 Mixed Use zone,
- Apply a FSR of 2:1 across the whole site with a minimum non-residential area of 15,000m²,
- Increase height to 12 storeys, and
- Delete the proposed new road through the site, and replace with a pedestrian bridge crossing over the creek close to the station.

46 Carrington Road, 7, 9, 11, 13, 40-42 & 44 Carrington Road + other

These properties are seeking to:

- Change from proposed zone B6 Enterprise Corridor to B4 Mixed Use, otherwise permit retail premises and shop top housing,
- Align the extent of B6 zone (or B4) to a proposed east west road, and
- Increase the FSR to at least 3:1.

7, 9, 11, 13, 40-42 & 44 Carrington Road

These properties are seeking to:

- Change from proposed zone B6 Enterprise Corridor to B4 Mixed Use, otherwise permit retail premises and shop top housing,
- Vary the depth of the B6 zone (or B4) from Carrington Road to 50m,
- Apply a FSR of at least 3:1 to both the B6 and R1 zone, and
- Revise the proposed road network and ecological corridor.



Figure 14 7, 9, 11, 13, 40, 42, 44, 46 Carrington Road, 16-20 Salisbury Road & 12-14 Anella Ave

Comment

To respond to these submissions, as well as addressing concerns raised by the Council about the future role of this part of the precinct, the Department has recommended that a more detailed planning process be undertaken for the area west of Cattai Creek. This issue is discussed further at Section 4.5. This work will involve the development of a detailed master plan and associated planning controls that

would be subject to further community consultation. Accordingly, it is recommended that the area be deferred from rezoning until the master plan work has been finalised.

11 Hudson Ave

This property is seeking that the proposed zoning be changed from IN2 Light Industrial to B5 Business Development. In part, this request is because other properties in the block are proposed to be rezoned B5.

Comment

The other properties in this block all have frontages to Victoria Avenue, and all properties fronting this road have been recommended to have the zone changed to B5. The IN2 zone in the western part of the precinct is still considered important for allowing a range of employment activities. No 11 Hudson Ave does not front Victoria Ave and the proposed zoning is consistent with other properties along Hudson Ave also proposed to be IN2. The reason that the adjoining property is proposed to be B5 is because the property extends all the way through Victoria Avenue to Hudson Avenue. Accordingly, it is recommended that the existing IN2 zone for the site be retained for No. 11 Hudson Avenue.



Figure 15 11 Hudson Ave – as exhibited

1 Packard Ave Castle Hill

The site has exposure to both Windsor and Victoria Road. The site is located within the Castle Hill Trading Zone, which comprises a mix of showrooms, bulky goods and trading units. The owner considers that there is potential to create a vibrant and urban environment that mixes showrooms, retail, employment, recreation and residential uses. The submission considered the exhibited controls leave no opportunity for change as there are no incentives for re-development, either in land use or floor space controls.

The submission requested that the site be deferred so that the land owner can work with the Department in achieving land uses and controls that encourage urban renewal while retaining non-residential uses. Alternative land use zones proposed include B4 Mixed Use and B6 Enterprise Corridor with additional permitted use of shop top housing.

Comment

The land is currently zoned B5 Business Development (Figure 16) and as part of the exhibition no change was proposed to the existing zone. The current maximum building height is set at 20m and the FSR is currently 1:1.

Residential uses are not considered appropriate in this location at this point in time. It is expected that overtime this employment area will diversify and intensify. The B6 Enterprise Corridor zone is identified as the location where higher order and higher density employment uses should occur first i.e. adjoining Norwest Business Park and areas with frontage to major roads such as Windsor Road and Victoria Ave.

While residential will not be accommodated on this site it is recommended the zone be amended to reflect its location along main roads as an ideal location for high order employment. The site is recommended as B6 Enterprise Corridor with a maximum building height of 27m and a FSR of 2.3:1.



Figure 16 1 Packard Avenue – Exhibited Zoning

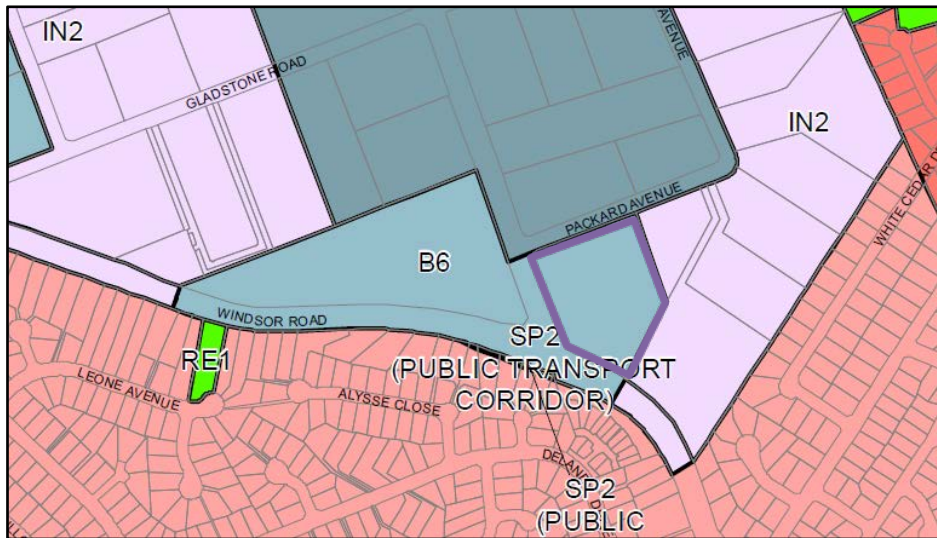


Figure 17 1 Packard Avenue – Recommended Zoning

3.10 Issues raised in 5 or fewer submissions

Other matters raised in submissions including:

Properties proposed to be rezoned RE1 Public Recreation

The draft plans proposed to extend the existing Chapman Avenue Reserve by zoning two adjoining properties to RE1 Public Recreation. This land would be acquired by The Hills Shire Council, as the relevant acquisition authority.

Concerns were raised by the landowners about how this would affect the value of their properties, and whether the park would be of justifiable benefit.

The Council is supportive of an expansion of Chapman Ave Reserve and being responsible for the acquiring the additional properties to be rezoned to RE1 Public Recreation. However, Council’s submission requested that the existing park be extended to the south east rather than north east and that four residential properties be rezoned for open space, rather than only two properties as initially proposed by the Department.

A submission was also received from the property at 38 Carrington Road, which is currently zoned E4 Environmental Living and adjoins Cattai Creek on the eastern side, and land zoned IN2 Light Industrial on the western side. The property has been proposed to be rezoned to RE1 Public Recreation to provide for an improved Cattai Creek corridor. It was requested that more information be provided on the acquisition process, specifically in regard to compensation. Concerns were also raised that even if the zone was not to change, development of the precinct would affect the operation of this facility.

Comment

The Hills Shire Council, who will be responsible for acquiring any additional land to be zoned RE1 Public Open Space, requested in its submission for a change to location and extent of the expansion of Chapman Avenue Reserve. This change is supported by the Department and the park is no longer

recommended to be expanded as exhibited, but will instead be expanded to the south-east and incorporate a greater area of land see Figure 18.

It is proposed that these properties are zoned Public Recreation, with Council identified in the statutory controls as being the relevant acquisition authority for acquiring the sites.



Figure 18 Chapman Reserve expansion

Provision of and access to community facilities

Some submissions raised concerns that the additional population expected because of the rezoning would require access to adequate community services.

A *Community Facilities and Open Space Study* prepared by Arup was publicly exhibited with the draft rezoning proposal. The study reviewed the existing facilities available in the area and projected the needs of the future residents to determine what gaps would need to be addressed when planning for community facilities, recreation and open space. The study identified that the precinct will generate future population which triggers the need for additional facilities including:

- Public open space to meet the future active and passive needs of residents, workers and visitors, and
- multipurpose youth and community centre.

It is noted that a community centre could be accommodated within a multipurpose facility such as that being considered by The Hills Shire Council at the Castle Hill Showground. This facility could also accommodate a performing arts venue.

Parking provision would need to be considered for these facilities, but need to account for the improved public transport connections.

The study also noted that some of the needs generated by the precinct would be met by service in other precincts or the Hills local government area. Services such as a local library are unlikely to be required in the Showground precinct given the proximity to Castle Hill library.

Infrastructure needs to support the new population

Some submissions expressed concerns that a wide variety of infrastructure needs to be considered and provided to support the new population at both local and regional level.

Planning for a range of infrastructure needs for the future population of the precinct has been underway since the release of the 2013 Corridor Strategy. Various agencies and service providers have been advised of the plans for this part of Sydney, to plan for transport, open space and recreation needs, water, sewerage and drainage, health, emergency services and utilities. The Department has progressed several discussions with State agencies such as Department of Education and TfNSW to determine long term infrastructure items. The Department has also worked closely with Council to identify local items such as roads and open space that need upgrading to service the area. An infrastructure schedule is provided in Section 7.

A provision has also been included in the rezoning instrument to ensure that no more than 5,000 new homes can be delivered in the precinct. This is consistent with a similar cap on dwelling yields that was adopted in the recently rezoned Bella Vista and Kellyville Precincts.

A dwelling cap of 5,000 dwellings is consistent with the level of growth forecast during public exhibition of the draft plans, and aligns with the local and state infrastructure that has been planned to support the precincts' growth.

The Department will closely monitor the delivery of housing approvals and dwelling completions following rezoning, and would support the lifting of this dwelling cap where further regional infrastructure commitments are made to support additional growth.

Sites outside the precinct boundary should be considered for rezoning

Some submissions stated the rezoning boundary did not extend far enough and should have included additional lands outside the identified precinct boundary to provide maximum number of new dwellings to support the significant infrastructure investment.

The Showground Station Precinct boundary was initially based on an 800m radius, or roughly ten-minute walk of the new Showground Station. The final boundary also took into consideration the surrounding road network, natural features, and development and zoning pattern of the area.

The Department is considering the land within the precinct boundary as it was nominated by the Council, and endorsed by the NSW Government, as a Priority Precinct. Strategic planning for land outside the precinct remains the responsibility of The Hills Shire Council, and future zoning of this land would need to be considered on its merits and is to be progressed by Council.

Impacts of the Showground uses on adjoining residential uses

Some submissions raised concerns that additional residential development on land adjoining the Castle Hill Showground may result in increased complaints from the future residents of about noise, light spill etc. from uses on the Showground.

The exhibited draft DCP contained controls relating to events at the Showground, including an objective that development did not restrict the continued use of the Showground. It is noted that there are several other mechanisms that can be used to make new home owners aware of the issues that may be experienced living next to the Showground and mitigate complaints.

4 Issues raised by The Hills Shire Council

The Hills Shire Council raised several issues in their submissions to the draft rezoning proposal, which are discussed in this section. The Department has worked closely with Council staff following the exhibition period to work through their concerns.

4.1 Governance framework for government owned land

Council recommended a joint venture model be applied to the NSW Government owned land in the precinct, consistent with the framework used for the development of the Rouse Hill Regional Centre. Council is seeking the replication of this model to inform appropriate maximum building heights, floor space ratios and minimum lot sizes for the NSW Government owned land, rather than adopting the draft statutory development controls for this land.

Comment

The Rouse Hill Town Centre was delivered by a joint venture between Lend Lease and The GPT Group, in partnership with Landcom and the NSW Department of Planning.

Transport for NSW, as owner of the government land, has not indicated support for the Rouse Hill model.

Landcom will oversee the detailed masterplanning and staged divestment of the government lands in a planned and co-ordinated manner that is anticipated to extend to 2027. This will include the delivery of key enabling infrastructure including new local roads, local parks, public plaza(s) and other key public domain upgrades within the precinct.

It is recommended the Minister of Planning be the consent authority for state significant development application(s) on the government owned lands that will establish this master planning framework.

Development application(s) for principle subdivisions, including major lots and public domain areas, the distribution of development yields, the creation of new roadways and associated works on the government owned land would be listed as *State Significant development under State Environmental Planning Policy (State and regional Development) 2011*.

This government led process will ensure orderly development in the Showground Station Precinct, which meets NSW Government objectives, achieves best practice transit oriented development outcomes and provides certainty of development.

This approach has been informed by the governance framework that has been used for the North Ryde Station Precinct rezoned in 2013, including the successful master planning and staged delivery model has been used for North Ryde Station Priority Precinct (Lachlan's Line).

4.2 The Hills Shire planning framework

Council raised the following concerns:

- the draft plans incorporate inappropriate State policies into Council's Local Environmental Plan (LEP) (i.e. *State Environmental Planning Policy No 65 – Design Quality of Residential Apartment Development* (SEPP 65), *The Apartment Design Guide* and *State Environmental Planning Policy (Sydney Regional Growth Centres) 2006*), which is not supported by Council; and
- Council has concern with proposed lot size controls, communal open space, setbacks and landscaped open space for the precinct.

Comment – State Policies

SEPP 65 applies across New South Wales. Under the *Environmental Planning and Assessment Act 1979*, where there is an inconsistency between a SEPP and a council's LEP, the SEPP takes precedence.

Following more than a decade of operation, a review of SEPP 65 and the *Residential Flat Design Code* took place. The review included extensive community and stakeholder consultation and resulted in a number of changes to the policy, including the overhaul of the *Residential Flat Design Code* into the *Apartment Design Guide* to support further improvements in apartment design, and to help improve housing affordability and supply.

The *Apartment Design Guide* came into effect on 17 July 2015 and provides consistent planning and design standards across NSW. This includes standards relating to minimum sizes of apartments, building separation, communal open space areas and minimum landscaped areas. Developers can still provide apartments that exceed the minimum requirements if there is enough demand for this type of product.

Based on data from the 2016 Census, only 5.5% of all private dwellings in The Hills LGA are apartments, compared to approximately 28% for Sydney as a whole. One bedroom and studio apartments represent approximately 1% of all dwellings in The Hills, with 4 or more bedrooms representing 68% of all dwellings.

The level of housing diversity in The Hills may be a reason why the proportion of residents aged 20-39 in The Hills is lower than the Greater Sydney average (refer to Figure 19). Providing greater housing choice, especially for younger singles and couples in the 20-39 age bracket, could deliver many benefits to the local area, including encouraging families to stay closer together no matter what their life stage, and fostering more younger entrepreneurs and business owners to live and run their business in the local area

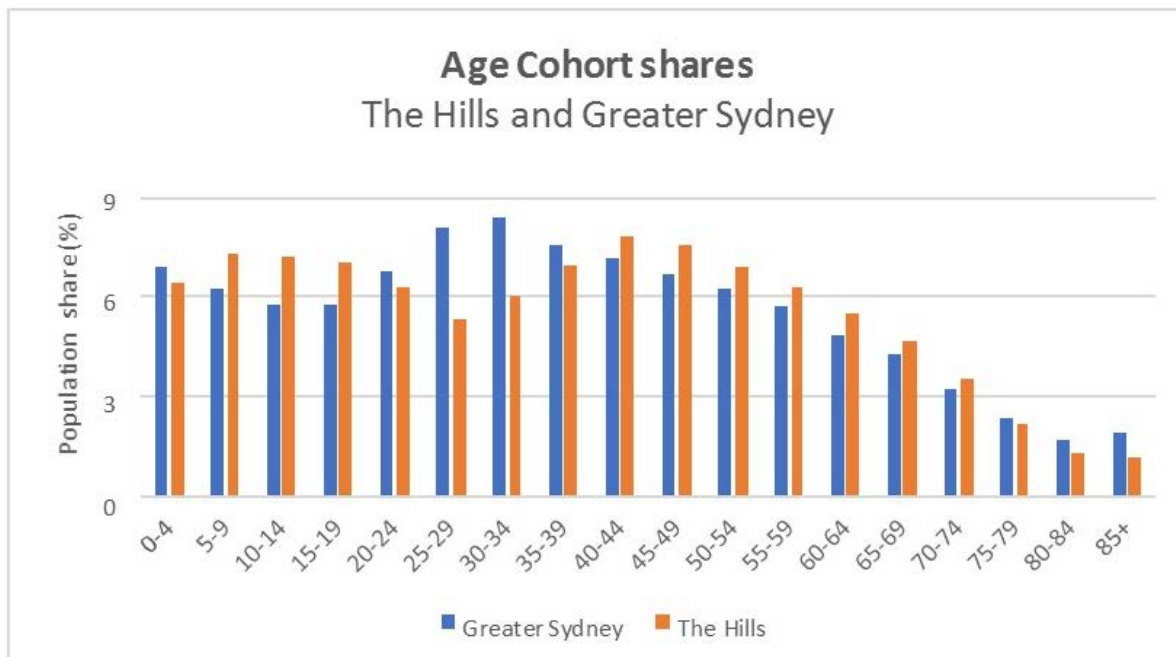


Figure 19 Population distribution in The Hills LGA (orange) and Greater Sydney (blue), 2016

To support the supply of larger apartment sizes Council has proposed that an incentive clause apply to the precinct that allows for bonus FSR where a developer provides apartment mix that meets Council’s preferred size standard. The Department considers it appropriate that the application of SEPP 65 continues however consideration has been given to Council’s request for larger apartments. This is discussed further in section 4.3 of the report.

To encourage high quality design of apartment buildings, the Department has recommended that the SEPP includes a design excellence clause to apply in the precinct, and this is discussed in Section 4.9 of this report.

Comment – Development Controls

Throughout 2016 and early 2017, the Department and Council, together with one of Australia’s leading architecture firms, worked collaboratively through a series of technical workshops to reach agreement on key built form controls, including building heights, floor space ratio building setbacks, site coverage, minimum lot sizes and minimum landscaping areas. This analysis has been used to finalised land use, height, floor space, setbacks and minimum lot size and will be used to finalise the DCP for the precinct.

4.3 Local Incentive Clause

It is Council’s expectation that a proposed local planning control to allow larger apartment sizes and mandate the mix of apartment types should apply in the Showground Station Precinct. Council also requested for this clause to apply to the Government owned lands in the precinct

Comment

Following the close of the exhibition period, Council and the Department have been in negotiations regarding the potential application of a ‘local incentive clause’ proposed by Council that would require a mandated mix of larger apartment sizes and types, in exchange for ‘bonus’ floor space.

The Department has carefully analysed the potential application of a 'local incentive clause' for the area proposed to be rezoned in the Showground Precinct, including consultation with key government stakeholders of TfNSW and Landcom.

The Department does not oppose Council testing a new approach to delivering larger apartments in the Precinct, however believes that most of the future units to be constructed should be consistent with *State Environmental Planning Policy No 65 – Design Quality of Residential Apartment Development* (SEPP 65) standards.

Throughout 2016, the Department undertook extensive urban design, market demand and economic feasibility analysis, and considered broader policy and legal implications, to critically analyse Council's proposed scheme, and to inform the Department's position. Additional built form analysis was also carried out by the Department in October 2017 following receipt of an extensive package of proposed changes prepared by Council.

To achieve a balanced outcome, the Department proposes to accommodate Council's desire to incentivise the development industry and deliver some larger apartment sizes through a 'topping-up' model. This model would split the exhibited floor space ratio (FSR) into:

- a **base FSR** that would be subject to SEPP 65 standards (reflects 30% reduction on the exhibited FSRs) see Figure 12; and
- a **bonus FSR** that would become available if it was used to deliver a minimum proportion of units that met Council's larger apartment size requirements (reflects 100% of the exhibited FSRs) see Figure 13.

Council's alternate approach would involve a significantly lower base FSR, which would effectively restructure the control to require developers (as opposed to having the option), to take up the bonus FSR to maximise the development potential of sites. The Department is concerned that Council's Base FSR could deliver a lower built form outcome than considered appropriate for the area.

The Department also does not support Council's recommended 1 ha min lot size control where the incentivised FSR is sought, nor the request to amend the *Environmental Planning and Assessment Act 1979* to require a concept plan approval. However, the Council may consider including concept master plans for larger sites as part of site specific development control plans.

Accordingly, the proposed rezoning controls have been prepared to reflect the 'topping up' model.

The Department does not support application of an incentive clause on the Government owned lands. This approach is consistent with the position adopted for the Bella Vista and Kellyville Precincts. The Department is confident the State Significant development approval pathway will establish a comprehensive master planning framework to inform the subsequent development of a broad mix of housing types throughout the precinct.

In relation to Council's concerns about the ultimate yield in the Precinct, it is noted that the dwelling forecasts in the *North-West Rail Link Corridor Strategy* were forecasts based on assumptions of available sites likely to be redeveloped over a 20-year period. Actual growth rates are always subject to a variety of influences and this always needs to be factored into infrastructure planning although it is expected the precinct will deliver 5,000 new dwellings. This dwelling number, which is capped through a clause in the SEPP to align with the local and state infrastructure that has been planned to support the precincts' growth, is consistent with the level of growth forecast during public exhibition of the draft plans.

A 6-monthly development review will be undertaken by the Department to monitor growth in the precinct over time, including development applications that have been approved and dwelling construction and completion rates. This will help inform if additional infrastructure upgrades need to be planned for, and to assist Council in meeting the needs of the new population.

4.4 Zoning proposed for government owned land

Council raised concerns with the extent of the government owned land on the northern side of Carrington Road proposed to be rezoned to B2 Local Centre, as it is seen to primarily provide for high density residential apartments, and that the R1 General Residential zone would be more appropriate for the part of this land closer to Showground Road.

Comment

The B2 Local Centre zone permits a range of uses, including residential apartments. Use of the B2 zone is appropriate for the areas close to the station as it provides for a range of uses for the town centre, and allows for flexibility of uses, especially as the land is developed over time. To focus retail and active frontages closest to the station and key streets, an Active Frontage Map has been recommended to be included as part of the proposed SEPP.

Following a review of the zoning on the northern side of Carrington Road, it is recommended that the land closet to Showground Road should be zoned R1 General Residential. This zone still permit commercial uses should additional demand arise, but it also provides for apartment buildings.

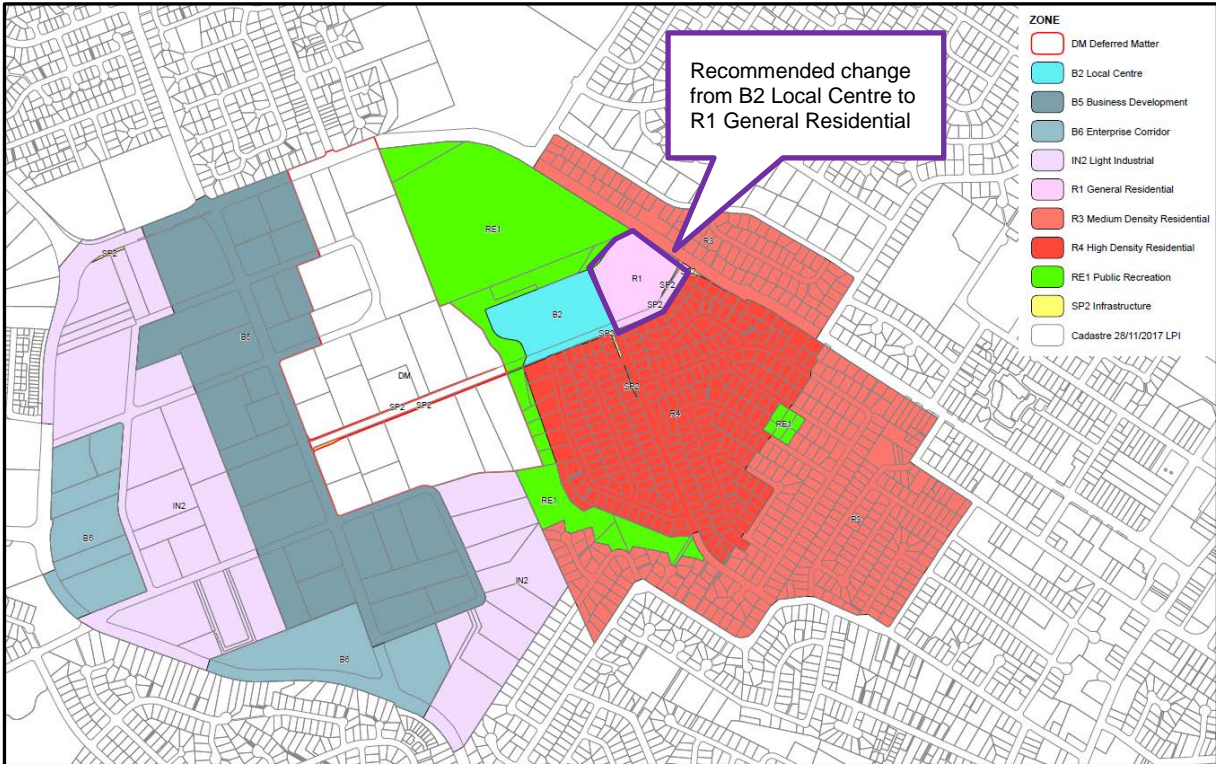


Figure 20 Change of zoning in B2 Local Centre

4.5 Land uses west of Cattai Creek

Council favoured the core use of land in this area to be for employment purposes, although expressed support for some residential development on the land north of Carrington Road adjacent to Cattai

Creek. Council requested that this residential component be limited to no more than 50% of the Gross Floor Area and for these apartments to meet Councils desired apartment mix, size and car parking, and provide access to Castle Hill Showground.

Comment

The Cattai Creek keyhole site is bordered by Cattai Creek, Hoyle Ave, Victoria Ave and Showground Road. Refer to Figure 21.

The Department and Council are collaboratively undertaking further detailed urban design, public domain and landscape masterplan investigations for this area. This work will assist in establishing the appropriate land use mix and development controls for the area to integrate the future built form with the environmental qualities of Cattai Creek. The analysis will also facilitate improvements to the recreational qualities of the creek corridor for the broader area.

Accordingly, this area will be deferred from the final Showground Station precinct rezoning and will be subject to further community consultation and public exhibition.

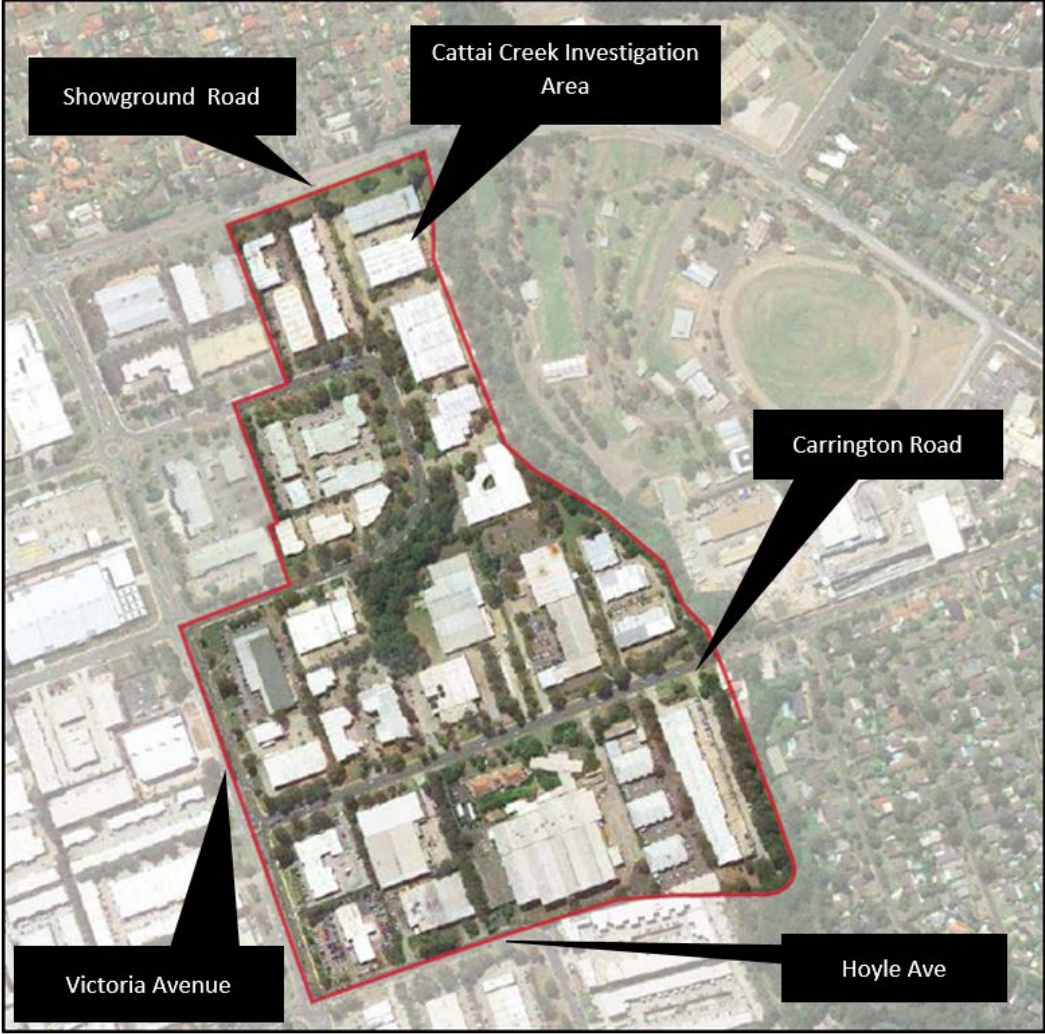


Figure 21 Cattai Creek key hole site

4.6 Transfer of floor space ratio clause

Council raised concerns about the proposal to enable the FSR allowance, where roads and open space are dedicated to Council, to be transferred to the remainder of a developable site. The concerns

included that applicants may seek the transfer of FSR in addition to seeking to offset the roads and open space from developer contributions.

Comment

The recommended clause seeks to encourage the provision of new roads, public open space and drainage works to be delivered by developers and dedicated to Council or relevant public authorities. The provision would enable the calculation of site area of a proposed development, for the purposes of applying a floor space ratio, to include land that has been dedicated to Council, or a public authority, for a public purpose.

The clause has been proposed to provide a degree of flexibility with the distribution of maximum gross floor area to future development lots that may require public works to be undertaken, such as the construction of a new road or new open space.

The inclusion of the term 'at no cost' as sought by Council in the local provision would be beyond power, as the clause would not satisfy the local infrastructure contributions requirements of Division 6 of Part 4 of the Environmental Planning and Assessment Act 1979 (the Planning Act) (1987) 67 LGRA 165).

Section 94(6) of the Planning Act requires a consent authority, when proposing to include a condition to a development consent under section 94 of the Act, to take into consideration any land, money or other material benefit that the applicant has elsewhere dedicated or provided free of cost within the area. This includes any adjoining area of land or funding previously paid to the consent authority. Therefore, a proponent who has already received additional floor space because it has, or will be dedicated part of its land to Council, would not be able to require the Council to offset the value of this land or work from developer contributions.

Section 94B(1) of the Planning Act precludes a council from imposing a condition under section 94 unless the condition is allowed by, and determined in accordance with, a contributions plan or a direction of the Minister.

Detailed analysis of the operation of similar provisions in other local environmental plans, including within the City of Sydney, confirmed that consent authorities require landowners to dedicate open space, roads or other public infrastructure 'at no cost' as a matter of course, where bonus floor space is awarded. It is recommended Council include a provision in its 594 plan that makes clear that no "double dipping" can occur where FSR has been transferred under this clause, where a public asset is dedicated to council.

In certain circumstances, a consent authority who is not a council (such as the Minister for Planning) can impose a condition requiring the dedication of land or a public benefit 'free of cost', even though the condition is not authorised by, and has not been determined in accordance with, a contributions plan.

A condition to this effect was imposed as part of the Minister for Planning's State Significant Development Consent to Landcom for the Lachlan's Line site, as part of the North Ryde Station Priority Precinct. Condition D 19 of SSD Consent 5093, dated 5 March 2015, requires Landcom to dedicate all relevant public domain assets, including all public roads and associated infrastructure, to Council free of cost, prior to the issue of subdivision certificates.

This approach provides a precedent that may be considered as part of the Minister's determination of State Significant Development application(s) within the precinct, following rezoning.

4.7 Lot sizes

Council's submission to the draft rezoning proposal recommended the minimum lot sizes for residential development in the precinct be consistent with the controls in The Hills LEP 2012. These include:

- a minimum lot size of 1,800m² for multi-unit dwellings and 4,000m² for apartments; and
- a minimum lot size 700m² for development in the R3 Medium Density Residential zone, although lots can be as small as 240m² if dwelling and subdivision proposals are subject to the one development application.

Comment

As referred to in Section 4.2, staff from the Department and Council worked collaboratively following exhibition to reach agreement on key built form controls for the precinct, including building heights, FSR, building setbacks, site coverage, minimum lot sizes and minimum landscaping areas.

These areas of agreement are significant, as they will provide certainty for the State Government, Council, landowners and developers to guide future development within the precinct. This detailed analysis will also directly inform site specific development control plans to be prepared for the precinct following rezoning.

The Departments final recommendation for minimum lot sizes are:

- Minimum lot size of 3,600 sqm for residential flat buildings with a building height of 11m or more, and
- Minimum lot size of 1,800 sqm for residential flat buildings and shop top housing with a building height up to 11m.

4.8 Setbacks

Council's submission to the draft rezoning proposal requested that setbacks for apartments in the R4 High Density Residential be as follows:

- 10m front setback;
- 8m rear setback; and
- 6m side setback.

Comment

The refinement and testing of setback controls was one of the matters investigated and discussed in detail by the Department and Council following rezoning.

The agreed setback controls reflect the urban town centre characteristics consistent with the metro station location, and are also intended to create more active and safer streets with less vacant spaces and more passive surveillance, which is particularly beneficial after dark. Greater setbacks are proposed further from the station and along streets that will be more suburban in character.

Following discussions with Council, a statutory control has been included in the proposed SEPP specifying the minimum front setbacks for certain development in the precinct. Key setback controls are to be included in the LEP.

4.9 Design excellence

Council requested a clause for design excellence for buildings more than 25m in height be included in the SEPP.

Comment

Design excellence seeks to deliver the highest standard of architectural and urban design. It not only considers how a building looks, but also how a building relates to its surrounding environment, the internal amenity for residents, and its level of sustainability. A design excellence clause is included in The Hills LEP 2012, but only applies to a specific area in the LGA, and requires a design competition where the building is higher than 45m or 13 storeys (or both, and the value of the work is more than \$5 million.

Following discussions with The Hills Shire Council and a detailed review of Council's existing and proposed design excellence clause by the NSW Government Architect, an amended design excellence a clause has been recommended to be included in the rezoning SEPP. The clause will apply to the Showground Station Precinct, as well as the Bella Vista and Kellyville Precincts only. It will be a matter for Council to consider whether to extend the application of the provision throughout the broader Hills Shire.

The clause applies to new buildings and external alterations to existing buildings subject to a development application, and identifies matters to be considered by the consent authority in considering whether a development exhibits design excellence.

For proposed developments over 21m in height, or 6 storeys (or both), a design review panel would also be required to review the development. Where a proposed development is over 66m in height, or 20 storeys, an architectural design competition will need to be held, unless the NSW Government Architect has advised that a competition need not be held.

4.10 Traffic and transport

Council submitted that the precinct rezoning should not occur until a traffic and transport model has been completed by TfNSW to demonstrate that projected yields and traffic volumes will not have an unacceptable impact on road networks.

Council also requested that further details of proposed upgrades be prepared to enable these to be included in a Section 94 local contributions plan where possible. Concerns were raised that several proposed local roads are unlikely to be built, and fewer roads, in different locations, could be provided in place of these.

Comment

As discussed in section 3.5, TfNSW prepared a transport plan to describe the transport network that is required to support the draft plans for the Showground Station Precinct. The transport plan recognises that the Sydney Metro Northwest will be a transformative project, and along with other transport improvements, will achieve a significant shift in the way residents, workers and visitors travel to, from and within the precinct.

The transport plan notes that NSW Government funds are limited, and that transport planning for the precinct must seek to maximise the benefits (social, economic, and others) of investments such as the Sydney Metro project.

The transport plan states that currently most trips to and from the precinct are made by private vehicles, and that a mode share goal of 53% for public and active transport for trips made both to and from the precinct over time is a realistic goal. In addition to the new metro line, ways to achieve this goal include:

- all Sydney Metro stations have been planned with bus interchange facilities according to anticipated future service levels;
- facilitating a network of bus corridors that connect the precinct to surrounding centres outside the rail corridor;
- focused investment in the road network to management movement and place functions;
- improving walking connectivity and amenity; and
- providing cycling links and facilities.

Funding for the regional transport network improvements would be provided by the State government via TfNSW or the Roads and Maritime Services (RMS).

The transport plan states that monitoring transport system performance will occur over time as detailed development applications are prepared and development proceeds. Ongoing collaboration with Council and TfNSW will also be undertaken to ensure urban renewal objectives are achieved and transport needs are accommodated. These measures are considered by the Department to be appropriate to address concerns about transport in the precinct.

Upgrades to the road network have also been planned. RMS are currently upgrading the length of Showground Road between Carrington Road and Old Northern Road. Other upgrades in the detailed design phase include:

- Modifying the intersection of Showground Road and Pennant Street to accommodate additional turning lanes and bus priority measures;
- Providing new traffic lights and the intersections of Showground Road with
 - Rowallan Avenue
 - Kentwell Avenue/Cheriton Avenue
- Changing the intersection of Showground Road and Britannia Road to left in/left out access; and
- Building a 2.5 metres wide shared footpath and cycleway along the northern side of Showground Road between Carrington Road and Pennant Street.

New roads proposed in the existing residential area will be considered in more detailed for the precinct specific Development Control Plan.

Carrington Road will become the main boulevard in the precinct serving the regional bus network. Council is the local road authority and have identified through planning that Carrington Road will require widening in places. This will information has been provided by Council to inform the zoning and acquisition maps.

The Department will also continue to work with Council and TfNSW to identify costs of upgrades and new transport infrastructure to inform a new Section 94 development contributions plan for the area.

4.11 Open space

The Hills Shire Council raised several issues relating to open space for the precinct including:

- Chapman Avenue Reserve should be expanded to include 12 and 14 Chapman Avenue and 11 and 13 Dawes Avenue, bringing the park to approximately 6,280m².
- Castle Hill Showground should not be required to meet the full demand for active recreation for the precinct.
- Council was also concerned that insufficient areas of land have been proposed for playing fields, and requested that the Department work with Council to investigate whether the Pony Club and Rouse Hill Regional Park could be expanded to accommodate this demand.
- Wants all land to be public open space to be zoned RE1 Public Recreation, and should not be rezoned until after a contributions plan is in place.
- Council does not support public plazas being included as public open space.
- Concerns were also raised about local parks identified in the Cattai Creek corridor and whether this would impact on their usability, and whether Sydney Water, as owner of the land, would allow access for the construction of facilities such as bike paths.

Comment

The land to be rezoned around the station will become a new transit oriented, urban town centre with a different built form to the largely low density suburban built form elsewhere in The Hills. This will influence the likely population structure in this area, as well as the available opportunities for open space where competition for land uses around the station, and resultant land costs, will be high. Open space planning therefore needs to respond to these circumstances, with more innovative and efficient approaches to provision of public open space.

Chapman Avenue is a local park that is recommended to be enlarged and upgraded to provide for improved open space for both the existing and new population. The Department originally proposed that the park be expanded to the north-west by adding two properties to the RE1 Public Open Space zone. The Council, who will be the acquisition authority for the expanded park, requested that it instead be expanded to the south-east, and include four properties. The zoning plans have been updated to reflect Council's request.

Castle Hill Showground is an important regional recreation and cultural facility that serves the wider Hills Shire community, and is over 17 hectares in size. This is a significant sized area of underutilised open space strategically located adjacent to the new metro station, and within walking distance of what will become a highly urbanised area.

Castle Hill Showground has the potential to accommodate a much broader range of open space uses, in addition to sporting, recreational, cultural, community activities, potentially even educational uses, as well as new pedestrian and cycle paths. Following the precinct's rezoning, it will be the responsibility of Council, as the owner, to then lead the visioning, masterplanning, stakeholder consultation activities and delivery of any upgrades to ensure the full potential of the site can be realised.

Shortages of playing fields is a common issue across Sydney, not just for The Hills. This has been documented in the *NSW Legislative Assembly Standing Committee on Public Works – Inquiry into Sportsground Management in NSW (2006)*.

To address the shortages of land for playing fields, councils across Sydney have been installing synthetic fields, and in some cases also installing lighting. These councils include Warringah, Hornsby and Sutherland Shire Councils, which have high demand for sporting fields from their residents. The benefits that these councils have identified from using synthetic turf include achieving use levels two

to three times that of grassed fields, their availability for use in wet weather, and reduced maintenance costs. Examples are listed in Table 4 below:

Table 3 Use of synthetic sports fields in Council areas across Sydney

Council	Sports field	Comment
Hornsby Shire Council	Pennant Hill Park	The Council laid a synthetic field on Oval No 3, and installed floodlighting for a reported \$1.3 million to meet demand for playing fields.
Warringah Council	Forestville War Memorial and Melwood Playing Fields	Opened in August 2015, and provides two synthetic fields, one full sized natural field and three mini fields. A range of sports are provided for including soccer, Rugby Union, AFL and cricket.
	Cromer Park	Includes a synthetic pitch (Cromer No.1) and competition grade lighting.
Sutherland Shire Council	Kareela Oval	Two synthetic fields and floodlights were opened in 2015.
	Greenhills Parklands, and Lilli Pilli Oval.	The Council is also planning for another two synthetic fields at Greenhills Parklands, and Lilli Pilli Oval.
Ku-ring-gai Council	Charles Bean Sports field	Opened in 2013, a new synthetic field was installed.
Ryde City Council	Christie Park	Two full size synthetic fields are being planned to begin construction later in 2016.

The Department understands that Council are considering a range of options to address the need for more sports fields in the local government area. This may include forming an agreement with Department of Education to share school facilities and the conversion of fields to synthetic turf. The Department is supportive of this approach.

The Pony Club location adjoining Fred Caterson Reserve, and the Rouse Hill Regional Park, which is a significant regional asset, could also provide for additional sporting fields in the future if even more land is need for sports fields. The Department will progress discussions with the Office and Environment and Heritage about this issue. It is also open to Council to incorporate some sporting fields on the Castle Hill Showground site as part of its redevelopment.

Public plazas are considered open space, this is consistent with the Department's *Recreation and Open Space Planning Guidelines for Local Government* (2010) which lists town plazas and squares, which accommodate social gatherings or outdoor dining in the public domain, as open space.

Walking is also the most popular choice of physical activity in The Hills, as evidenced in the findings in The Baulkham Hills Shire Council Recreation Strategy, published in 2007. There is a significant opportunity to revitalise the Cattai Creek corridor to make it more accessible for the community. Additional land to the east of Cattai Creek will be zoned as public open space as part of the precinct rezoning, which will provide the opportunity for greater linkages to the creek corridor, improved recreational areas, and the ability for Council to provide new pedestrian and cycle paths, seating and potentially BBQ and small play areas.

As stated in section 4.5, the Department and Council are also undertaking further detailed urban design, public domain and landscape masterplan investigations on the western side of Cattai Creek. The analysis will lead to the development of a holistic landscape masterplan for Cattai Creek, including associated development controls, to enable significant rehabilitation and public domain improvements to the recreational qualities of the creek corridor to be realised.

4.12 Section 94 Development Contributions

Council advised in March 2017 that the precinct rezoning should not be finalised until Council's section 94 development contributions plan has been finalised.

Comment

The Department considers that delaying the rezoning is not necessary for this purpose. Section 94 contributions generally only become payable at prior to the issuing of a construction certificate and it is anticipated that the timeframe for the issue of the first construction certificates will be at least several months following rezoning.

The Department will work with Council post rezoning to progress the finalisation of its contributions plan for the precinct.

5 Issues raised by State Government agencies

Four submissions were received from State government agencies; these are outlined below.

Office of Environment and Heritage

Section 34A of the Act requires that before an environmental planning instrument is made, the relevant authority must consult with the Office of Environment and Heritage (OEH) if threatened species or their habitats will or may be adversely affected by the proposed instrument.

The Department consulted with OEH as the redevelopment of the precinct may impact on the Critically Endangered Cumberland Plain Woodland Ecological Community.

OEH advised the following:

- OEH supports the use of the E2 Environmental Conservation zone for areas of high ecological constraint that are to be retained, and the requirement that offsets will need to be found outside the precinct for any impacts that cannot be suitably offset within the precinct;
- Recommends The Hills Shire Council Urban Overland Flow Study be utilised as it contains the latest flood modelling, to enable a comprehensive understanding of flood hazard and risk to people and property.

Comment

The Department notes that most of the precinct's mapped ecological communities and where previous sightings of threatened species have occurred are located in riparian corridors or areas zoned E4 Environmental Living or RE1 Public Recreation, that will retain their existing RE1 Public Recreation or are recommended to be rezoned RE1 Public Recreation.

Potential impacts on the precinct's threatened ecological communities, flora and fauna will also need to be minimised. More detailed environmental assessments will be undertaken at the development application stage, when the ecological footprint of proposed activities would be quantified. Conditions of consent may also require any potential ecological impacts from proposed developments to be mitigated, where appropriate.

The Department recommends that the DCP for the precinct incorporate a provision to ensure vegetation impacts throughout the precinct are minimised and mitigated. This would require a comprehensive vegetation management plan to be prepared to ensure vegetation areas are adequately protected, rehabilitated and regenerated.

All future development applications within the precinct would also need to comply with any requirements for the preservation of trees, water sensitive urban design and landscaping controls in the relevant DCP.

Sydney Water

Sydney Water advised that an integrated water and wastewater servicing strategy for the Sydney Metro Northwest corridor is being undertaken. This will be used for the servicing of future development within the corridor.

Trunk drainage and stormwater management is being considered, with significant investment identified for the Elizabeth Macarthur Creek corridor for the provision of trunk drainage services to facilitate development within the Showground Station Precinct.

Comment

Sydney Water is undertaking strategic investigations into an integrated servicing strategy for the Sydney Metro Northwest corridor. Sydney Water has been working with the Department, TfNSW, Landcom and The Hills Shire Council to determine the best planning outcome as part of the rezoning proposals for the Showground Station Precinct. The draft DCP, to be finalised following rezoning will incorporate any required design issues. Bridge crossings, flood design and water sensitive urban design (WSUD) options will be progressed through ongoing discussions with stakeholders.

Department of Education

Issues raised in the submission include:

- the need for a new high school should be reviewed when considering the three Priority Precincts to determine the most suitable location;
- consideration should be given to the sharing of facilities such sports fields and halls with the community, this increases the efficient use of these facilities, and foster improved community relations; and
- Voluntary Planning Agreements could be utilised for land dedications where necessary for new school sites.

Comment

The Department has been consulting with Department of Education, as well as TfNSW, Landcom (who will be responsible for the delivery of development on government owned lands) and Council to investigate options for schools planning in the area.

The proposed rezoning of the Showground Station Precinct does not preclude any new schools being established in the precincts. Under *State Environmental Planning Policy (Infrastructure) 2007*, schools are permissible on a range of zones, including B2 Local Centre, B7 Business Park, R4 High Density Residential and R3 Medium Density Residential.

Schools planning in the precincts will be an ongoing task for the Department of Education, with negotiations with NSW Government agencies and councils expected to continue as the need for schools evolves.

Endeavour Energy

Endeavour Energy is a NSW Government owned electricity distributor, responsible for delivery of electricity to properties in the region. Endeavour Energy advised that future developers of land need to apply to Endeavour Energy for connections. This would also include addressing supply through distribution network assets.

Comment

These issues are noted, and will be addressed at the Development Application stage, where developers will need to apply to Endeavour Energy, as the local electricity supplier, to confirm connections are available.

6 Recommended changes

The rezoning of the Showground Station Precinct will be achieved by amending *The Hills Local Environmental Plan 2012* through a State Environmental Planning Policy (SEPP). The SEPP will establish the statutory controls for the precinct, including land use zones, maximum building heights, maximum floor space ratios, minimum allotments sizes, and other statutory controls to support the rezoning.

Site specific development control plans will also be required for sites larger than 3,600sqm to ensure key masterplanning objectives are considered at the development application stage.

Changes to the draft plans and statutory controls for the precinct have been recommended in response to the review of community, council and State government agency submissions. These changes are summarised in Table 5 below.

Table 4 Amendments to the Showground Precinct

Recommended changes	Comment
Yield	
The exhibited plans provided for 5,000 dwellings in the precinct.	To ensure this yield is not exceeded the Department has recommended that a clause be introduced in the Hills Council LEP to cap the yield to 5,000 dwellings in the precinct
Land use zones and development standards	
The location of land to be zoned RE1 Public Open Space for the enlarged Chapman Avenue Reserve has been has been changed, and the area of the park has increased.	The expanded and reconfigured park area has been made in response to Council's request.
Changes to floor space ratio controls within the R4 High Density Residential area	Some changes to floor space ratio controls within the R4 High Density Residential have been recommended to reinforce the requirement for a transition in building heights and densities throughout the precinct, and to more closely align the corresponding building height control
An area of land to the west of Cattai Creek has been 'keyholed' out of the rezoning proposal, and deferred subject to additional studies	The Department and Council are undertaking further detailed urban design, public domain and landscape masterplan investigations for this area. This work will assist in establishing the appropriate land use mix and development controls and will be subject to further community consultation and public exhibition.
The land for the town centre north of Carrington Road has been changed from B2 Local Centre, to a mix of B2 Local Centre and R1 General Residential.	Use of the B2 zone is appropriate for areas close to the station as it provides for a range of uses for the town centre, and allows for flexibility of uses, especially as the land is developed over time. Land closet to

Recommended changes	Comment
	Showground Road will be zoned R1 General Residential to reinforce the predominately residential character of this area.
Additional Local Provisions	
Inclusion of a local incentive clause	A 'base' FSR control has been established that meets the Department's expectations for appropriate yields and densities throughout the precinct and where SEPP 65 applies. A bonus FSR provision would then allow for Council's larger apartment size and mix to be provided where certain requirements are met.
Design excellence clause to apply to the parts of the precinct to be rezoned	The proposed clause has been informed by discussions with Council and the NSW Government Architect. The control has been recommended to ensure a high design standard is achieved for new development.
New statutory control for the transfer of floor space ratio.	<p>This control has been recommended where new roads, open space and drainage infrastructure are to be provided, and dedicated to Council.</p> <p>The clause enables the calculation of site area of a proposed development, for the purposes of applying a floor space ratio, to include land that has been dedicated to Council, or a public authority, for a public purpose.</p>
Include an active frontage control.	This has been recommended to ensure that active frontages are achieved in key locations within the Showground Station town centre.
Include minimum front setbacks as a statutory control.	This has been recommended to provide certainty for the setbacks of buildings in key parts of the precinct.
Minimum lot sizes have been included for different dwelling types.	The Department has adopted Council's request to increase minimum lot size controls for medium rise residential flat buildings and all types of shop top housing to encourage the formation of larger development sites. The minimum lot size of 3,600sqm has been adopted for apartment buildings 21m (6 storeys) or higher. For apartments, up to 11m, minimum lot sizes of 1,800m ² are required to provide for a range of housing products. All

Recommended changes	Comment
	shop top housing will require a minimum lot size of 3,600sqm.
Site Specific Development Control Plan	Sites greater than 3,600sqm will require a site-specific development control plan to be prepared. This will ensure that key masterplanning principles sought by Council are applied at the development application stage for large sites. This approach is consistent with similar controls in the City of Sydney and Randwick local government areas.

7 Infrastructure Schedule

Table 5 Infrastructure Schedule for the Showground Station Precinct

Item	Measure	Who	Process
Regional & strategic transport planning measures			
1.	<p>Construction of the Sydney Metro Northwest including:</p> <ul style="list-style-type: none"> • New Metro Station, station plaza and public domain • Bus, taxi, cycle and kiss and ride interchange facilities • Customer Car Park with 600 spaces • Public plaza and potential retail space • Access for emergency, delivery and maintenance vehicles. • New and upgraded Station Precinct access streets, including: <ul style="list-style-type: none"> • New street between Showground Road and Cattai Creek/station car park (along southern edge of Castle Hill Showground), with bus-only right turn priority into Showground Road. • Extension of Middleton Ave to Castle Hill Showground • New street between Doran Drive and extended Middleton Ave • Upgrade of Doran Drive • Shared paths along northern side of Carrington Road between Doran Drive and Showground Road 	TfNSW	Sydney Metro Northwest to be completed in 2019
2.	<ul style="list-style-type: none"> • Showground Road Upgrade: <ul style="list-style-type: none"> • Widening of Showground Road to a minimum of four lanes between Carrington Road and Old Northern Road; • Modifying the intersection of Showground Road and Pennant St to accommodate additional turning lanes and bus priority measures; • Building a 2.5 metre wide shared footpath and cycleway along the northern side of Showground Road between Carrington Road and Pennant St; • Bus priority measures including bus priority lanes. 	RMS	Voluntary Planning Agreement between Roads and Maritime Services, The Hills Shire Council and QIC and to be completed mid 2017
3.	Windsor Road widening, between Showground Road and Memorial Ave	TfNSW	To be determined as precinct develops
4.	<p>Bus network:</p> <ul style="list-style-type: none"> • Improvements to the rapid bus and suburban network to create a more connected system that complements the Sydney Metro Northwest • Continued review and Improvements to local bus services, including bus routes to service new development areas • Bus lanes on Norwest Boulevard as part of future upgrade. 	TfNSW	To be determined as precinct develops
	<p>Intersection upgrades at:</p> <ul style="list-style-type: none"> • Showground Road / Carrington Road; • Showground Road / Victoria Road; • Windsor Road / Showground Road; • Norwest Boulevard / Windsor Road; 	TfNSW	To be determined as precinct develops

Item	Measure	Who	Process
Local transport measures – potential road upgrades			
5.	<p>New and upgraded intersections, including:</p> <ul style="list-style-type: none"> • New Signalised Intersection - Carrington Road and Middleton Ave (replacing existing roundabout) • New Signalised Intersection - Showground Road and new precinct access street (completed as part of NWRL early works) • Signalisation of intersection of Doran Drive and Carrington Road. <p>New traffic lights at the intersections of Showground Road with:</p> <ul style="list-style-type: none"> ○ Rowallan Ave; and ○ Kentwell Ave/Cheriton Ave; <p>Changing the intersection of Showground Road and Britannia Road to left-in/left-out access.</p> <p>Intersection upgrades at:</p> <ul style="list-style-type: none"> • Castle Street / Pennant Street; • Carrington Road / Victoria Road; and • Fishburn Crescent / Showground Road. • Widening of Corrington Road between Showground Road and Victoria Road 	<p>TfNSW</p> <p>RMS</p> <p>Relevant road authority / developer</p>	<p>Sydney Metro Northwest to be completed in 2019</p> <p>Voluntary Planning Agreement between Roads and Maritime Services, The Hills Shire Council and QIC and to be completed mid 2017</p> <p>Delivery as part of a Section 94 Plan and other funding sources</p>
6.	<p>New roads:</p> <ul style="list-style-type: none"> • Extension of Fishburn Crescent to Showground Road to provide vehicle access to the precinct south of Showground Road, and associated intersection upgrade. • New local streets as development occurs 	Relevant road authority / developer	To be confirmed as precinct develops
7.	<ul style="list-style-type: none"> • Potential extension of Carrington Road from Victoria Road to Windsor Road as a bus, walk and cycle only connection • Widening of Carrington Road between Showground Road and Victoria Road 	Relevant road authority / developer	Delivery as part of a Section 94 Plan
Local transport measures - Pedestrian and Bicycle Network			
8.	<p>Dedicated pedestrian facilities:</p> <ul style="list-style-type: none"> • Footpaths on both sides of all streets in precinct. • Installation of new pedestrian crossings on new and existing streets where required to accommodate increased pedestrian activity • Pedestrian crossings on all legs at new signalled intersections. 	Relevant road authority / developer	Delivery as part of a Section 94 Plan and other funding sources

Item	Measure	Who	Process
9.	<p>Separated/shared paths:</p> <ul style="list-style-type: none"> Along Showground Road, between the Precinct and Castle Hill <p>Separated/shared paths:</p> <ul style="list-style-type: none"> Along Victoria Ave, between Carrington Road and Showground Road; Along Windsor Road, between Showground Road and Memorial Ave; Along Norwest Boulevard, between Windsor Road and Old Windsor Road; Along Barina Downs Road, between Victoria Road and MacKillop Drive; Along Salisbury Road, between Victoria Ave and Windsor Road; and Along Cattai Creek, between Showground and Middleton Ave. 	<p>RMS</p> <p>Relevant road authority / developer</p>	<p>To be determined as precinct develops</p> <p>Delivery as part of a Section 94 Plan and other funding sources</p>
Education			
10.	Investigation for a potential new high school and primary school to be provided in either Castle Hill, Showground Station Precinct or Bella Vista Station Precinct	Department of Education and Communities	School Cluster Asset Plan
11.	Investigation for the expansion of existing primary schools (and out of school hours facilities where possible)	Department of Education and Communities	School Cluster Asset Plan
Local open space and community facilities			
12.	Expansion and embellishment of Chapman Avenue Reserve from 1,900m ² to approximately 6,280m ² .	The Hills Shire Council/ developer	Delivery as part of a Section 94 Plan and potential funding of improvements under the government funded Precinct Support Scheme
13.	Revitalisation of Cattai Creek Corridor including public ownership of land in the corridor.	The Hills Shire Council/ developer	Where works are eligible the delivery as part of a Section 94 Plan may be appropriate. Potential funding of improvements under the government funded Precinct Support Scheme
14.	Contribution to embellishment of sports fields in the surrounding area	The Hills Shire Council	Delivery as part of a Section 94 Plan and potential funding of improvements under the government funded Precinct Support Scheme
15.	Village Plaza, minimum of 1,150m ² located to the east of Doran Drive connecting Showground Station to Castle Hill Showground.	Developer	Various

Item	Measure	Who	Process
16.	Multipurpose community centre at Castle Hill Showground, with a minimum floor area of 1,500m ² to include youth and community needs	The Hills Shire Council	Eligible components to be delivered as part of a Section 94 Plan. Potential funding of improvements under the government funded Precinct Support Scheme
17.	Embellishment of Castle Hill Showground	The Hills Shire Council	Delivery as part of a Section 94 Plan and potential funding of improvements under the government funded Precinct Support Scheme
18.	Embellishment of Cockayne Reserve	The Hills Shire Council	Delivery as part of a Section 94 Plan and potential funding of improvements under the government funded Precinct Support Scheme
19.	Streetscape works to improve pedestrian environments on key streets including: <ul style="list-style-type: none"> • Victoria Ave; and • Carrington Street 	The Hills Shire Council/ developers	Where eligible may be delivered as part of a Section 94 Plan and potential funding of improvements under the government funded Precinct Support Scheme
20.	Children's services (these services could be combined): <ul style="list-style-type: none"> • 1 long day care centre • 2-3 pre-schools • 1 occasional care centre • 1 hours school care centre 	Not for profit or private sector	Private sector

Precinct Support Scheme

Through the Precinct Support Scheme, the NSW Government has allocated approximately \$15 million of additional funds for local infrastructure upgrades across the Kellyville, Bella Vista and Showground Station Priority Precincts. The intention of the funding is to enable Council to provide local infrastructure that will directly benefit the community. The funding is additional to development contributions (that is Section 94 development contributions), and could be used by Council to develop new local parks, upgrade existing open space, improve the local streetscape or provide additional community facilities, amongst other things.

Precinct support scheme projects need to satisfy several criteria. This includes the following, the project:

- can be delivered in a short timeframe;
- will provide direct benefits to the community; and
- has not already been funded by other means.

As part of the exhibition of the draft plans for the Kellyville, Bella Vista and Showground Station Precincts, an online survey was available on the precinct websites to obtain feedback from the community about how funding can be spent. The most popular options selected by the respondents for the allocation of funding in the Showground Station Precinct were upgraded facilities at the Castle Hill Showground and revitalisation of Cattai Creek including walking and cycling paths. The most popular choice for projects that could be funded on the Castle Hill Showground was a multipurpose facility.

Following the rezoning of the Showground Station Precinct, The Hills Shire Council and the Department will work together to review the shortlisted projects and reach agreement on the recommended project(s) to receive Precinct Support Scheme funding. The Department and council would then enter a funding agreement to detail the works to be delivered, the projects costs, project completion milestones and payment arrangements.

8 Monitoring and reporting

To provide a valuable evidence base to inform service and infrastructure delivery as the precinct redevelops over time, the Department will monitor and report annually on the:

- number of housing approvals, construction commencements and completions for all housing types within the Precinct;
- pipeline for additional housing throughout north west Sydney;
- performance of The Hills development processing times.

The Department will also monitor population, household and dwelling projections for north-western Sydney, The Hills and Blacktown LGAs.

Employment Lands

The Department's Employment Lands Development Program will continue to monitor and audit the supply of employment lands throughout the precinct and surrounding area to inform policy development, infrastructure co-ordination and future planning for employment lands.

Infrastructure Delivery

The Department will also work with infrastructure agencies and stakeholders to co-ordinate the infrastructure required to support integrated land use planning throughout the precinct and broader corridor.