

04 April 2023

PEER REVIEW - PRE PLANNING PROPOSAL AND URBAN DESIGN STUDY FOR THE SITE LOCATED AT 896-898 WOODVILLE ROAD AND 15 HILWA STREET

1 Background

- 1.1 This planning and urban design review relates to the preliminary Planning Proposal (DPMS October 2022) and Revised Urban Design Report (Tony Owens Partners Version C - October 2022) prepared on behalf of ABA Square Pty Ltd (the Applicant).
- 1.2 The proposal relates to the site at 896-898 Woodville Road and 15 Hilwa Street (subject site). The subject site includes two additional residential zoned land parcels acquired by the applicant located at the southern end of the subject site.
- 1.3 The Applicant has advised that despite its efforts to acquire the adjacent site at 896A Woodville Road to fulfil the requirements for Minimum Lot Size development standard, it has been unable to do so. No documentation has been sighted in this regard and this advice is predicated on the assumption that efforts undertaken by the Applicant to acquire the land are adequate, and to Council's satisfaction.
- 1.4 It is noted that GYDE and Council met with the Applicant to clarify design intent and consider preliminary comments. The Applicant subsequently submitted an updated Urban Design Report (Version C).
- 1.5 This advice is based on preliminary documentation received being the DPMS Planning Proposal dated October 2022, and the revised Tony Owens Partners Urban Design Report (Version C) dated October 2022.

2 Site

- 2.1 The site located at 896-898 Woodville Road and 15 Hilwa Street and is illustrated as Figure 1. The site is 4,412.7 sqm according to the site survey provided.



Figure 1 Subject site

3 Fairfield LEP 2013

- 3.1 The site is currently zoned a combination of B2 Local Centre, RE1 Public Recreation, and R4 High Density Residential.
- 3.2 For the B2 Local Centre zoned portion of the site, any residential development is required to be provided in a shop top housing format.
- 3.3 For the B2 Local Centre zoned portion of the site, the maximum permissible building height on the site is 27 metres. However, cl 7.8 (Villawood—height of buildings) limits height to 9 metres if the provisions set out under the Minimum Site Area Map are not achieved. No FSR limitation applies to this portion of the site.
- 3.4 For the R4 High Density Residential zoned portion of the site and land to the south of the subject site, the maximum permissible building height on the site is 20 metres and a maximum FSR of 2:1 applies.
- 3.5 No building height or FSR limitations are provided for under the FLEP 2013 for the RE1 Public Recreation zoned land at the northern end of the site.
- 3.6 The B2 Local Centre zoned portion of the site, the site minimum area must be in accordance with the Minimum Site Area Map. This effectively requires the consolidation of both 896 and 896A Woodville Road to achieve a minimum site area of 4,000sqm.

4 Key elements of the Villawood Town Centre Urban Design Study relevant to the site

- 4.1 The site is a key opportunity site identified in the UDS located within the Villawood Town Centre - Business Precinct. The approximate location of the site in relation to the Villawood Town Centre Structure Plan is illustrated in Figure 2. Note that 15 Hilwa Street and 898 Woodville Road are outside the UDS boundary.

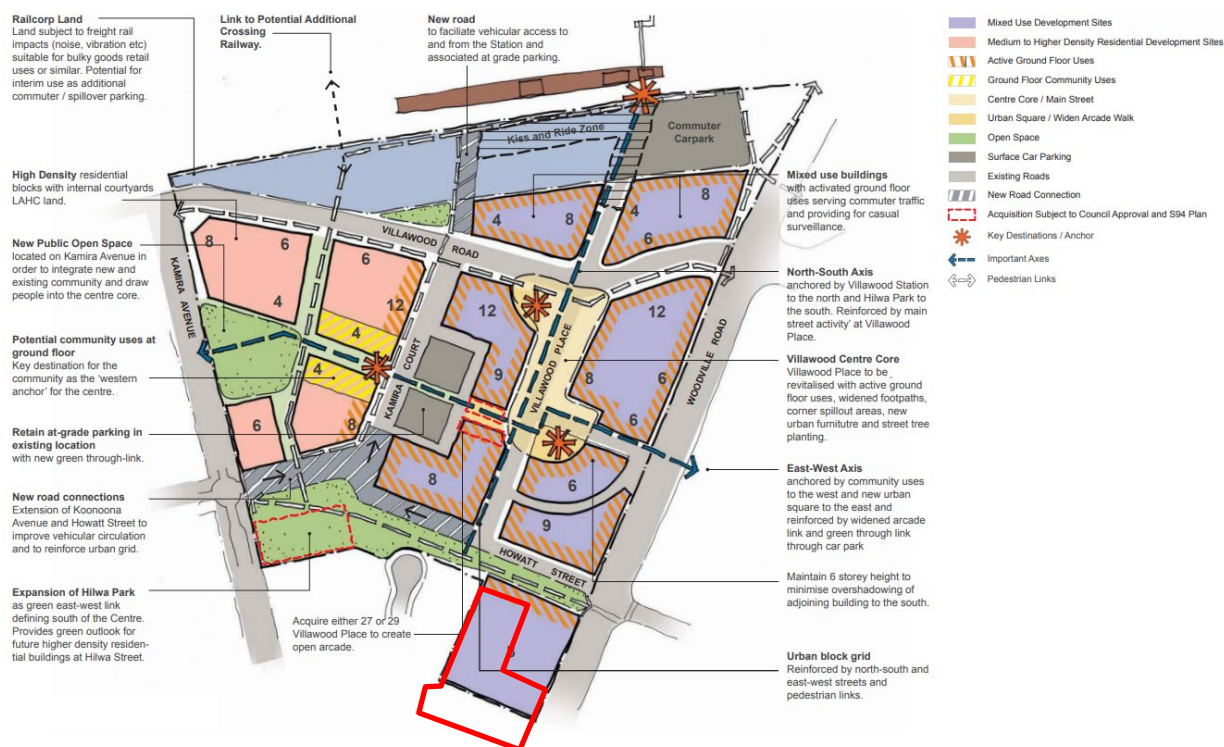


Figure 2 Site in relation to the UDS Structure Plan



Figure 3 Intended built form outcome for the site under the UDS

4.2 For this group of sites, the UDS envisages a development that:

- 4.2.1 establishes a new green link along Howatt Street, which has now been zoned RE1 Public Recreation; and
- 4.2.2 provides an active frontage to Howatt Street green link to the north, and Woodville Road to the east.
- 4.3 The consolidation of the two sites at 896 and 896A Woodville Road was considered to be critical in achieving a coordinated development outcome as intended by the UDS. Noting that the UDS did not include the additional sites 15 Hilwa Street and 898 Woodville Road.
- 4.4 The building form envisaged under the UDS would result in a rear or side boundary relationship to what was formerly residential zoned land and dwelling houses (now RE1 Public Recreation zoned land) immediately west of the site fronting Hilwa Street.
- 4.5 The rezoning of the residential to RE1 land had not been proposed at the time the UDS was prepared, which is further discussed in the following section.

5 Contextual changes since the UDS was adopted and current planning controls were made

- 5.1 Since the UDS was adopted and its recommended planning controls were made, there have been changes in circumstance that warrant reconsideration for how built form on this site is developed, to ensure a positive relationship between the site and adjacent public domain elements.
- 5.2 Most notably, Council has rezoned land which will expand Hilwa Park to encompass residential land west of the site extending to Hilwa Street. This parkland has yet to be realised and existing residential dwellings currently remain in place and in continue to be used for residential purposes.
- 5.3 It is understood that the proposed expansion of Hilwa Park has been zoned RE1 Public Recreation but Council has not acquired the sites, nor are they identified on the Land Use Reservation map under FLEP 2013.
- 5.4 The expanded Hilwa Park results in a substantial shift in the way this cluster of sites will need to function as an urban form, in comparison to the land use context considered under the UDS.

This new parkland will effectively reorient the lot to include a public frontage not previously accounted for under the Urban Design Study. When this new parkland is realised, there will be a need to establish a positive and/or interactive interface with the three frontages (i.e. expanded Hilwa Park, Howatt Street/ green link, and Woodville Road).

- 5.5 A key factor for the successful development of the site will be the timing and delivery of the expanded Hilwa Park. This should preferably occur in unison with the development of this site to ensure a positive interrelationship between the future built form and the public domain can occur from the outset.
- 5.6 A future proofing solution that seeks to adapt to the later delivery of the expanded park is unlikely to occur in the short to medium term post development. As such it is highly recommended that Council progress acquisition of these sites to progress parallel to the planning proposal process for the subject site.

6 The Proposal

- 6.1 The proposal is seeking to:
 - consolidate 896-898 Woodville Road and 15 Hilwa Street for the purpose of a 6 and 8 storey mixed use development;
 - rezone 15 Hilwa Street and 898 Woodville Road to B2 Local Centre;
 - remove FSR controls from 15 Hilwa Street and 898 Woodville Road to be consistent with the approach taken within the B2 Local Centre zone;
 - increase the HOB controls on 15 Hilwa Street and 898 Woodville Road to be consistent with the B2 Local Centre zone;
 - amend the minimum site area map:
 - 896 – 898 Woodville Road and 15 Hilwa Street – 4,000sqm; and
 - 896A Woodville Road – 1,300sqm.
- 6.2 In summary, the proposal is to realign the minimum lot size to facilitate an alternative land amalgamation pattern and align the zoning of the newly acquired sites at 15 Hilwa Street and 898 Woodville Road with that envisaged by the UDS for 896 and 896A Woodville Road.
- 6.3 The intent of the proposal is to facilitate the development of a discrete mixed use shop top housing development on the subject site and is proposed to include a supermarket, retail tenancies at ground level and residential units above.
- 6.4 The proposal will facilitate the discrete development of the petrol station site at 896A Woodville Road for mixed use development. In this regard, the neighbouring site must be included in the planning proposal boundary as a new control will be necessary in relation to minimum site area provisions under cl 7.8 of the FLEP 2013. It is recommended that the minimum lot size control be removed from the petrol station site at 896A Woodville Road as it will not be required to amalgamate with any site.

7 Consideration for the minimum site area provisions under CI 7.8 Villawood—height of buildings

- 7.1 A key consideration for the proposed changes to the minimum lot size provisions is whether the proposed controls can support feasible development outcomes in the precinct without resulting in site isolation. In this regard assessment in accordance with the fundamental principles defining building envelope under the NSW Apartment Design Guide (ADG) is necessary.
- 7.2 In relation to ADG, the Applicant has provided an analysis of building depth, building separation and solar access. This analysis provides a reasonable level of comfort that feasible building depths, building separation, solar access and cross ventilation can be achieved on both sites given the proposed agitation pattern. However, this is reliant on the inclusion of the two additional lots to the south, which have been acquired by the applicant.
- 7.3 The same can be said in relation to the remainder lot (i.e. 896A Woodville Road). Based on the information provided, there is sufficient comfort that the fundamental elements of the ADG can be

met and that the remainder lot will not be disadvantaged in that regard.

- 7.4 The information provided does not explore the FSR that could be achieved under the current as compared to the proposed planning controls. As such, it is not possible to confirm whether 896A Woodville Road would be disadvantaged in terms of the achievable FSR considering both scenarios. We do however have sufficient comfort that the lot (i.e. 896A Woodville Road) can be developed rationally and in a manner that is cohesive with the newly amalgamated site and the wider Villawood town centre.
- 7.5 While there is no FSR control applicable to the remainder site under the FLEP 2013, the maximum achievable floor space will be impacted by other controls such as maximum building height, setbacks and ADG separation distances.
- 7.6 To inform Council's consideration of the PP, we recommend that the FSR analysis be provided to demonstrate that the development potential of the site at 896A Woodville Road site would not be reduced as a result of the Planning Proposal. In undertaking this task, it would be reasonable for a zero lot line wall to be explored where the boundaries of 896A Woodville Road adjoin the subject site so as to establish continuous street wall/ building form along Woodville Road and Howatt Street, as envisaged by the UDS.

8 Consideration for lot frontage width

- 8.1 Lot frontage width must also be considered so as to ensure that there is suitable width to establish a high quality and active/ interactive frontage as appropriate to the context, with minimal interruption from vehicle access points and blank facades.
- 8.2 This will need to factor in likely access points, which as highlighted in the urban design study, is most logically from Howatt Street or Hilwa Street given the limited likelihood for access to be gained to Woodville Road as an RMS controlled road.
- 8.3 Gyde is not in receipt of a traffic and transport impact assessment and can only make comment regarding vehicle access from a planning and urban design perspective.
- 8.4 The frontage of the site to Howatt Street is 30m. Frontage to Woodville Road is in the order of 37 metres. These would generally be suitable frontage widths to balance access and active frontage. However, the UDS only envisaged a single development of the site and given the likelihood that access would need to be obtained from Howatt Street, there is a need to maximise activation of this street and reduce the number of vehicle access disruptions across the green link.
- 8.5 Vehicle access via Hilwa Street at the south western corner of the site is recommended as this arrangement will better enable activation of Howatt Street. Also the intended future character of Hilwa Street is for high density residential uses up to 6 storeys. In this regard, access to a high density development is consistent with the future context. However, retail parking and heavy vehicle access may be better accessed from Howatt Street to minimise conflict with the residential context. This appears to be the intent of the urban design study provided, which is supported.
- 8.6 If any vehicle access is to be obtained from Howatt Street, it should preferably be located away from the western boundary of the site and adjacent to the boundary of 896A Woodville Road so as to ensure an appropriate relationship between any future retail uses and the expanded Hilwa Park as well as to facilitate/ future proof shared access opportunities. This appears to be the intent of the updated urban design study provided.
- 8.7 In all future stages of the planning and detailed design process, we would recommend that shared access arrangements be considered (if feasible) between the site and the future development of 896A Woodville Road. Provisions should be made to allow for future access into the basement of 896A Woodville Road with appropriate easements. This would require any traffic study to demonstrate that suitable shared access for all development on the subject site and 896A Woodville Road can be provided.

9 Consideration for the proposed bulk and scale

- 9.1 The Proposal effectively seeks to extend the 27m height zone southwards to encompass 15 Hilwa Street and 898 Woodville Road. This would adjoin a future 20m (6 storey) site to the south. This would reflect the same height transition as currently occurs under the current LEP controls between the existing B4 Local Centre and R4 High Density Residential zones.
- 9.2 In this regard the level of impact would be the same, albeit transferring the impact to the sites further south at 11A Hilwa Street and 900 Woodville Road.
- 9.3 The 2 storey downward transition and level of impact is considered acceptable in relation to the permissible future development of these sites.

10 Suitability the proposed zoning

- 10.1 The proposed zoning of the site seeks to retain the B2 Local Centre zone of 896 Woodville Road and rezone 15 Hilwa Street and 898 Woodville Road from R4 High Design Residential to B2 Local Centre. This is to facilitate the intended development of a supermarket on the site.
- 10.2 The B2 zone was considered appropriate for the entirety of 896 Woodville Road at the time of preparing the UDS. The proposed supermarket enables such residential uses to be achieved.
- 10.3 Maximising the activation of Howatt Street and establishing a positive built form relationship with the expanded Hilwa Park are critical to the successful development of this site, if a supermarket is to be developed. Activation or at minimum, a positive interface also needs to be established towards Woodville Road. The revised Urban Design Report (Version C) includes a design concept that effectively demonstrates that commercial frontages could be achieved in relation to future expanded Hilwa Park adjoining the site's western boundary. This is a desirable outcome, provided that the retail frontages are realised.
- 10.4 The viability of ground floor non-residential uses along with the activation of Hilwa Park are key considerations. While a supermarket is a desirable use in the Villawood centre, this use cannot be guaranteed nor mandated. There is an existing Aldi Supermarket on Villawood Place, with an additional full-line supermarket proposed in the LAHC Development on Kamira Court. Gyde is not in receipt of any economic report confirming the viability of a potential third full-line supermarket on this site.
- 10.5 In the event that the development of a supermarket does not eventuate, an alternative commercial/ retail configuration would need to occur. In this regard, the viability of numerous retail shopfronts facing Hilwa Park (i.e. without an adjacent public street) needs to be considered. Any vacant shopfronts resulting from poorly performing retail floorspace would be an ongoing CPTED concern and an unacceptable urban design outcome for the locality.
- 10.6 The Applicant's Urban Design Report has demonstrated that a place making and landscaping solution exists that would likely draw pedestrian traffic from the south along Hilwa Street via these shopfronts. This route will link directly with Villawood Place, which is the main street of the Villawood Town Centre.
- 10.7 In order to support the activation of the frontage to Hilwa Park, we recommend that Council seek to include the frontage to Hilwa Park on its Active Street frontages map. We also recommend that a DCP amendment be sought to ensure the appropriate place making and landscaping measures are put in place within Hilwa Park to facilitate direct line pedestrian access between Hilwa Street along the western frontage of this site. We recommend that pedestrian links are of sufficient width to support both alfresco uses and pedestrian access.

11 Zoning anomalies in the Planning Proposal that need to be addressed

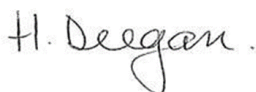
- 11.1 We note the proposed LEP mapping within the planning proposal documentation includes the following anomalies, which are not supported and should be corrected:
 - 11.1.1 The Land Use Zoning (LZN) map should not extend the B2 Local Centre zone across RE1 Public Recreation zoned land along Howatt Street.
 - 11.1.2 The Height of Building (HOB) map should not extend the B2 Local Centre zone across RE1

Public Recreation zoned land along Howatt Street.

- 11.1.3 The permissibility of access across the area of RE1 Public Recreation zoned land along the Howatt Street frontage will be required. It is noted that access to a residential flat building or shop top housing building across Council owned reserves will require an operational land classification. Otherwise, access can only be obtained from Woodville Road which cannot be guaranteed as it is a classified road.
- 11.1.4 The B2 zone extends across the small sliver of RE1 zoned land in the south west corner of the site. Therefore, it will not be necessary for council to acquire this small area of land as part of any future acquisition process to expand Hilwa Park.

12 Summary and recommendations

- 12.1 The proposed minimum lot size is supported as we have sufficient comfort that with the additional acquired lots both the subject site and the remainder lot at 896A Woodville Road are of sufficient area to support rational development that meets the core requirements of the ADG.
- 12.2 The proposed extension of the B2 zone is supported but ground level activation to Hilwa Park needs to be enshrined in the planning controls. In order to support the activation of the frontage to Hilwa Park, we recommend that Council seek to include this on its Active Street Frontages map under FLEP 2013. We also recommend that a DCP amendment be sought to ensure the appropriate place making and landscaping measures are put in place within Hilwa Park. These should facilitate high quality public domain that supports direct line pedestrian access between Hilwa Street along the western frontage of this site to Villawood Place.
- 12.3 To facilitate the development of this site in a manner that positively interrelates built form and the future Hilwa Park, we recommend that, if the proposal is to proceed, Council prioritise the acquisition of the RE1 zoned sites to provide certainty that the park and the future development of the subject site can occur in unison. Council should however avoid the acquisition of the small sliver of RE1 zoned land at the south west corner of the subject site as it will no longer be required.
- 12.4 We recommend that prior to the planning proposal proceeding, that the mapping anomalies described in the sections above be corrected.



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