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REVISED PLANNING PROPOSAL 22-32 Queen Street, Campbelltown



Prepared for Aland Developments Pty Ltd
Submitted to Campbelltown City Council

May 2019

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VERSION A - 22/06/2018
VERSION B - 10/09/2018 (REVISED PLANNING PROPOSAL)
VERSION C - 16/05/2019 (2nd REVISED PLANNING PROPOSAL)

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APPENDICES	TITLE
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Appendix B	Heritage Impact Assessment and Principles prepared by Lucas Stapleton Johnson
Appendix C	Traffic and Parking Impact Assessment prepared by McLaren Engineering and Road Safety Consultants
Appendix D	Landscape Plan prepared by Site Image Landscape Architects
Appendix E	Economic Impact Assessment prepared by PPM Consulting
Appendix F	Site Survey

Introduction

This planning proposal is submitted in accordance with Section 3.33 of the Environmental Planning and Assessment (EP&A) Act 1979 and provides an outline and justification for the proposed amendments to the development controls of mixed use land at 22-32 Queen Street, Campbelltown (“the subject site”). The proposal will amend the Campbelltown Local Environmental Plan (LEP) 2015.

The subject site comprises three (3) lots and is known legally described as follows:

Address	Lot details	Area (m ²)
22 Queen Street	Lot X in DP 409704	5,978
	Lot 15 in DP 14782	
32 Queen Street	Lot 1 in DP 1154928	14,487.7
Total Area		20,465.7

Table 1: Site description

The Planning Proposal has been prepared in support of an application to amend the principle development controls that apply to the subject site.

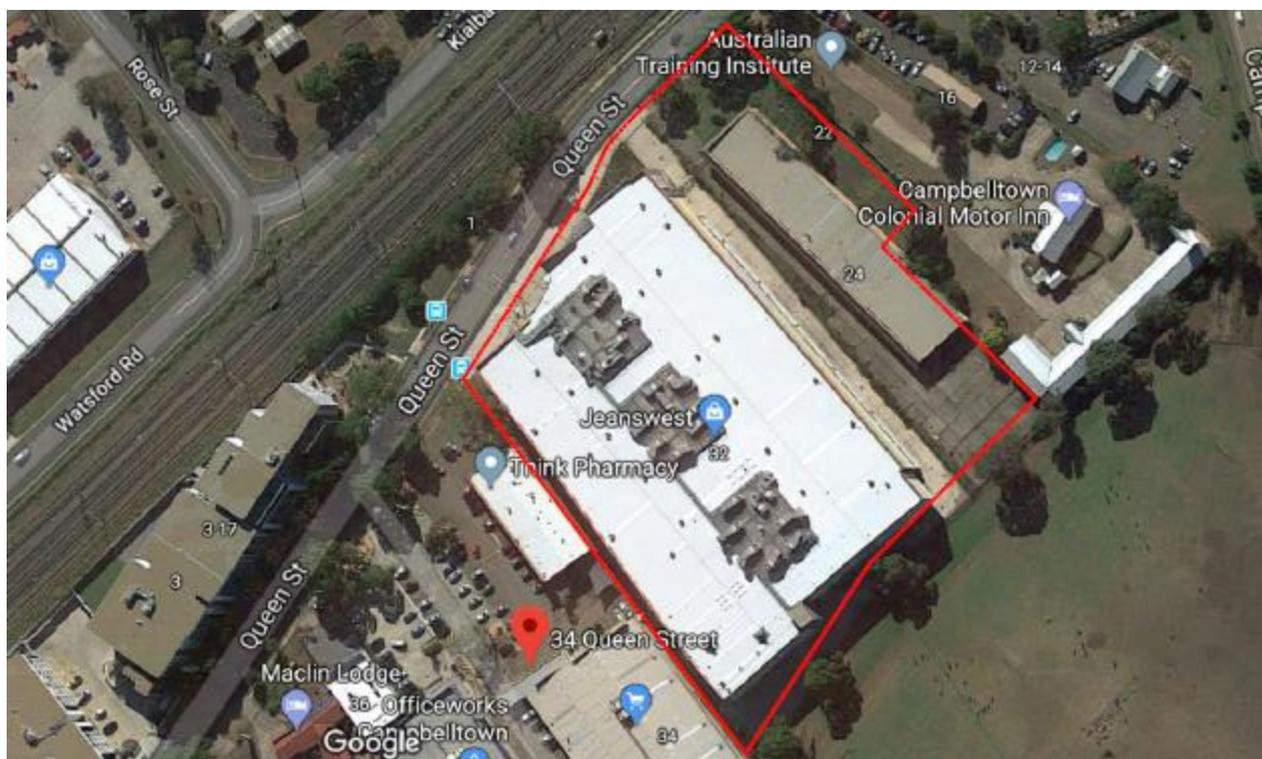


Figure 1: Aerial view of the subject site

The site, 20,465.7m², is located on Queen Street which is the main thoroughfare into the Campbelltown Central Business District (CBD). The site is highly visible from the overpass on Campbelltown Road, and as such forms a significant gateway into the city. The site is currently occupied by the DFO Factory Outlet store. This is a large bulky retail building which is now largely defunct. This is a 3-4 storey building of significant massing. The site is generally flat and has a large frontage to Queen Street.

Queen Street is the main entry road to the Campbelltown CBD. The site is within 850m from the entrance to the railway station. Queen Street is a main bus route, and the site is well served by public transport.

The planning proposal has been prepared in support of an application to amend the development controls that apply to the subject site.

In accordance with relevant NSW Department of Planning and Environment guidelines, including *'A Guide to Preparing Local Environmental Plans'* (2016) and *'A Guide to Preparing Planning Proposals'* (2016), this planning proposal comprises the following parts:

- | | |
|--------|--|
| Part 1 | A statement of the objectives or intended outcomes of the proposed instrument |
| Part 2 | An explanation of the provisions that are to be included in the proposed instrument |
| Part 3 | The justification for those objectives, outcomes and the process for their implementation based on technical studies |
| Part 4 | The existing controls that apply to the site based on the Councils LEP Maps |
| Part 5 | Details of the community consultation to be undertaken on the planning proposal |

This planning proposal forms part of a package of supporting documents for consideration by the Gateway under Section 56 of the EP&A Act 1979. The Planning Proposal application is therefore supported by the following studies:

- Urban Design Report, prepared by Tony Owen Partners
- Heritage Impact Assessment and Principles prepared by Lucas Stapleton Johnson
- Traffic and Parking Impact Assessment prepared by McLaren Engineering and Road Safety Consultants
- Landscape Plan prepared by Site Image Landscape Architects
- Economic Impact Assessment prepared by PPM Consulting

This Planning Proposal has been prepared by Pacific Planning on behalf of Aland Developments Pty Ltd in support of an amendment to the applicable development controls under the Campbelltown LEP 2015.

Site Identification

The land to which this Planning Proposal applies is on Queen Street, at the northern end of the Campbelltown CBD. It lies to the north of the CBD and is adjacent to Campbelltown Road and the Southern railway line. The land the subject of this planning proposal is identified in **Figures 1 and 2**.

The site fronts Queen Street to the west. The site adjoins Campbelltown High School located to the south east. This includes 2 storey buildings and large playing fields. The sites to the south west contain low rise mixed use retail/commercial premises. The opposite side of Queen Street contains the railway line with commercial industrial buildings beyond. The site to the north of the property contains the Colonial Motor Inn and also a Garden Centre. These sites contain 2 storey sandstone buildings which formed part of the John Warby Estate. The barn and Stables are listed as heritage items. It also contains a 2 storey 1970's motel, which has no heritage value beyond its inclusion within the precinct.

The buildings along Queen Street consist largely of 1-2 storey commercial premises along with newer residential flat buildings around 7 storeys. Among the commercial spaces there are a large amount of health related uses. Queen Street is the main entry road to the Campbelltown CBD.

The site is 850m from the main entrance to the Campbelltown railway station. Queen Street is also a main bus route, and the site is therefore well served by public transport. The site is located close to large areas of public green space including the Campbelltown Show Ground and Mawson Park. The site is also close to a number of schools including: Campbelltown High School, Beverley Park Special School and St Peters Anglican Primary School.



Figure 2: Site context

Principal Development Standards

Table 2 below summarises the Campbelltown LEP 2015 principal development standards that currently apply to the subject site:

Land Zoning	Maximum Building Height	Maximum Floor Space Ratio (FSR)	OTHER
B4 Mixed Use	26m	N/A	N/A

Table 2: Site Development Standards

The site is currently zoned B4 Mixed Use under the Campbelltown Local Environmental Plan 2015. It is surrounded on three sides by land of the same zoning and borders R4 High Density Residential to the south. According to the *Campbelltown Precinct Land Use and Infrastructure Study*, the site is within the Campbelltown CBD, which is designated as a Metropolitan Centre. Figure 3 illustrates the broader zoning context.

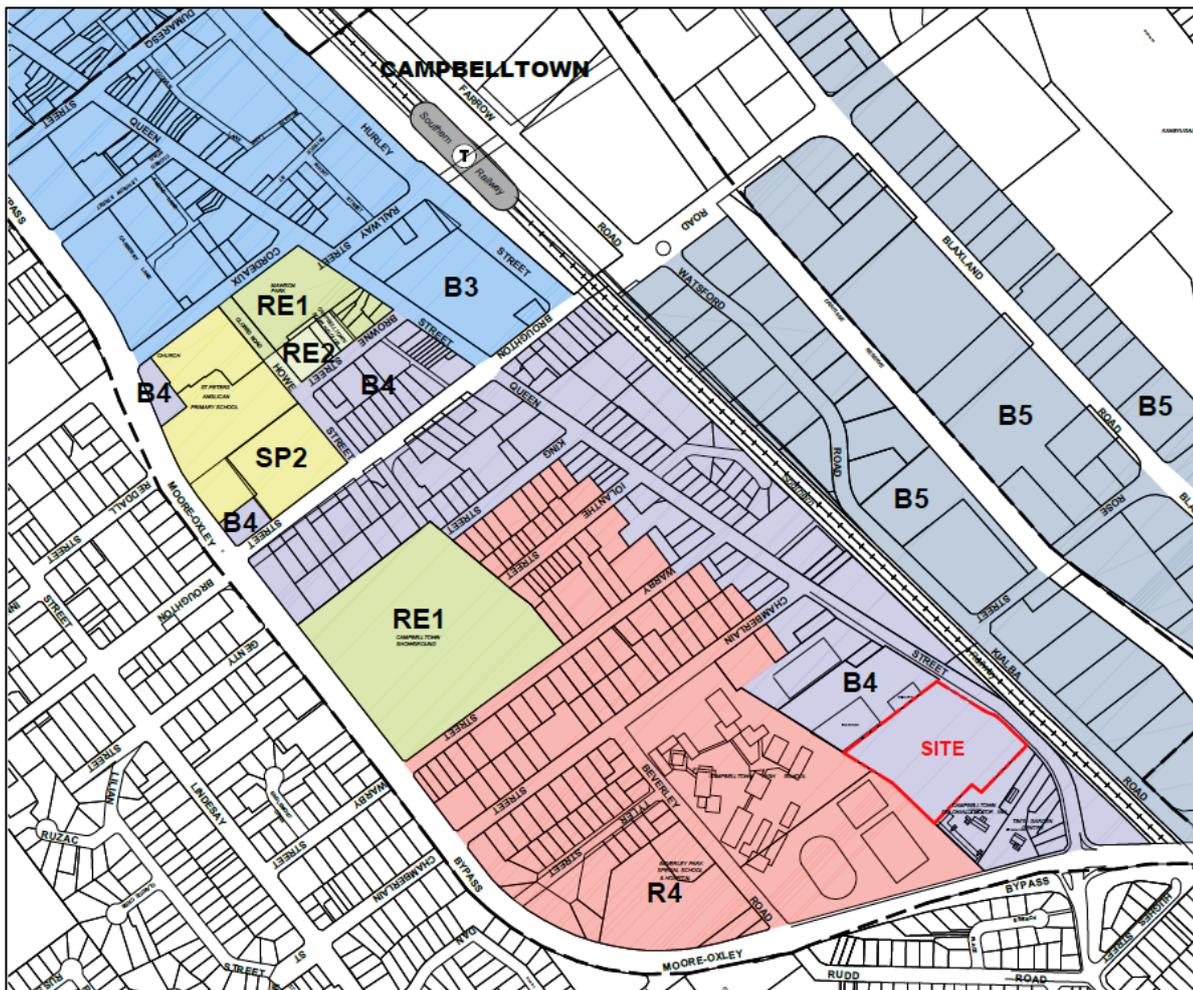


Figure 3: Campbelltown LEP 2015 Zoning Map (Source: Urban Design Report Appendix A)

Figure 4 below, identifies the maximum building height control that applies to the site under the Campbelltown LEP 2015.

The site is located within an area that has a maximum building height of 26 metres.

To the south heights extend from 19 metres to 38.5 metres to 45 metres; towards the Campbelltown train station.

No floor space ratio (FSR) control currently applies to the site.

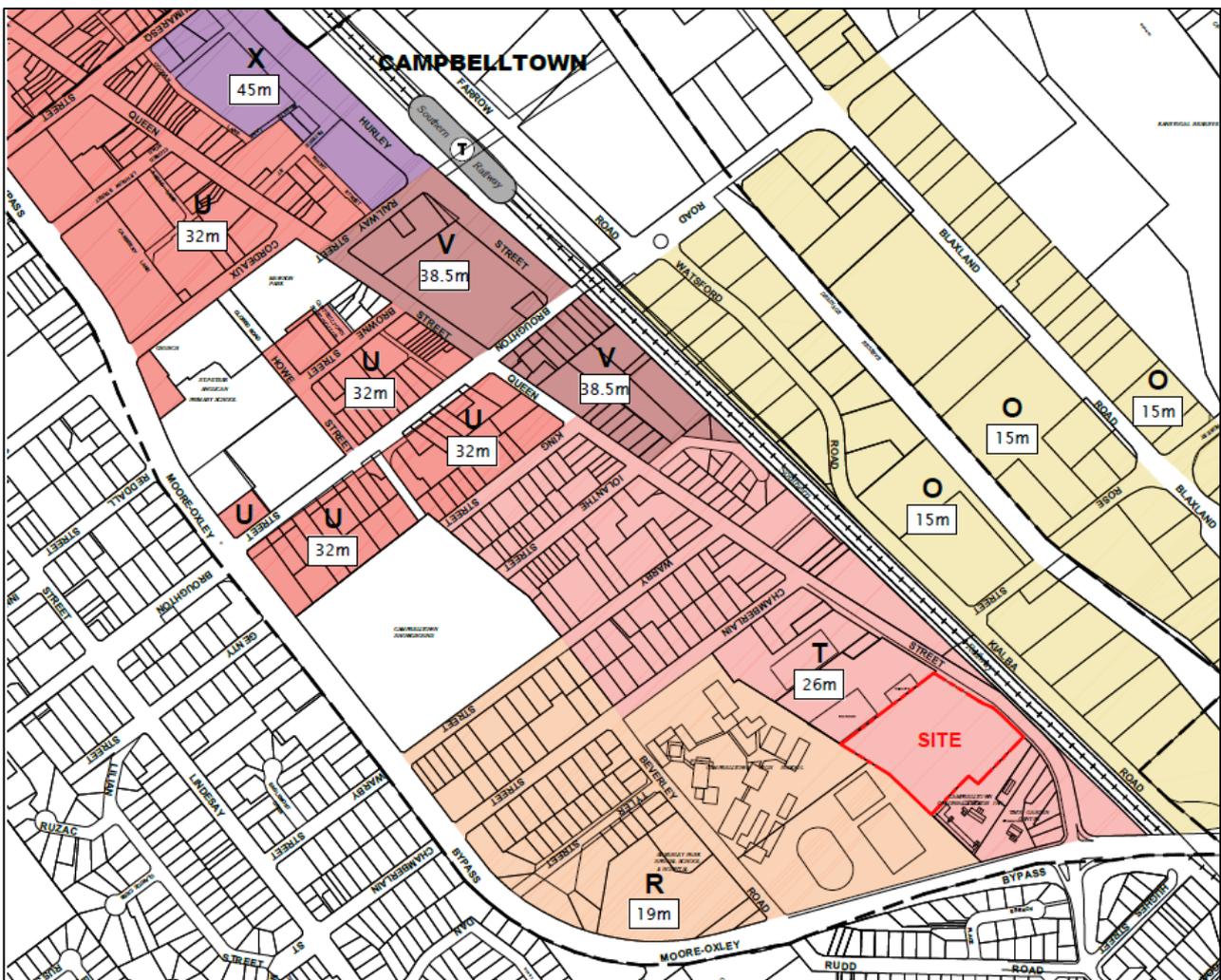


Figure 4: Maximum Building Height Map

Heritage

22-32 Queen Street Campbelltown (the project site) adjoins a significant heritage item: the Warby Barn and Stables (the Warby site, Heritage Item I00497) which consists of two sandstone agricultural buildings that once formed part of the larger John Warby Estate. This site is listed on the State Heritage Register and is of considerable historic significance to the history of Campbelltown.

Established in c.1816, the Warby site once also held a homestead (long demolished) directly in front of the barn building with an entry drive from Queen Street leading to the western side of the site. The site is currently used as the Colonial Motor Inn and a garden centre.

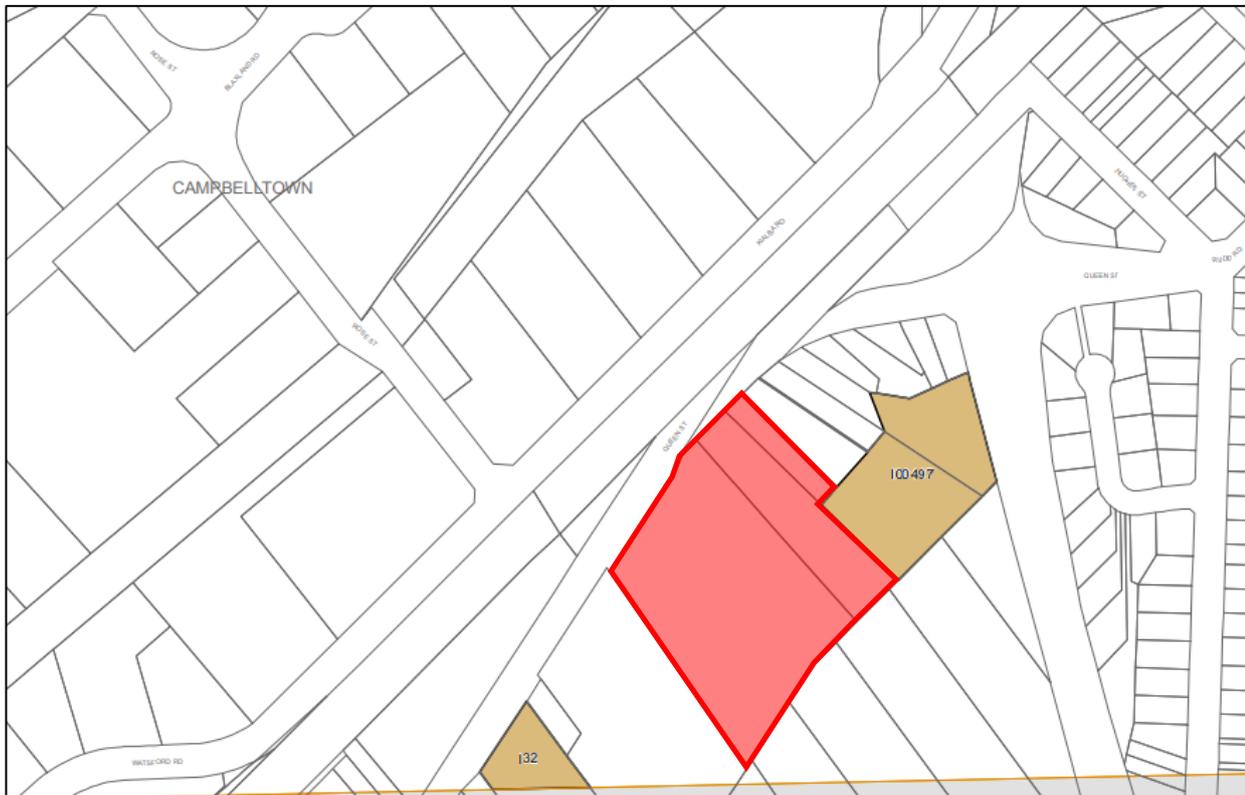


Figure 5: Heritage Map



Figure 6: Driveway off Queen Street leading to Warby's Barn (Source: Lucas Stapleton Johnson Heritage Report)



Figure 7: Warby's Barn (Source: Lucas Stapleton Johnson Heritage Report)



Figure 8: Warby's Stables (Source: Lucas Stapleton Johnson Heritage Report)

The heritage interface included in the previous DA for the project site did not adequately address the opportunities that having a site of State significance adjacent to a new development presented.

The applicant has engaged heritage architects Lucas, Stapleton, Johnson and Partners to consider how best to address the interface between the Warby site and the Queen Street, Campbelltown site.

Based on an analysis of the configuration of the site and its history, the following issues and opportunities have been identified for the Warby site:

- Principal views of the Warby barn and stables buildings are from the northeast from the Campbelltown Road overpass.
- The existing driveway access to the Warby site is not the historic entry and provides limited views into the site.
- Views from Queen Street into the Warby site are constrained.
- Although a later addition, the scale, form and character of the hotel accommodation building is generally sympathetic to the Warby barn.
- Other development fronting Queen Street intrudes into views of the Warby buildings and interrupts the historic visual and spatial relationships between the barn and stables.
- Although the buildings have been altered, they retain their essential forms and character.
- The site retains elements of its historic character with scattered tree plantings of natives and historic species (pepper corn) and a tree lined drive.

Background

Development Application

A development application (901/2016/DA-RA) was lodged for the subject site in April 2016. The proposed development had a capital investment value of \$122.7 million and was for:

- refurbishment and additions to existing commercial building
- construction of a mixed use commercial/residential development comprising 594 apartments within seven towers
- provision of new ground level retail tenancies
- provision of 1190 car parking spaces.

The application has since been withdrawn, following the finalisation of the was Campbelltown Precinct: Glenfield to Macarthur Land Use and Infrastructure Implementation Plan and the release of the draft Re-imagining Campbelltown CBD Strategy. These documents have informed a new strategic planning framework for Campbelltown under which the existing controls and development concept can be considered.

Further, the heritage interface included in the previous DA for the project site did not adequately address the opportunities that having a site of State significance adjacent to a new development presented. Therefore, a revised concept has been prepared that seeks to connect and enhance the heritage significance of the adjoining site in the context of the new strategic planning framework for Campbelltown.

Planning Proposal

As discussed under Section A of this Planning Proposal, a pre-lodgement meeting was held between the proponent project team and Campbelltown City Council staff in relation to amending the maximum building height control for the subject site on 16 May 2018. This included a presentation of the design rationale and principles, the protection of the heritage items, the development concept and the intention to lodge a planning proposal.

Subsequently, on 22 June 2018, the Planning Proposal was formally lodged with Council. The Planning Sought to amend the maximum building height controls from 26 metres to a range of heights including 34 metres (8 storeys); 49.5 metres (13 storeys); 65 metres (18 storeys); 77 metres (22 storeys); and 87 metres (25 storeys).

On 4 September 2018, a presentation to Campbelltown City Council Councillors was held where the proposed controls and development concept was outlined. The Councillors provided feedback and comments on the proposal, which are further addressed under Section 3. Ultimately, this led to a reduction in the proposed heights on the site and a revised Planning Proposal. The revised Planning Proposal was submitted on 11 September 2018 and sought revised heights as part of the amendment of the Campbelltown LEP 2015 to increase the maximum building height from 26 metres to 37 metres (10 storeys); 53 metres (15 storeys); 56 metres (16 storeys); 59 metres (17 storeys); and 62 metres (18 storeys).

Campbelltown Local Planning Panel – 28 November 2018

The Planning Proposal was considered by the Campbelltown Local Planning Panel on 28 November 2018. The Planning Panel recommended:

1. *The planning panel supports in principle a proposal to redevelop the subject site to create a precinct with high quality public domain and a distinguished architectural design with demonstrated community benefits commensurate with the scale of the project and the opportunities provided by its location.*
2. *The panel considers that the information submitted to date does not however present a compelling case for the proposed increase in maximum height limits and considers that further work is required prior to submitting the matter for Gateway determination and prior to the preparation of the Reimagining Campbelltown CBD process.*
3. *The panel recommends that the applicant be invited to submit further information in this regard in the form of concept development application and site specific DCP which demonstrates that the proposal will provide:*
 - a. *an appropriate built form which includes a signature building to act as a gateway to the Campbelltown CBD and appropriate streetscape to Queen Street*
 - b. *a larger public park well located to facilitate access by the wider community and of sufficient dimension to meet demand for open space in the precinct*
 - c. *integration with adjacent sites and improved vehicular access and movements to the neighbouring school site to the east and the adjoining sites to the south (34 -38 Queen Street) with a view to through connection to Chamberlain Street*
 - d. *a revised traffic assessment study to address the concerns raised by Council's engineers*
 - e. *an appropriate relationship to the adjacent heritage building including setbacks, building form and use on the first 2 levels and pedestrian access to the heritage building from the site*
 - f. *an economic feasibility study that examines the viability of mixed use development across the 20,465.7sqm site, any potential impact on retail and commercial uses in the Campbelltown CBD and whether an alternate land use zoning is appropriate for all or part of the site*

Following the Panel meeting, the maximum heights were further reconsidered noting the Panel's preference for one Gateway tower. The spread of heights across the site were subsequently amended, and a revised lodgement submitted to Council on 25 January 2019.

The Planning Proposal therefore was re-submitted and seeks revised heights as part of the amendment of the Campbelltown LEP 2015 to increase the maximum building height from 26 metres to 0 metres; 29 metres (8 storeys); 42 metres (12 storeys); and 70 metres (20 storeys). This included an 8 storey building nearest the state heritage item, a 20 storey gateway tower on Queen Street, and 12 storey's across the remaining 4 buildings. Further, the proposal provides the opportunity for an additional 4 storeys on the gateway tower where design excellence is achieved.

In specific response to the Panel recommendation 3; a Concept DA was advanced with the established building footprints and massing . The basis for the concept and amended heights includes:

- The concept design has been prepared to create a high quality outcome for this gateway site to the Campbelltown CBD. The size of the site and designation under the strategic planning framework for mixed use allows for a scale of development that can be improved by significant community benefits. However, noting the existing use on the site, the standard and design of the 2016 DA and the B4 Mixed Use zone, it is considered the internal public domain, main street, and civic plaza would benefit the future and surrounding local community. This was a significant aspect to the Concept design and was considered a compelling case to the increases in height proposed for the site; the alternative being the podium returning to the existing box design, which is not considered the best outcome for the site but may be the most viable.
- The Campbelltown Precinct Plan identifies the site as B4 Mixed Use. This is legally enforced through the Section 9.1 Direction and any inconsistency would require the Secretary's agreement prior to finalisation. The adjoining Warby's barn and stable and nursery are also identified as B4 Mixed Use. However, the likelihood of the Warby's barn and stables redeveloping in the short term, if at all, is highly unlikely. The size of the subject site is just over 2ha and is able to be redeveloped in the short term. This is demonstrated through the Concept DA. No further amalgamation is required to support the Concept Plan.
- Given the size of the site, it's location, existing use and considerable community benefits being proposed, the heights sought by the revised Planning Proposal dated September 2018 (and considered by the Panel) were considered appropriate for an emerging 'Metropolitan Centre'. However, given the early stage in the process for urban renewal in Campbelltown, it is acknowledged that it may be difficult to visualise the future skyline of the CBD and maximum heights that will be proposed and realised in the future. However, what the Panel made clear was that the site is a gateway opportunity and that a gateway tower could be supported. One tower has therefore been retained at 20 storeys (with a potential for 24 storey's subject to a design excellence process) along the frontage to Queen Street to create a gateway development to the site and the CBD. The building immediately adjoining the Warby's barn and stables has also been reduced to 8 storeys from 10 storeys. This creates a better transition to the heritage item, minimises other impacts to the school grounds and defines the publicly accessible civic plaza. All other buildings across the site are now proposed to be no greater than 12 levels. These heights were lodged with Council on 25 January 2019 as discussed above.
- The staff recommendation considered 32 metres may be a more appropriate maximum height limit. The existing height limit of 26 metres and the existing use on the site already rising to 18 metres plus means that an increase in the maximum height limit from 26 metres to 32 metres would not make the project viable. The costs associated with the development, such as excavation and basement construction and the class of the building, typically a 9 level building (which 32 metres represents in a scheme with retail and commercial uses) would not be a typical feasible height of building that would be considered in a large mixed use urban scheme. The time taken to study and progress through a planning proposal process is also noted; a result in an additional 6 metres (not even 2 storeys) will not stimulate the investment to deliver the objectives of the state and regional strategic plans. Such a result would likely lead to the retention of the existing building, above ground car parking and a far less superior development both in architectural terms and amenity than is currently being proposed.

Concept Development Application

While the Planning Proposal is still to go through much of the Part 3 process under the EP&A Act, the building footprints and massing have been long well established. As discussed above, in response to the Panel’s recommendation a concept application was prepared that sought consent for the concept to which the Planning Proposal relates and seeks to deal with many aspects that the Panel raised. The Concept DA does not seek consent for any development or demolition, and only seeks consent for massing and footprints that are consistent and compliant with the provisions of the Campbelltown LEP 2015.

The Concept DA was lodged on 5 February 2019. The below table summarises the response through the concept application to the Panel’s comments on the Planning Proposal.

The panel recommends that the applicant be invited to submit further information in this regard in the form of concept development application and site specific DCP which demonstrates that the proposal will provide:	
a. an appropriate built form which includes a signature building to act as a gateway to the Campbelltown CBD and appropriate streetscape to Queen Street	<p>The Concept Plan is informed by the heights sought by the Planning Proposal. The Panel’s comments are noted in relation to a signature building to act as a gateway to the Campbelltown CBD. This cannot specifically be demonstrated in a compliant DA given the maximum height control restricts buildings to a maximum height of 26 metres. The Concept DA is compliant with this height.</p> <p>The Panel invited the applicant to submit further information in the form of a Concept DA and this application responds to the comments of the Panel to the extent of building footprints and elevation massing. The additional height will extend above the proposed building forms and therefore the maximum heights and signature building will be subject to assessment under the Planning Proposal process and future DAs.</p>
b. a larger public park well located to facilitate access by the wider community and of sufficient dimension to meet demand for open space in the precinct	<p>The site is zoned B4 Mixed Use, which seeks to create a mix of compatible land uses including business, office, retail and residential. It does not seek to specifically create open space. Further, the site is identified as B4 Mixed Use under the <i>Campbelltown Precinct Land Use and Infrastructure Study</i>.</p> <p>Notwithstanding, the concept plan seeks to provide a publicly accessible civic plaza open and accessible to the entire Campbelltown community. In fact, even though the site is zoned B4 Mixed Use, the concept plan seeks to provide 25.64% of the site area as publicly accessible space, including the civic plaza, through links and the main ‘eat street’.</p>
c. integration with adjacent sites and improved vehicular access and movements to the neighbouring school site to the east and the adjoining sites to the south (34 -38	<p>The concept has been designed to integrate with surrounding development, particularly the heritage listed Warby’s ban site to the north. The main street through the site has been designed to connect through to the school grounds in the future should this be desired, but also to be consistent with</p>

<p>Queen Street) with a view to through connection to Chamberlain Street</p>	<p>the Campbelltown Precinct Plan. The internal road network can also in the future be linked to any redevelopment of the adjoining southern properties.</p>
<p>d. a revised traffic assessment study to address the concerns raised by Council's engineers</p>	<p>An updated Traffic Assessment Study has been prepared by Lyle Marshall & Partners. Refinements to this study were as a result of further and more detailed discussion and iteration with council's traffic engineers as promoted by the Part 4 assessment process. This additional rigour of a key plan making issue will benefit the future assessment stages of the planning proposal. The Study is included at Appendix C.</p>
<p>e. an appropriate relationship to the adjacent heritage building including setbacks, building form and use on the first 2 levels and pedestrian access to the heritage building from the site</p>	<p>The interface with the heritage item has been heavily studied and the entire boundary with the Warby's Barn and Stables site was informed by the design principles and recommendations established by Lucas Stapleton Johnson. The Heritage Impact Report included at Appendix B provides support for the setbacks, massing and interface with the heritage item. Setbacks supported include:</p> <ul style="list-style-type: none"> • 10 metres between the shared property boundary (east boundary) and the new development; • 14.5 metres to 22 metre setbacks to levels 2 to 8 of the building immediately adjoining the heritage building (Building C); and • 12 metre setback to higher residential levels of the towers of Buildings A and B.
<p>f. an economic feasibility study that examines the viability of mixed use development across the 20,465.7sqm site, any potential impact on retail and commercial uses in the Campbelltown CBD and whether an alternate land use zoning is appropriate for all or part of the site</p>	<p>The site is one of the only mixed use sites in the CBD as identified under the Campbelltown Precinct Plan. Importantly, the site is also within the CBD, and the vision for the CBD under the local and state strategic planning framework is for residential and commercial growth. The Concept supports a mixed-use development on the site in accordance with this vision. Economic feasibility has been undertaken in support of the planning proposal that considers the feasibility to support the ultimate scheme being sought by the Planning Proposal. The matter raised by the Panel in relation to impact on potential retail and commercial uses in the Campbelltown CBD could be considered confusing as it is noted the site is within the CBD. An alternate zone would also not be consistent with the Campbelltown Precinct Plan and the associated Section 9.1 Direction and would therefore unlikely be supported by the Minister.</p> <p>While further economic analysis can be undertaken through the Part 3 Planning Proposal process, it was not considered that this is a matter to be considered as part of a Concept Plan application under Section 4.15 Heads of Consideration.</p>

Table 3: Consideration of Campbelltown Local Planning Panel comments

Proposed Development Scenario

While this planning proposal seeks to amend the Campbelltown LEP 2015 by way of an amendment to the principal development controls through an increase in the building height controls, an Urban Design Report that includes massing and building forms has been prepared by Tony Owen Partners to inform the desired height and density. A copy of the Report is included at Appendix B and the indicative development concept is provided in figures 9, 10 and 11 below



Figure 9: Indicative development elevation

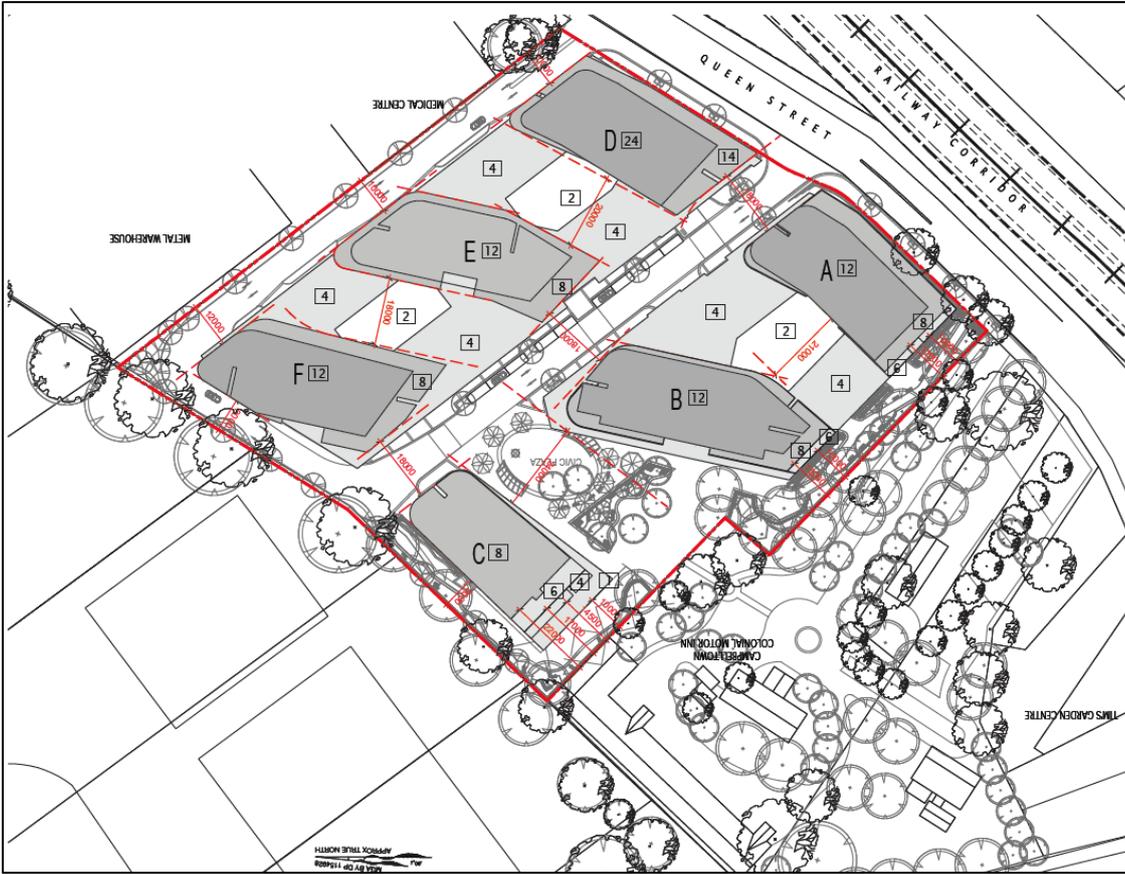


Figure 10: Indicative development footprint

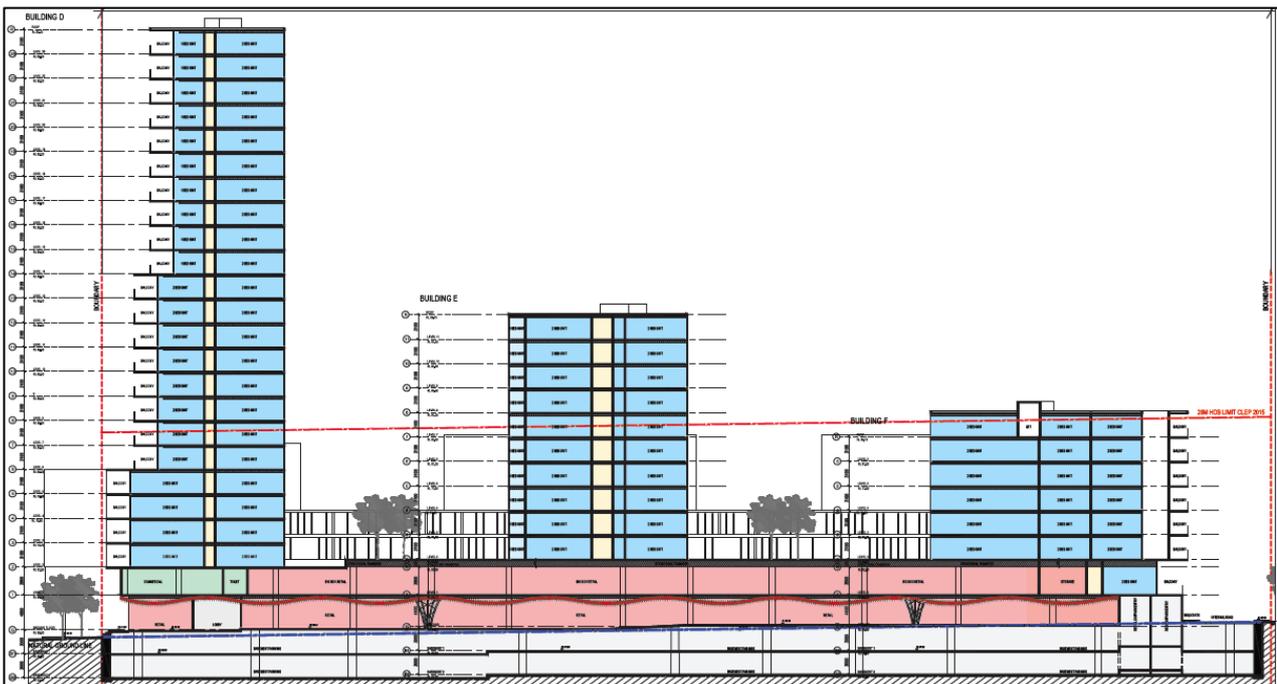


Figure 11: Indicative development concept - North elevation

Based on the analysis of development options presented in the Urban Design Report, Option 3 was chosen as the preferred option as it performs well in all criteria. Option 3 was further advanced as a developed scheme. This developed scheme has allowed testing of the performance of the scheme against ADG requirements, including solar access and building separation. It also allows the calculation of an indicative yield of an optimum scheme. Further some sketches and perspectives have been prepared to demonstrate the potential vision and what can be achieved on the site. These designs are indicative only and demonstrate the potential of the site to deliver design excellence and a vibrant community destination.

As the site is zoned mixed use and is proposed to be retained as mixed use under the strategic planning framework, it has been conceived as a genuine mixed use destination that will contain a large area of retail space and areas of employment generating commercial space. The retail product will create a unique destination combining indoor and outdoor retail experience which is not currently available in Campbelltown. A main “eat street” is proposed, running the length of the site, which would be tree lined with outdoor dining to create a civic destination for Campbelltown. The “eat street” would contain cafes and restaurants and an outdoor public gathering space.

An access road loop is also proposed. This would provide pedestrian and vehicle access to all buildings, and provide servicing access for retail/loading, garbage collection and street addresses for all the buildings.

The proposed indicative future development concept therefore seeks to achieve the following outcomes:

- Stepping of massing away from the heritage items to minimise impacts.
- Stepping of massing away from the school fields to minimise overshadowing.
- Suitable heritage curtilage.
- Providing a heritage interface zone and addressing the development towards the precinct.
- Maximising greenspace for resident amenity.
- Maximising solar amenity through proper alignment of buildings and heights.
- Minimising overshadowing through alignment of buildings and heights.
- Provides a central ‘Eat Street’ activated main road along the former heritage road alignment.
- Proposed 6 storey podium along Queen Street to reinforce streetscape.
- Proposed 4 storey retail/commercial/residential podium with towers above.
- Proposed access road loop to provide servicing access for retail/loading, garbage collection and street addresses for all the buildings.
- Proposed civic space aligned with and connecting to heritage precinct.
- Ensure ADG building separations and set backs.
- Designed to achieve ADG compliance.

This Planning Proposal is not seeking consent for the development, but has outlined the development outcome required when the proposed development controls and zoning are applied. In this regard, a split maximum building height map has been prepared that confirms the heights of the proposed future buildings and the location of the internal civic plaza.

PLANNING PROPOSAL

Part 1 – Statement of Objectives

The main objectives of the Planning Proposal are to:

- support urban growth and the provision of housing in the Campbelltown LGA;
- provide appropriate development controls for the subject site to facilitate a high density residential development on a site within in walking distance to two major train stations;
- support the Campbelltown town centre’s role as a Metropolitan Centre under the Western City District Plan;
- provide for a residential development that is compatible with the existing and future surrounding character and development on adjoining land; and
- facilitate the provision of additional housing close to public transport, the Sydney road network, jobs and employment opportunities and the Campbelltown town centres.

The proposed amendment will facilitate an application for six towers over three building platforms. The tallest building is up to 24 storeys (with design excellence or 20 storeys without) and is located on Queen Street and furthest away from heritage. The shortest building is 8 storeys as it interfaces with the heritage item. Proposed future towers all include stepping sections to move mass away from the heritage item. The overall concept seeks to deliver approximately 74,762m² of residential floorspace across approximately 803 dwellings and 17,614m² of commercial floorspace in a future development application.

Part 2 – Explanation of Provisions

This Planning Proposal seeks to amend the Campbelltown LEP 2015, to achieve the objectives outlined in Part 1, as follows:

- Amend the Height of Buildings Map (Sheet HOB_008) to amend the maximum Building Height control from 26 metres to Part 0 metres; 29 metres; 42 metres; and 70 metres.
- Include a design excellence clause that provides for a maximum height 84 metres (24 storeys) on the gateway tower building where design excellence is achieved.

Land Zoning	Maximum Building Height	Maximum Floor Space Ratio (FSR)	Minimum Lot Size
B4 Mixed Use	Part 0 metres; Part 29 metres (8 storeys) Part 42 metres (12 storeys) Part 70 metres (20 storeys)	N/A	N/A

Table 4: Proposed development controls

The above amendments will facilitate the future redevelopment of the site in accordance with the objectives of the B4 Mixed Use zone and the permissible land uses, with the consent of Campbelltown City Council and the Department of Planning and Environment.

B4 MIXED USE

1. Objectives of zone

- To provide a mixture of compatible land uses.
- To integrate suitable business, office, residential, retail and other development in accessible locations so as to maximise public transport patronage and encourage walking and cycling.
- To encourage the timely renewal and revitalisation of centres that are undergoing growth or change.
- To create vibrant, active and safe communities and economically sustainable employment centres.
- To provide a focal point for commercial investment, employment opportunities and centre-based living.
- To encourage the development of mixed-use buildings that accommodate a range of uses, including residential uses, and that have high residential amenity and active street frontages.
- To facilitate diverse and vibrant centres and neighbourhoods.
- To achieve an accessible, attractive and safe public domain.

2. Permitted without consent

Nil

3. Permitted with consent

Amusement centres; Boarding houses; Car parks; Centre-based child care facilities; premises; Community facilities; Educational establishments; Entertainment facilities; Environmental facilities; Environmental protection works; Flood mitigation works; Function centres; Helipads; Home businesses; Home occupations; Hotel or motel accommodation; Information and education facilities; Medical centres; Mortuaries; Passenger transport facilities; Places of public worship; Recreation areas; Recreation facilities (indoor); Recreation facilities (outdoor); Registered clubs; Residential flat buildings; Respite day care centres; Restricted premises; Roads; Seniors housing; Service stations; Serviced apartments; Shop top housing; Signage; Veterinary hospitals

4. Prohibited

Any development not specified in item 2 or 3

The B4 Mixed Use Zone under the Campbelltown LEP 2015 is a 'closed zone' which allows for less flexibility than the less restrictive 'open zone' approach. It provides for a mix of retail, residential, community and recreational activities to assist development achieve the objectives of the zone.

Part 3 – Justification

Section A - Need for the Planning Proposal

1. *Is the planning proposal a result of any strategic study or report?*

The recent acquisition and amalgamation of sites from 22-32 Queen Street has facilitated a review of the controls given the current nature of the site as a disused factory outlet and the opportunity to enhance the adjacent heritage item. The site at 20,465m² has created an opportunity to provide an appropriate urban design response.

Further, given the location of the site in such close proximity to public transport; Campbelltown town centres; and community facilities and social services, the site presented a good opportunity to review its ability to provide additional housing.

Therefore, while the planning proposal is not specifically a result of any strategic study or report, it is a response to an opportunity following a land consolidation and the strategic planning framework provided for by A Metropolis of Three Cities, the Western City District Plan, the Campbelltown Precinct Land Use and Infrastructure Study, Re-imagining Campbelltown CBD and the 100 Resilient Cities initiative of which Campbelltown Council is a committee member.

While the planning proposal does not rely on housing and dwelling targets it is important to consider the context within which the proposal is to be considered. The NSW Government's dwelling targets, informed by the future household projections sets a 0-5 years housing target for the District of 39,850, with 6,800 of these new dwellings targeted to be built in Campbelltown. In addition, the 20-year strategic target is 184,500 additional dwellings. Over the next five years, this equates to the construction of at least approximately 1,360 dwellings per year in Campbelltown.

While dwelling approvals in the Campbelltown local government area are considered healthy, they remain below the average required to accommodate the projected population growth and subsequent dwelling targets. While the planning proposal could provide for significant supply over the next few years other opportunities will still be required as growth associated with the State strategic planning framework is realised.

The Urban Design Report included at Appendix B details the dwelling yield associated with the built form outcome proposed.

Meeting with Council - 16 May 2018

On 16 May 2018, a meeting was held between the proponent project team and the Campbelltown City Council staff. This included a presentation of the design rationale and principles, the protection of the heritage items, the development concept and the intention to lodge a planning proposal.

Attendees at the meeting included:

- o Matthew Daniel, Pacific Planning
- o James Matthews, Pacific Planning
- o Monique Hrsto, ALAND
- o Tony Owen, Tony Owen Partners
- o Kate Denny, Lucas Stapleton Johnson
- o David Smith, Executive Manager Urban Centres, Campbelltown City Council (CCC)
- o Rana Haddad, City Development Division, CCC
- o Ante Zekanovic, Senior Strategic Planner, CCC

Presentation to Council:

- Introduction by Pacific Planning on background and history, site constraints and opportunities, strategic planning framework and need to consider and address important state listed heritage at the start of the process.
- Heritage analysis by Lucas Stapleton Johnson, giving background and relevance of the Warby's barn and stables, and the design principles recommended to be applied to any future development.
- Urban design concept presented to Council by Tony Owen. This included a detailed analysis of the site and application of the heritage principles. A contextual assessment of the site in relation to the Campbelltown town centre and the future growth under the Campbelltown Precinct and Campbelltown draft Vision document, which informed the future vision for the site in terms of bulk and scale. A number of options were considered against the principles and development performance including solar and visual aspects. A preferred concept was presented.
- Pacific Planning presented its anticipated pathway to lodgement.

Council feedback

- Council staff were well aware of the site, the failing retail use currently occupying the site and the need and opportunity for redevelopment.
- Council staff were also aware of the state heritage listed item and were supportive of the rigor undertaken to develop design principles and respect the item.
- Council staff noted that a number of schemes have been discussed with prospective proponents and were satisfied with this level of rigor, detail and analysis.
- Council staff were supportive of a future Concept DA for the site which would further refine the built form and elevations and assist Council and the community to understand what was being proposed.
- Council staff provided a timeframe from lodgement to consideration of the proposal.

Lodgement of Planning Proposal – 22 June 2018

On 22 June 2018, the Planning Proposal was formally lodged with Council. The Planning Proposal sought to amend the maximum building height controls from 26 metres to a range of heights including:

- 34 metres (8 storeys);
- 49.5 metres (13 storeys);

- 65 metres (18 storeys);
- 77 metres (22 storeys); and
- 87 metres (25 storeys).

Presentation to Councillors – 4 September 2018

On 4 September 2018, a formal presentation to Campbelltown City Council Councillors was held in Council Chambers at a meeting chaired by the Mayor where the proposed controls and development concept was outlined. The meeting of the Council commenced with an introduction by council planning staff, followed by a presentation by the Applicant, Pacific Planning and Tony Owen Architects. The Councillors provided feedback and comments on the proposal.

The following comments and responses from the meeting:

- There is general support for a redevelopment of the site.
- Councillors commented on the maximum building height of the taller towers being 25 storeys, while not being within the 'core' of the City Centre (i.e. close to the railway station) was high and would appreciate consideration of an adjustment in maximum height.
 - It was explained that this is the only site within the Campbelltown precinct that is identified for mixed-use development by the State Government's Campbelltown Precinct Plan.
 - The existing use is a near derelict retail outlet centre.
 - The withdrawn development application proposed to retain the built form of the existing structure and include above ground parking as part of the future mixed-use development.
 - The Planning Proposal however, will facilitate the demolition of the existing building and enable below ground basement car parking and the shifting of mass and development away from the sensitive edge of the State heritage item as advised as required by the independent heritage consultant. A complete redesign and investigation of the land has shown a genuine mixed use development can be delivered, that provides: mix of large plate and fine grain small plate retail, commercial supported by residential accommodation and opportunities for important social infrastructure that can make such a concept viable and economically, environmentally and socially sustainable.
 - Given the location of the site in proximity to the centre, the planning of the site was an opportunity to create a Gateway site within 1km of the train station as supported by "*Improving Transport Choice – Guidelines for planning and development*" under the Section 9.1 Direction Integrating Land Use and Transport, which seeks to facilitate transit orientated development and walkable communities.

Notwithstanding, it was acknowledged and noted that the maximum height of 25 storeys would be preferable and reserved for sites potentially closer to the train station, and a revision to these heights was considered while retaining the design philosophy, the relationship to state heritage, the sustainability of the site, and the opportunity to create a gateway development.

Revised Lodgement – 11 September 2018

Noting the comments of the Councillors and their role and responsibility of representing the views of their community; this led to a reduction in the proposed heights on the site and the preparation of a revised Planning Proposal. The revised Planning Proposal was lodged on 11 September 2018 and sought revised heights as part of the amendment of the Campbelltown LEP 2015, being to increase the maximum building height from 26 metres to:

- 37 metres (10 storeys);
- 53 metres (15 storeys);
- 56 metres (16 storeys);
- 59 metres (17 storeys); and
- 62 metres (18 storeys).

Campbelltown Local Planning Panel – 28 November 2018

The Planning Proposal was considered by the Campbelltown Local Planning Panel on 28 November 2018. The Planning Panel recommended:

1. *The planning panel supports in principle a proposal to redevelop the subject site to create a precinct with high quality public domain and a distinguished architectural design with demonstrated community benefits commensurate with the scale of the project and the opportunities provided by its location.*
2. *The panel considers that the information submitted to date does not however present a compelling case for the proposed increase in maximum height limits and considers that further work is required prior to submitting the matter for Gateway determination and prior to the preparation of the Reimagining Campbelltown CBD process.*
3. *The panel recommends that the applicant be invited to submit further information in this regard in the form of concept development application and site specific DCP which demonstrates that the proposal will provide:*
 - a. *an appropriate built form which includes a signature building to act as a gateway to the Campbelltown CBD and appropriate streetscape to Queen Street*
 - b. *a larger public park well located to facilitate access by the wider community and of sufficient dimension to meet demand for open space in the precinct*
 - c. *integration with adjacent sites and improved vehicular access and movements to the neighbouring school site to the east and the adjoining sites to the south (34 -38 Queen Street) with a view to through connection to Chamberlain Street*
 - d. *a revised traffic assessment study to address the concerns raised by Council's engineers*
 - e. *an appropriate relationship to the adjacent heritage building including setbacks, building form and use on the first 2 levels and pedestrian access to the heritage building from the site*
 - f. *an economic feasibility study that examines the viability of mixed use development across the 20,465.7sqm site, any potential impact on retail and commercial uses in the Campbelltown CBD and whether an alternate land use zoning is appropriate for all or part of the site*

Following the Panel meeting, the maximum heights were further reconsidered noting the Panel's preference for one Gateway tower. The spread of heights across the site were subsequently amended, and a revised lodgement submitted to Council on 25 January 2019.

- 0 metres (open space)
- 29 metres (8 storeys);
- 42 metres (12 storeys); and
- 70 metres (20 storeys).

3. *Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?*

Yes. Amending the Campbelltown LEP 2015 is the best means of achieving the key objectives of the planning proposal and facilitating a high density mixed use development on the subject site.

The planning proposal seeks to amend the height controls to facilitate the submission of a Development Application for buildings of up to 20 storeys (24 with design excellence).

Section B – Relationship to the strategic planning framework

4. *Is the planning proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy?*

A Metropolis of Three Cities – The Greater Sydney Region Plan 2018

In March 2018, the NSW Government published A Metropolis of Three Cities – The Greater Sydney Region Plan (The Plan). The Plan is built on a vision of three cities where most residents live within 30 minutes of their jobs, education and health facilities, services and great places. This is consistent with the 10 Directions in *Directions for a Greater Sydney* which establish the aspirations for the region over the next 40 years and are a core component of the vision and a measure of the Plan’s performance.

To meet the needs of a growing and changing population the vision seeks to transform Greater Sydney into a metropolis of three cities:

- the Western Parkland City
- the Central River City
- the Eastern Harbour City.

The site is located in the Western City District. Campbelltown is designated as a “metropolitan centre” in the Plan.

The Plan projects the population of Greater Sydney to grow to 8 million over the next 40 years, half of which will reside west of Parramatta. The Plan seeks to rebalance the economic and social opportunities and leverage that growth and deliver the benefits more equitable across Greater Sydney. The goals are for:

- residents to have quick and easy access to jobs and essential services;
- housing supply and choice to increase and meet the growing and changing needs of the community;
- the environment and precious resources to be protected; and
- Infrastructure to be sequenced to support growth and to be delivered concurrently with new homes and jobs.

The Plan sets out a new urban corridor for land release areas from Greater Macarthur in the south-west through Bringelly and Penrith in the west to Rouse Hill in the north-west. The Plan also envisages infill development and urban renewal to play an important role in delivering growth balanced with local character. This proposal is for the renewal of a site that will improve amenity and enhance local character.

The Western Parkland City will be established on the strength of the new international Western Sydney Airport at Badgerys Creek. It will be a polycentric city capitalising on the established centres of Liverpool, Greater Penrith and Campbelltown-Macarthur.

The population of the Western Parkland City is projected to grow from 740,000 in 2016 to 1.1 million by 2036, and to well over 1.5 million by 2056.

The city will be established on the strength of the new international Western Sydney Airport and Badgerys Creek Aerotropolis. It will be a polycentric city capitalising on the established centres of Liverpool, Greater Penrith and Campbelltown-Macathur. New city-shaping transport and the airport will make the city the most connected place in Australia.

A Western Economic Corridor will attract globally significant defence and aerospace activities and contribute to a strong trade, freight, logistics, advanced manufacturing, health, education and science economy. This will produce knowledge-intensive jobs close to areas of high population growth and drive the development of the corridor and the metropolitan cluster.

To achieve the objectives for the Western Parkland City, the plan includes 10 directions and 40 objectives, supporting actions and priorities for each “City”. Relevant directions and objectives with which this Planning Proposal is consistent include:

A city supported by infrastructure

- Objective 1: Infrastructure supports the three cities
- Objective 2: Infrastructure aligns with forecast growth – growth infrastructure compact
- Objective 3: Infrastructure adapts to meet future needs
- Objective 4: Infrastructure use is optimised

Campbelltown-Macarthur is identified as a Metropolitan Centre, with current and future transport infrastructure. The Planning Proposal leverages off currently existing infrastructure, including the high frequency rail service to the CBD via the T8 Airport and South Line, and the high frequency bus service to Liverpool.

A city for people

- Objective 6: Services and infrastructure meet communities’ changing needs
- Objective 7: Communities are healthy, resilient and socially connected
- Objective 8: Greater Sydney’s communities are culturally rich with diverse neighbourhoods
- Objective 9: Greater Sydney celebrates the arts and supports creative industries and innovation

The Planning Proposal seeks to redevelop a largely-abandoned bulky goods retail centre, with emphasis on increasing access to public open space through site links and new passive and active open spaces.

The Planning Proposal also seeks to enhance the State Heritage listed Warby’s Barn and Stables by opening up the site with open space and physical pedestrian connections. The Proposal would create a Gateway precinct to Campbelltown that brings together significant heritage with people, jobs and recreation.

Housing the city

- Objective 10: Greater housing supply
- Objective 11: Housing is more diverse and affordable

The Planning proposal seeks to provide more housing with a residential density and mix of uses that supports the significant employment and housing choice required to support the vision of growth and jobs for Campbelltown.

A city of great places

- Objective 12: Great places that bring people together
- Objective 13 : Environmental heritage is identified, conserved and enhanced

The Planning Proposal seeks to provide new open space and better access to the state heritage site, while protecting and enhancing the heritage, when compared to the building currently on site. The built scale would be sympathetic to existing heritage and the human environment.

A well-connected city

- Objective 14: A Metropolis of Three Cities – integrated land use and transport creates walkable and 30-minute cities

The site is located at the northern end of the Campbelltown CBD and is within walking distance to the Campbelltown city centre, two train stations and is adjacent to a high frequency bus route.

Jobs and skills for the city

- Objective 22: Investment and business activity in centres

The Planning Proposal seeks to retain a mixed use zone in accordance with the LEP and the vision and objectives of the Campbelltown City Council and NSW State government. It aims to create the CBD of the future and a lifestyle centre to live and work, with an activated site through a vibrant main street environment

A city in its landscape

- Objective 28: Scenic and cultural landscapes are protected

The Planning Proposal seeks to enhance and protect the State Heritage Listed Warby's Barn and Stables, by providing an appropriate backdrop to the Warby site as seen from the north-east, and ensuring the project does not prejudice the future development of the Warby site, rather provide opportunities for the future development of the Warby site in a way that will enhance its significance and interlink with the current planning proposal site.

An efficient city

- Objective 34: Energy and water flows are captured, used and re-used
- Objective 35: More waste is re-used and recycled to support the development of a circular economy

The Planning Proposal seeks to amend the maximum building height control as it relates to the subject site. While indicative massing, built form analysis and ADG compliance has been undertaken to ensure

future development will comply with the applicable requirements, specific building design elements have yet to be formally advanced. Notwithstanding, it is the intention to create a sustainable development in accordance with this objective, which will also include greening of the City and softening the visual impact of the development to contribute to the overall CBD and improve the relationship to adjoining heritage.

To improve liveability, The Plan seeks to create new great places, with well-connected communities which have access to a range of jobs and services, starting with public places, open spaces and transit-oriented developments. The Planning Proposal seeks to create a range of jobs and services, and a large open space accessible to the public, while enhancing heritage. The new community will sit within a site that encourages and supports the development of social connections, which will bring vibrancy and activation and improve liveability.

The Plan pursues an objective of balancing additional housing supply with high standards of amenity and design. In doing so, it creates criteria for where housing supply is to be located: aligned with existing infrastructure or new infrastructure investments, accessibility to jobs (with emphasis on the job-creating capacity of metropolitan centres, of which Campbelltown is one), within a 10 minute walking distance to regional transport, efficient interchanges with comprehensive walking and cycling networks, and areas of high social housing concentration where there is good access to services, transport and jobs.

Western City District Plan

The Greater Sydney Commission released the Western Cities District Plans in March 2018. The Plan seeks to manage Sydney's growth to 2056. The goal of the Plan is to *"have well-coordinated, integrated and effective planning for land use, transport and infrastructure"*. The District Plan provides the means by which the Greater Sydney Region Plan can be put into action at the local level.

In undertaking strategic planning processes, and/or preparing or considering planning proposals, planning authorities must give effect to the District Plan, specifically the Planning Priorities and Actions.

The Plan sets a 0-5 year housing target for the District of 39,850, with 6,800 of these new dwellings targeted to be built in Campbelltown. These are minimum targets and largely reflect delivery potential under current planning controls. In addition, the 20-year strategic target is 184,500 additional dwellings. The proposal will facilitate additional housing and take advantage of the opportunities presented by the site's strategic location.

Directions and Planning Priorities

The Plan has 10 Directions and 20 Planning Priorities. Directions and Policies relevant to this Planning Proposal are:

1. A city supported by infrastructure
 - W1 Planning for a city supported by infrastructure
2. A collaborative city
 - W2 Working through collaboration
3. A city for people
 - W3 Providing services and social infrastructure to meet people's changing needs
 - W4 Fostering healthy, creative, culturally rich and socially connected communities

4. Housing the city
 - W5 Providing housing supply, choice and affordability with access to jobs, services and public transport
5. A city of great places
 - W6 Creating and renewing great places and local centres, and respecting the District's heritage
6. A well connected city
 - W7 Establishing the land use and transport structure to deliver a liveable, productive and sustainable Western Parkland City
7. Jobs and skills for the city
 - W8 Leveraging industry opportunities from the Western Sydney Airport and Badgerys Creek Aerotropolis
 - W9 Growing and strengthening the metropolitan cluster
 - W10 Maximising freight and logistics opportunities and planning and managing industrial and urban services land
 - W11 Growing investment, business opportunities and jobs in strategic centres
8. A city in its landscape
 - W12 Protecting and improving the health and enjoyment of the District's waterways
 - W13 Creating a Parkland City urban structure and identity, with South Creek as a defining spatial element
 - W14 Protecting and enhancing bushland and biodiversity
 - W15 Increasing urban tree canopy cover and delivering Green Grid connections
 - W16 Protecting and enhancing scenic and cultural landscapes
 - W17 Better managing rural areas
 - W18 Delivering high quality open space
9. An efficient city
 - W19 Reducing carbon emissions and managing energy, water and waste efficiently
10. A resilient city
 - W20 Adapting to the impacts of urban and natural hazards and climate change

Of these, the following Planning Priorities are relevant to the current proposal:

- W1 Planning for a city supported by infrastructure
- W2 Working through collaboration
- W3 Providing services and social infrastructure to meet people's changing needs
- W4 Fostering healthy, creative, culturally rich and socially connected communities
- W5 Providing housing supply, choice and affordability with access to jobs, services and public transport
- W6 Creating and renewing great places and local centres, and respecting the District's heritage
- W7 Establishing the land use and transport structure to deliver a liveable, productive and sustainable Western Parkland City
- W11 Growing investment, business opportunities and jobs in strategic centres
- W18 Delivering high quality open space
- W19 Reducing carbon emissions and managing energy, water and waste efficiently

Campbelltown Precinct Land Use and Infrastructure Study

The *Campbelltown Precinct Land Use and Infrastructure Study* (DPE, November 2017) sets a vision for the future vision of the Campbelltown precinct.

The Study identifies the site for future mixed use, as per the current zone. The subject site and the adjoining Warby’s Barn and stables and nursery are the only lots within the Precinct that are identified for “Mixed Use Retail and Residential”. The Planning Proposal does not seek any change to the zone, recognising the existing retail use on the site. Notwithstanding, the factory outlet has failed and therefore the revised concept seeks to generate additional employment generating uses to that previously supported on the site, with residential apartments above to underpin the viability of the project and create an active and vibrant community.

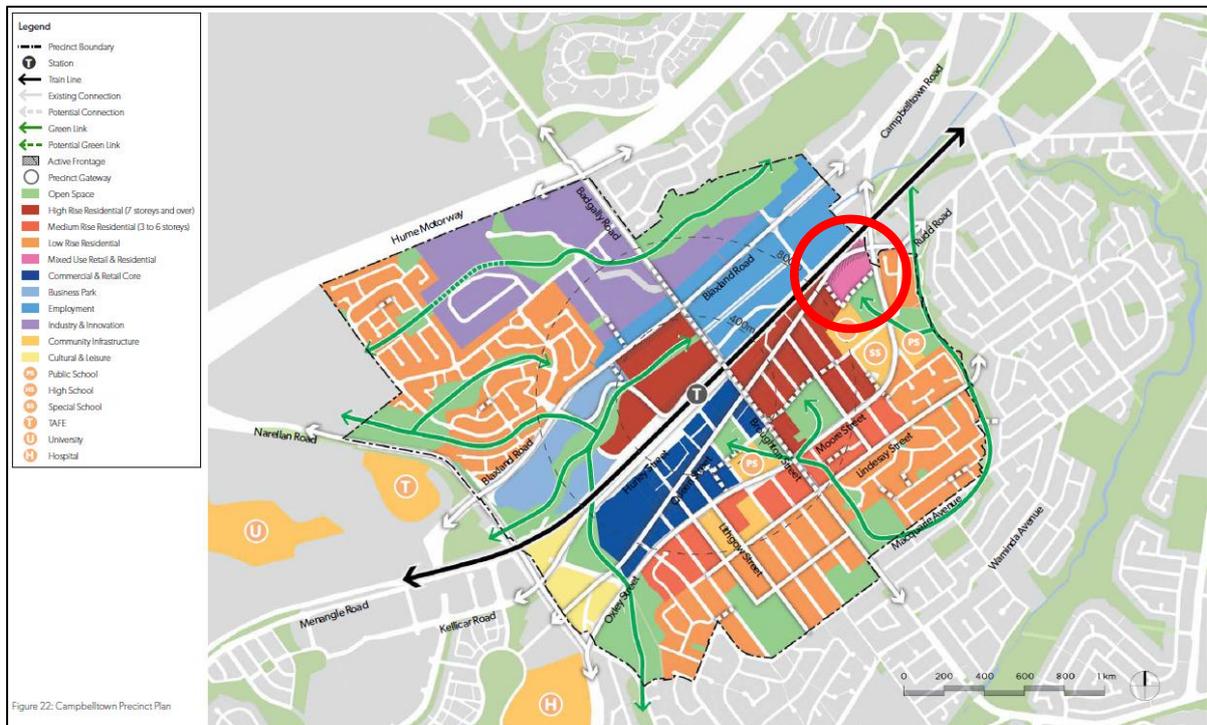


Figure 12: Campbelltown Precinct Plan

Mixed Use Retail & Residential

This area could accommodate a mix of retail and residential uses that would complement the character of the local area. Buildings would have ground floor retail that would provide local services for residents and commuters, with apartments above ranging from 7+ storeys in height. These would be set back from the street to ensure the scale and feel of Queen Street is maintained. Detailed planning would be required to identify appropriate height and built form outcomes in this area.

Figure 13: Mixed Use and Residential vision

The Planning Proposal seeks to increase the maximum height limit up to 20 storeys (24 with design excellence). In doing so the shortest buildings interface with the heritage item to the north and the bulk in massed to the south towards the core of the CBD. All buildings have additional setback as the height increases with setbacks to Queen Street increasing to 6 metres. This will protect the feel of Queen Street while activating its edge.

There are five goals in the *Campbelltown Precinct Land Use and Infrastructure Study*. These are:

1. Jobs

- A revitalised and activated Queen Street will deliver a significant amount of retail and commercial jobs with high levels of amenity and access to public transport.
- A new prestige campus-style office park with access to the station, Hume Highway, TAFE and University of Western Sydney will facilitate business clustering and expansion of Campbelltown's knowledge economy in the medicine/health, education and administration sectors.

The proposal will facilitate the revitalisation of Queen Street, with a significant amount of retail and commercial floor space, with high amenity and close to public transport and walking distance to the heart of the CBD. The site currently is dilapidated with a mostly vacant building with few amenities with little hope or incentive for re-tenancing in its current state. Furthermore, the proposal provides a central "eat street" activated main road along the former heritage road alignment.

2. Movement Network

- Promote cycling and walking by providing new shared pathways, separated cycleways, footpaths, pedestrian refuges, bicycle storage facilities and lighting
- Introduce new regional and local cycle routes and walking connections to improve links with Campbelltown Station and the surrounding area
- Improve linkages to and through the City Centre through a high quality public domain connecting the revitalised commercial and retail core, Queen Street, Campbelltown Mall and Council chambers
- Improve east west connections by investigating a potential future pedestrian, cycle and public transport link between Badgally Road and Broughton Road

The proposal includes the potential for a cycleway and is within 850m of Campbelltown Railway Station and on a high-frequency bus route.

3. Housing

- Provide a variety of housing types within walking distance of the station to cater for all members of the community

The predominant form of housing in the Campbelltown LGA is detached single dwelling housing. The proposal seeks to improve the housing mix within walking distance of the station.

4. Open Space and Public Domain

- Enhance the activity around Campbelltown Station and Queen Street with pedestrian friendly streets, outdoor dining, street tree planting, inviting public gathering spaces and attractive street furniture
- Establish a quality open space and public domain network that provides better linkages to and upgrades of existing open spaces

- Promote connections to ecological corridors within the precinct and broader area, including through Bradbury Park and Fishers Ghost Reserve
- Investigate opportunities to review underutilised open space to contribute towards recreational outcomes
- Strengthen community and cultural facilities, including a new district level multi-purpose community facility and expanded central library servicing Campbelltown and Macarthur
- Longer term provision of a new primary school servicing the area

The site is located on the key corner of Queen Street and so is an opportunity to present as a gateway to Campbelltown. The proposal identifies view alignments and nodal points for locating gateway structures. The public domain around this end of Queen Street is currently unappealing. The proposal seeks to improve the public domain in the area by creating a large publicly-accessible park that enhances, respects and links to the state heritage site and includes a proposal for a tree-lined “eat street”. The public domain improvements will increase passive surveillance and be attractive and inviting to the public.

5. Built Form

- Provide a range of building heights, with higher rise buildings close to the station to maximise pedestrian activity and access to rail and bus services and increase trade for local businesses
- Retain the existing character of areas east of Lindesay Street, with a mixture of detached dwellings, townhouses and terraces
- Large floor plate, campus style office park west of the station

The proposal would facilitate a built form with a range of heights and would be a destination, maximising pedestrian activity in close proximity to a railway station and bus stops.

Campbelltown Council – A Resilient City

Resilient Sydney is a member of the 100 Resilient Cities initiative - pioneered by the Rockefeller Foundation. The 100 Resilient Cities initiative helps cities around the world become more resilient to the physical, social and economic challenges that are a growing part of the 21st century.

Campbelltown Council is a signatory and is a represented Committee member of the 100 Resilient Cities Strategies Program.

“This strategy sets the direction we must take to strengthen our ability to survive, adapt and thrive in the face of increasing global uncertainty and local shocks and stresses. This strategy calls for business, government, academia, communities and individuals to lead and work as one city.”

Sydney is a beautiful, prosperous and multicultural city, but it is struggling to maintain its liveability and equity during a time of rapid growth. As our city grows it is experiencing a range of chronic stresses such as a lack of housing affordability, transport congestion and chronic illness that are impacting people’s everyday lives. Sydney has the opportunity to use its growth to address vulnerabilities to our economy and environment and create a place of opportunity and wellbeing for everyone.”

The Resilient Cities Program endorses a set of Urban Design Principles to assist the assessment and planning of emerging urban centres and projects. The applicant has undertaken an assessment of the proposal against these principles in the following table:

Urban Design Principles	
Planning to effectively meet the conditions and realities of a Post Carbon, Climate Responsible world will require a shift in our current understanding of what constitutes good urban design and planning. Many of the practices that we now take for granted, such as planning cities around automobile transportation, and zoning for single uses, will no longer be economically, environmentally, or culturally viable. To address the changes in urban design and planning, we are putting forward the following principles for resilient urban planning and design in a post-carbon, climate-responsive building environment.	
1. Density, Diversity and Mix	
Resilient Cities and neighbourhoods will need to embrace density, diversity and mix of uses, users, building types, and public spaces. Creating resiliency and reducing the carbon footprint of urban development requires us to maximize the active use of space and land. A single use low density residential neighbourhood or suburban business parks are typically underutilized during long periods of time. A vibrant and sufficiently densely populated urban environment, by contrast, is well used round-the-clock, all days of the week, and during all seasons. This results from a closely-knit mix of uses (e.g. offices, residences, coffee shops etc.), with sufficient density, and which are accessible to a diversity of users (e.g. children, youth, seniors, high-income, low-income, etc.). Dense mixed-use neighbourhoods also allow for the effective functioning of all types of business, social and cultural activities with very low inputs of energy for transportation and logistics, thus increasing the resilience of these neighbourhoods.	The reimaging Campbelltown and State Regional Plan for Macarthur assist to meet the objectives of principle 1. The proposal promotes land use controls clearly that are targeted to provide an increase in dense, diverse land use mixes. The scheme is designed to directly create a vibrant urban environment, that is well used round-the-clock, all days of the week, and during all seasons. The scheme seeks to provide a future closely knit mix of uses of offices, residences, coffee shops, retail, child care, with sufficient density. These will be accessible to a diversity of users including children, youth, seniors, families new and existing in Macarthur on all levels of income to promote equity and inclusion. The scheme will create a neighbourhood with effective functioning business, social cohesion and opportunities for cultural activities. Its location in the Campbelltown town centre and proposed built design will promote lower inputs of energy for transportation and logistics, thus increasing the resilience of this development and the neighbourhood.
2. Pedestrians First	
Resilient cities and neighbourhoods will prioritize walking as the preferred mode of travel, and as a defining component of a healthy quality of life. Reducing car-dependency is a key objective and imperative. Luckily, the alternative modes of transportation – namely walking, cycling, and transit – result in more	The scheme design and location seeks to promote and encourage walking as the primary and easiest option for movement for day to day needs by providing services on site and in close proximity to the wider town centre. The site is well located to the major rail network within walking distance or via a regular bus network adjacent to the site.

<p>sustainable urban environments, and in an improved quality of life - the cities and neighbourhoods that have prioritized walking, have created desirable locations to live, work, play, and invest in. (The term pedestrian, as used in these principles, includes persons with disabilities.)</p>	
<p>3. Transit Supportive</p>	
<p>Resilient cities and neighbourhoods will develop in a way that is transit supportive. After walking and cycling, transit is the most sustainable mode of transportation. Resilient cities will need to re-orient their way of thinking, by shifting from car oriented urban patterns (e.g. cul-de-sacs and expressways) to transit oriented urban patterns and developments (e.g. mobility hubs, intensified corridors, and TODs). Not only will pedestrian, and mass transportation friendly planning increase the quality of life of a city, as fuel prices rise after Peak Oil, only cities that are viable without heavy dependence on the car will have the best chances of economic and social success.</p>	<p>The site is well located to the major rail network within walking distance or via a regular bus network adjacent to the site.</p>
<p>4. Place Making</p>	
<p>Resilient cities and neighbourhoods will focus energy and resources on conserving, enhancing, and creating strong, vibrant places, which are a significant component of the neighbourhood's structure and of the community's identity.</p> <p>All successful cities and successful neighbourhoods include vibrant places, with a strong sense of identity, which are integral to community life and the public realm: parks, plazas, courtyards, civic buildings, public streets, etc.</p> <p>A resilient post-carbon community, which reorients city-life to the pedestrian scale (a 500 m radius), must focus its efforts to creating a number of local destinations, which attract a critical-mass of users and activities. Sprawl, for example, has very little place-making.</p>	<p>The project once completed will transform the site from a derelict under used building in a key location in Campbelltown to a new and vibrant centre of high quality and liveability which the community can enjoy and be proud of. The project is not only designed to be a great place to live, work and play but to also be a valued place for the community to gather. The site has been carefully considered and planned as a first principle to respect the significant and important local heritage that adjoins it with sympathetic design and transition. A new park that leads to the heritage area will be linked to the scheme that is planned and designed to re-instate the previous heritage network. This new park is located for the community to enjoy. The scheme will enhance the heritage of the precinct and it is proposed that the future development will have a place making theme to tell a story to residents and visitors</p>

<p>A traditional village or an urban downtown, by contrast, have innumerable nocks and crannies, grand public spaces, gorgeous streetscapes, which make them desirable, successful, and sustainable.</p> <p>Heritage resources – buildings, structures, and landscapes – represents a significant opportunity for place-making (i.e. through their cultural significance and identity), as well as a significant environmental investment (i.e. through their embedded energy) that should be conserved and leveraged.</p>	<p>about the linkages and history of the site to the existing heritage framework.</p> <p>Significant and detailed landscape design is incorporated into the scheme to promote sustainability.</p>
<p>5. Complete Communities</p>	
<p>Resilient neighbourhoods will provide the needs of daily living, within walking distance (a 500 m radius).</p> <p>Resilient communities will reduce their carbon footprint by ensuring people opt to walk or cycle, instead of using a car. To achieve this, destinations must be accessible within a pleasant walking distance – people should be able and willing to walk from home to work, to school, to shop, to recreate, and to engage the activities of their everyday life. Longer distances should be achievable through transit.</p> <p>Connectivity is central to making an area pedestrian oriented. Streets and pedestrian walkways must be enjoyable to walk, must link key destinations, and must operate at a fine scale. Communities must also be compact and concentrate a critical-mass of people and activities to support walking, and to support animated and vibrant place-making.</p>	<p>The site is well located and therefore connected to the many existing and new services the redevelopment of the town centre will promote. The site will provide for many of the day to day needs of the residents and businesses that will be located in the project. As the Campbelltown town centre develops the new community created will assist the viability of the town centre as new projects emerge to assist in the diversity of options for services for the new residents. By providing improved pedestrian connections to promote walking the desire to drive the car as a default action will be reduced and will promote social interaction and cohesion between residents in the precinct.</p>
<p>6. Integrated Natural Systems</p>	
<p>Resilient cities and neighbourhoods will conserve and enhance the health of natural systems (including climate) and areas of environmental significance and manage the impacts of climate change.</p>	<p>The project will remove an unsustainable block building and replace it with a high-quality urban scheme designed against the principles of high quality design and sustainability. The new parks, social infrastructure and dynamics of the scheme will promote healthier lifestyles and opportunities</p>

<p>Our individual and collective health is intricately tied to the health of air, water, land, and climate. How we choose to live, how we choose to move around, how we develop land, all have an impact on the quality of the air we breathe, the water we drink, and the weather we experience. Cities and neighbourhoods need to develop in a way that conserves and enhances the quality of the water flow and supply, likewise for the quality of air and land. Climate is, increasingly, a key driver to transforming our development patterns and living choices. Action on this front is imperative.</p> <p>The health and integrity of wildlife and vegetation are also a priority. Protecting existing biodiversity, indigenous or endangered species, wetlands, the tree canopy, connectivity, are all a necessary aspect of securing healthy natural systems.</p>	<p>for the community. Significant landscaping and building design seek to lower the impact to the climate against that which currently exists.</p>
<p>7. Integrated Technical and Industrial Systems</p>	
<p>Resilient Cities and neighbourhoods will enhance the effectiveness, efficiency and safety of their technical and industrial systems and processes, including their manufacturing, transportation, communications and construction infrastructure and systems to increase their energy efficiency, and reduce their environmental footprint.</p> <p>The economic health and vitality of cities is inextricably bound up with the effectiveness, efficiency and safety of its technical and industrial systems and processes. The importance of reducing negative environmental impacts of economic activities and processes, as well as reducing their dependence on fossil fuels will require us to develop more integrated and more highly efficient industrial processes and technical systems that ensure a maximum of efficiency in the use of both materials and energy resources, as well as the elimination of all wasteful and potentially harmful bi-products.</p>	<p>The intensification of development in the precinct studies has supported the resilient cities objective of integrated Technical and Industrial Systems by utilising existing infrastructure systems efficiently. This project has undertaken significant study of the services and stormwater systems to support the scheme to ensure high efficiency of existing services will be maximised.</p> <p>The design seeks to promote a design excellence process and principles to ensure sustainable quality-built forms. Future planning assessment control systems like BASIX and green buildings targets need to be made to ensure new buildings are developed at high sustainability targets.</p>

<p>Technical and industrial uses need to be integrated into the city in ways that allow them to make the most efficient and synergistic connections and associations with similar and complementary uses that will design for waste products from one industry or technical process (such as heat energy) to be effectively used as a beneficial input in another industry or technical process, thus increasing the overall efficiency of the city as a system, while reducing the creation of harmful and/or wasteful bi-products.</p> <p>The health and integrity of the neighbourhoods that these technical and industrial systems are part of is also a priority for the Resilient City. The strategic integration of industrial and technical systems into mixed use neighbourhoods should be planned so as to produce not only better economic performance, but also to create easily accessible and safe working environments, healthy surrounding neighbourhoods, and no negative impacts on the natural environment.</p>	
<p>8. Local Sources</p>	
<p>Resilient regions, cities, and neighbourhoods will grow and produce the resources they need, in close proximity (200 kilometre radius).</p> <p>The environmental cost of the movement of goods and energy increases every day, and the potential for price increases in transportation fuels as a result of Peak Oil increase the future costs of non-local sources. Thus, populations must seek to satisfy their consumption needs from local and regional sources. The '100-mile diet' and local-food movement has increased awareness of the importance of consuming local products, to decreasing our carbon footprint. The same principle that applies to food, also applies to the manufacture of goods, the production of energy (e.g. district energy, district heating), recreation needs (i.e. 100-mile tourism), waste disposal, water</p>	<p>This objective is supported but the project cannot solely assist the achievement of the objective. Those attributes that can be stimulated are targeted. The scheme is designed to enhance the local area through considered waste management practices to promote recycling, lower food waste and promote lower waste impact standards. The scheme seeks to promote business uses in the scheme that can source local produce and human resources from the existing community.</p>

<p>management, and any other resources which we consume.</p>	
<p>9. Engaged Communities</p>	
<p>The development of resilient cities and neighbourhoods will require the active participation of community members, at all scales.</p> <p>From the seemingly trivial activities of everyday life (e.g. using a plastic bag) to the overtly transformational (e.g. growing the city), citizens have a role to play and a responsibility. It is only through the sum total of individual choices, of individual actions, that change will come about.</p> <p>Residents and stakeholders must be part of planning and designing their cities and their communities. They must also be part of delivering a new vision: by choosing to walk, by engaging each other, by generating awareness, and by demanding higher standards.</p>	<p>The progression of the plan making processes will require the consultation with the community as further study and assessment of the site is undertaken. This consultation will build off the high standard of consultation the council has undertaken in the reimagining Campbelltown process.</p>
<p>10. Redundant and Durable Life Safety and Critical Infrastructure Systems</p>	
<p>Resilient Cities and neighbourhoods will plan and design for redundancy and durability of their life safety and critical infrastructure systems. Planning and design of these systems will aim for levels of redundancy and durability that are commensurate with the increasing environmental, social, and economic stresses associated with the impacts of climate change and peak oil.</p> <p>The physical, social and economic health of the Resilient City and its citizens is directly connected to the city's ability to maintain the effective functioning of its key life safety and critical infrastructure systems – especially during episodes of intense environmental stress (such as during severe storms, floods, or other weather related events). Key infrastructure systems such as drinking water supply, electrical power, and residential heating in winter, and key life safety systems, such as police, fire, and</p>	<p>The site has been designed to ensure that emergency services will have good access to all residents and business in times of need</p> <p>Careful planning of building systems and transport design has been undertaken to ensure ease of permeability for service teams in times of crisis. As a new valuable place for the community the project can be seen as a key location for the gathering of the sider community at important times of need.</p>

<p>emergency response services and their support systems, must be planned and designed for a level of redundancy and durability that will allow them to be durable enough to resist present and future environmental stresses, as well as to have enough redundancy built into their design to allow the system as a whole to remain sufficiently functional and intact that if one or more constituent parts of the system is compromised, the system as a whole will nevertheless remain operational and able to provide the necessary outputs or services.</p>	
<p>11. Resilient Operations</p>	
<p>Resilient cities and neighbourhoods will develop building types and urban forms with reduced servicing costs, and reduced environmental footprints.</p> <p>Urban sprawl is extremely expensive to service and maintain – the amount of land, roads, pipes, and infrastructure required per capita is disproportionately large. A compact, mixed-use urban environment, by contrast, is far more efficient in its demand for municipal services and infrastructure requirements. Resilient cities will not subsidize inefficient forms of development (e.g. building roads and assuming operating costs) and instead prioritize city patterns and built forms that have a reduced footprint on the environment and a reduced burden on municipal resources (e.g. directing growth to where services exist: infill).</p>	<p>The design, density, functionality and location of the scheme will achieve the objective of Resilient Operations. The location of the project will provide new social services to the community and link the scheme to existing services.</p> <p>The scheme is an efficient use of a redundant site in a key city location.</p> <p>It is proposed to include a design excellence provision to incentivise the delivery of high-quality urban development forms and scale.</p>

Table 5: Resilient Cities Program Urban Design Principles

5. Is the planning proposal consistent with a council’s local strategy or other local strategic plan?

Re-imagining Campbelltown CBD

The *Campbelltown Precinct Land Use and Infrastructure Study* (DPE, November 2017) and *Re-imagining Campbelltown CBD* (Campbelltown City Council, Draft, March 2018) set the community’s vision for the future of the Campbelltown CBD to create “a Metropolitan CBD, a leading centre of health services, medical research and med-tech activity.” The city would be designed for “ambition, innovation and opportunity.”

If Campbelltown and the Macarthur region are to thrive they must pivot from a suburban model of growth towards an urban model of development. Reducing development on the urban fringe, providing a greater diversity of housing and transport choice, and shifting town centres out of shopping centres and into public spaces that are more diverse, clustered and innovative.

Re-imagining Campbelltown CBD points out that the Macarthur region will likely need to accommodate an additional 530,000 people over the next 25 to 30 years. A “business as usual” response would require around 200km² of land for single-detached dwellings to accommodate an additional 153,000 dwellings at a typical suburban density. It also points out that there is a lack of housing choice, a local jobs deficit, a reliance on the road network for connectivity, it is prone to chronic health issues, and at risk of heatwave conditions.

In addition, *Re-Imagining Campbelltown CBD* sets the following complementary growth principles and commitments:

Environment

- Deliver high quality and diverse open space experiences
- Lead the delivery of low resource, low carbon solutions for Campbelltown
- Be visionary and tactical in the greening of the urban fabric

City and Bush

- Regenerate, restore and maintain natural ecosystems
- Respect and give life to existing natural, historic and cultural features
- Contribute to measurable improvements to local air and water quality

Mobility

- Pioneer the development of human scale urban environments that are decoupled from car dependence and support health and wellbeing.
- Develop the infrastructure and connectivity for Campbelltown to be an accessible southern gateway to the Western City.
- Increase accessibility to local amenities and services

Culture

- Ensure adaptability and diversity of built form for innovators, disrupters and entrepreneurs.
- Drive solutions for climate resilient communities, public space and urban infrastructure.
- Deliver design-led excellence for both public and private spaces, including assurance for design outcomes.

Economy

- Create and connect clusters of agglomeration and activity that increase and diversify Campbelltown’s productivity.
- Leverage industry opportunities from Western Sydney Airport and Badgerys Creek Aerotropolis.
- Plan and manage industrial and urban services land’s retention and evolution.

Living

- Create inspirational places for all, showcasing culture and the arts.
- Engage with our communities and other stakeholders to deliver lively, healthy, safe and welcoming places that support diverse and inclusive communities.
- Delivery of connected places + healthy communities through a range of active recreational spaces for playing sport.
- Create inclusive communities through housing diversity and innovative affordable rental, housing and living solutions.

The planning proposal has been considered against relevant actions and goals of *Re-imagining Campbelltown CBD* as follows:

Economy	
<p>Create and connect clusters of agglomeration and activity that increase and diversify Campbelltown’s productivity.</p>	<p>The site has a large frontage to Queen Street. This allows for large commercial exposure for retail and commercial uses.</p> <p>The proposal will facilitate the revitalisation of Queen Street, with a significant amount of retail and commercial floor space, with high amenity and close to public transport and walking distance to the heart of the CBD. The site currently is dilapidated with a mostly vacant building with few amenities with little hope or incentive for re-tenanting in its current state.</p> <p>Furthermore, the proposal provides a central “eat street” activated main road along the former heritage road alignment.</p>
Mobility	
<p>Pioneer the development of human scale urban environments that are decoupled from car dependence and support health and wellbeing.</p> <p>Develop the infrastructure and connectivity for Campbelltown to be an accessible southern gateway to the Western City.</p> <p>Increase accessibility to local amenities and services.</p>	<p>The proposal includes the potential for a cycleway and is within 850m of Campbelltown Railway Station and on a high-frequency bus route.</p>
Living	
<p>Create inspirational places for all, showcasing culture and the arts.</p>	<p>The predominant form of housing in the Campbelltown LGA is detached single dwelling</p>

<p>Engage with our communities and other stakeholders to deliver lively, healthy, safe and welcoming places that support diverse and inclusive communities.</p> <p>Delivery of connected places + healthy communities through a range of active recreational spaces for playing sport.</p> <p>Create inclusive communities through housing diversity and innovative affordable rental, housing and living solutions.</p>	<p>housing. The proposal seeks to improve the housing mix within walking distance of the station.</p> <p>The planning proposal would increase the mix of dwellings available for purchase and rent within the Campbelltown CBD. Increasing supply of this type of housing would also impact on housing affordability.</p> <p>The enhanced level of public domain in the proposal would contribute to the creation of an inclusive community.</p> <p>The proposal seeks to provide a range of building heights, within 850m of the station, to create a gateway to Campbelltown along the Queen Street north-south axis.</p> <p>Building heights are at their lowest as they interface with the heritage item, with the greatest heights within the development shifted towards the south and designed in a way to minimise overshadowing and achieve ADG compliance.</p> <p>The site is located on the key corner of Queen Street and so is an opportunity to present as a gateway to Campbelltown. The proposal identifies view alignments and nodal points for locating gateway structures.</p> <p>The public domain around this end of Queen Street is currently unappealing. The proposal seeks to improve the public domain in the area by creating a large publicly-accessible park that enhances, respects and links to the state heritage site and includes a proposal for a tree-lined “eat street”. The public domain improvements will increase passive surveillance and be attractive and inviting to the public.</p> <p>Currently the Heritage item/precinct is under-utilised and does not maximise the heritage items; the views to the buildings are blocked and the entry is undistinguished. The</p>
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	<p>proposed development represents an opportunity to enhance the relationship with this site and it allows for the potential future development on the heritage precinct. The planning proposal seeks a Heritage transition zone between the 2 sites. This would be more than a green buffer, it allows for the proposal to address the heritage zone and any future uses. The proposal would also create a civic space aligned with and connecting to the heritage precinct.</p>
<p>City and Bush</p>	
<p>Regenerate, restore and maintain natural ecosystems</p> <p>Respect and give life to existing natural, historic and cultural features</p> <p>Contribute to measurable improvements to local air and water quality</p>	<p>While the site contains minimal environmental attributes, it does adjoin a significant heritage item, which provides a unique opportunity to embrace the location’s history while embracing the opportunities for modernisation.</p> <p>In doing so, the development concept facilitated by the Planning Proposal seeks to embrace the existing heritage and imitate the historic access arrangement of the Warby estate. In doing so, the Planning Proposal will provide for a publicly accessible plaza next to the item at a key axis point to ensure a physical and visual connection.</p> <p>Further, building heights are tiered away from the historical site with significant green landscaping as illustrated in the Landscape Plan at Appendix D. This seeks to foster and create future ecosystems within an urban site.</p>

Table 6: Re-Imagining Campbelltown CBD

Campbelltown Residential Strategy 2013

The *Campbelltown Residential Strategy* (Campbelltown City Council, 2013) labels the site as “potential development area (mixed use/high density residential)”, with phasing to commence immediately.

6. Is the planning proposal consistent with applicable State Environmental Planning Policies?

The consistency of this Planning Proposal with applicable State Environmental Planning Policies (SEPPs) is outlined in Table 5 below.

State Environmental Planning Policy	Comment
SEPP No 1—Development Standards	Not applicable. SEPP repealed by Clause 1.8 of Campbelltown LEP 2015.
SEPP No 14—Coastal Wetlands	Not applicable.
SEPP No 19—Bushland in Urban Areas	Not applicable The site is not identified as being bush fire prone land.
SEPP No 21—Caravan Parks	Not applicable.
SEPP No 26—Littoral Rainforests	Not applicable.
SEPP No 30—Intensive Agriculture	Not applicable.
SEPP No 33—Hazardous and Offensive Development	Not applicable
SEPP No 36—Manufactured Home Estates	Not applicable.
SEPP No 44—Koala Habitat Protection	Not applicable.
SEPP No 47—Moore Park Showground	Not applicable.
SEPP No 50—Canal Estate Development	Not applicable.
SEPP No 52—Farm Dams and Other Works in Land and Water Management Plan Areas	Not applicable.
SEPP No 55—Remediation of Land	Not applicable. Given the historical use of the site for commercial purposes, the contamination of the land is unlikely. Given the Planning Proposal will facilitate excavation, should any contamination be discovered during the construction process then necessary actions will be undertaken in accordance with the legislative requirements and guidelines.
SEPP No 62—Sustainable Aquaculture	Not applicable.
SEPP No 64—Advertising and Signage	Not applicable. The Planning Proposal does not include signage at this stage. It is noted that the current B4 zone does permit ‘signage’ which includes ‘building identification signs’ and ‘business identification signs’. Should any signage be proposed under the final development concept, it would be subject to the normal assessment processes as part of the development application process. Therefore, the Planning Proposal does not contain any provisions to hinder the application of the SEPP.

<p>SEPP No 65—Design Quality of Residential Flat Development</p>	<p>Consistent</p> <p>The attached Urban Design Guide at Appendix B has considered the potential development concept facilitated by this Planning Proposal against the objectives of SEPP 65 and the Apartment Design Guide. Further detailed analysis and compliance against the detailed requirements will be undertaken as part of the DA process.</p> <p>Notwithstanding, the proposal was designed to ensure that solar access, cross ventilation, open space and access to communal open space would all comply. This has been detailed in the Urban Design Report.</p>
<p>SEPP No 70—Affordable Housing (Revised Schemes)</p>	<p>Not applicable.</p> <p>Notwithstanding, the Planning Proposal does not contain any provisions that would hinder the application of this SEPP.</p>
<p>SEPP No 71—Coastal Protection</p>	<p>Not applicable.</p>
<p>SEPP (Affordable Rental Housing) 2009</p>	<p>Not applicable.</p> <p>The site is a former large format retail site, and therefore no affordable housing will be lost as a result of this proposal.</p>
<p>SEPP (Building Sustainability Index: BASIX) 2004</p>	<p>Not applicable.</p> <p>The application of the SEPP will be further addressed at the development application stage.</p>
<p>SEPP (Exempt and Complying Development Codes) 2008</p>	<p>Not applicable.</p> <p>To be considered at DA stage.</p>
<p>SEPP (Housing for Seniors or People with a Disability) 2004</p>	<p>Not applicable.</p> <p>If a DA for this type of housing is lodged under this SEPP it would be considered at the relevant stage.</p>
<p>SEPP (Infrastructure) 2007</p>	<p>Not applicable</p> <p>The site fronts Queen Street which in this location is a local road under the care and control of Campbelltown City Council.</p> <p>Under Clause 101 of the Infrastructure SEPP (ISEPP) Council must not grant consent to development on land that has a frontage to a classified road unless it is satisfied that the development addresses a number of vehicular access and operational matters. The proposal does not have frontage to a classified road. A Traffic and Parking Impact Report has been prepared by McLaren Engineering and Road Safety Consultants, which recommended upgrades to certain surrounding intersections to ensure the acceptable intersection performance. This is modelled off full development potential which will take a number of years under a</p>

staged development application process. Appropriate design and testing and relevant upgrades should therefore be undertaken to ensure acceptable intersection performance in the future as the site is developed and Campbelltown CBD experiences growth. Further assessment against the requirements of Clause 101 of the ISEPP will be addressed at the development application stage.

Clause 104 of the ISEPP requires Council to refer development proposals to the RMS for sites that have direct vehicular or pedestrian access to a classified road or to a road that connects to a classified road where the access is within 90 metres of the connection, and the development is of a certain size. The proposal seeks to facilitate an apartment or residential flat building of circa 803 dwellings or more, and adjoins a road that connects to a classified Road (Campbelltown Road) but is not within 90 metres. However, consultation with RMS during the Gateway process may assist with preliminary consideration of matters related to accessibility and efficiency of movement given the additional traffic that would be generated by a future development application.

Rail corridor considerations

Division 15 Subdivision 2 of the ISEPP concerns development in or adjacent to rail corridors.

This Division does not apply as the proposal is over 100m from the main western rail corridor. Clause 85 does not apply as the development site is not contiguous with the rail corridor. The proposal is not immediately adjacent to the rail corridor to the north as it is separated by Queen Street, as such it is considered that the provisions of clause 85 Development immediately adjacent to rail corridors does not apply.

Clause 86 applies to land within 25 m (measured horizontally) of a rail corridor and excavation of more than 2 m depth is involved. Under these circumstances any application for development cannot be granted unless the concurrence of the rail authority is obtained. The future development will be greater than 25 metres from the railway corridor even though excavation greater than 25 metres is involved. Notwithstanding, consultation with Sydney Trains may occur during the

	Gateway process and should formal concurrence be required this will be sought at the relevant development application stage.
SEPP (Integration and Repeals) 2011	Not applicable.
SEPP (Kosciuszko National Park— Alpine Resorts) 2007	Not applicable.
SEPP (Kurnell Peninsula) 1989	Not applicable.
SEPP (Major Development) 2005	Not applicable.
SEPP (Mining, Petroleum Production and Extractive Industries) 2007	Not applicable.
SEPP (Miscellaneous Consent Provisions) 2007	Not applicable.
SEPP (Penrith Lakes Scheme) 1989	Not applicable.
SEPP (Rural Lands) 2008	Not applicable.
SEPP (State and Regional Development) 2011	Consistent This Planning Proposal does not contain any provisions that will hinder the application of this SEPP.
SEPP (State Significant Precincts) 2005	Not applicable.
SEPP (Sydney Drinking Water Catchment) 2011	Not applicable.
SEPP (Sydney Region Growth Centres) 2006	Not applicable.
SEPP (Three ports) 2013	Not applicable.
SEPP (Urban Renewal) 2010	Consistent. The subject site is within an urban renewal precinct. The proposal seeks to maintain the current zoning (B4 Mixed Use). The proposal seeks to redevelop the subject site for more intensive and modern retail and commercial uses, along with residential uses. The residential uses will support the retail and commercial offering, while also being close to public transport, meeting the objectives of the Governments strategic publication <i>A Metropolis of Three Cities</i> , and therefore meets the objective of this SEPP.
SEPP (Western Sydney Employment Area) 2009	Not applicable Applies to land within Penrith, Blacktown, Holroyd and Fairfield LGAs. Refer to State Environmental Planning Policy (Western Sydney Employment Area) 2009 Land Application Map.
SEPP (Western Sydney Parklands) 2009	Not applicable. Applies to land within the Blacktown, Fairfield and Holroyd LGAs (Quakers Hill to West Hoxton).

Table 7: SEPPs

7. Is the planning proposal consistent with applicable Ministerial Directions (i.e. s.9.1 directions)?

This Planning Proposal has been assessed against each relevant Section 117 Direction. Consistency or otherwise is addressed in Table 6 below.

No.	Title	Comment
1. Employment and Resources		
1.1	Business and Industrial Zones	Consistent The site is currently zoned B4 Mixed Use. The proposal does not seek to change the zone. The proposal seeks to intensify business uses on the site. The site is currently largely empty, with little likelihood of employment returning in its current form. By creating a modern retail and commercial space, the proposal seeks to create jobs and revitalise the site.
1.2	Rural Zones	Not applicable.
1.3	Mining, Petroleum Production and Extractive Industries	Not applicable.
1.4	Oyster Aquaculture	Not applicable.
1.5	Rural Lands	Not applicable.
2. Environment and Heritage		
2.1	Environment Protection Zones	Not applicable No lands of environmental sensitivity are affected.
2.2	Coastal Protection	Not applicable.
2.3	Heritage Conservation	Consistent The proposal does not seek to change any heritage provisions under the LEP. The site is adjacent to the state heritage listed Warby's barn and stables. The proposal respects and enhances the adjoining significant heritage. This is discussed in detail under Section C on page 39. Further, a Heritage Assessment has also been undertaken by Lucas Stapleton Johnson and is included at Appendix B. The heritage principles and objectives are considered in the Urban Design Report at Appendix A and inform the development concept and subsequently the amendments to the Campbelltown LEP 2015.
2.4	Recreation Vehicle Areas	Not applicable.
2.5	Application of E2 and E3 Zones and Environmental Overlays in Far North Coast LEPs	Not applicable.
3. Housing Infrastructure and Urban Development		
3.1	Residential Zones	Consistent

		<p>This direction applies as it affects land within a zone in which significant residential development is permitted or proposed to be permitted. The objectives of the direction are:</p> <ul style="list-style-type: none"> • to encourage a variety and choice of housing types to provide for existing and future housing needs, • to make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services, and • to minimise the impact of residential development on the environment and resource lands. <p>Having regard to the above objectives, the planning proposal is consistent with this 9.1 Direction as follows:</p> <ul style="list-style-type: none"> • The proposal will broaden the choice and building types available in the housing market; • The proposal will make more efficient use of existing infrastructure and services – the site is adjacent to a bus stop and approximately 850 metres of Campbelltown train station and 1km from Leumeah station; and is already serviced by a full range of utility services including electricity, telecommunications, water, sewer and stormwater; • The proposal will reduce the consumption of land for housing on the urban fringe by developing a site to a greater density than that currently approved; • The proposal will be of good design as demonstrated in the attached Urban Design Report.
3.2	Caravan Parks and Manufactured Home Estates	Not applicable.
3.3	Home Occupations	Not applicable.
3.4	Integrating Land Use and Transport	<p>Consistent</p> <p>The objective of this Direction is to support the efficient and viable operation of public transport services through improving access, increasing choice and reducing car trips.</p> <p>The Planning Proposal is consistent with this 9.1 Direction as it provides an opportunity to integrate land use and transport through its location in</p>

		<p>proximity to two train stations and a comprehensive bus network.</p> <p>The suggested walkable catchment for a railway station under the Government’s publication Improving Transport Choice – Guidelines for Planning and Development (DUAP 2001) is 800-1000 metres. The closest existing railway station is Campbelltown train station which is 850 metres away.</p> <p>Further, a Traffic and Parking Impact Report has been prepared in support of the application. The Report has been prepared by McLaren Traffic Engineering and Road Safety Consultants and is included at Appendix C.</p> <p>While the Planning Proposal only seeks an amendment to the maximum height limit and does not contain an FSR control, the Planning Proposal does seek to facilitate the preparation and lodgement of future staged development applications. While the full extent of the development concept is unlikely to be realised for a number of years, it was important to consider at this stage the potential impact of future development, the upgrades to the surrounding road network that may be required and the movement, access and circulation within the site.</p> <p>The report makes recommendations in relation to the site circulation which will be incorporated as part of the first concept staged DA.</p> <p>Further, under a full development scenario, upgrades to surrounding intersections will be required. The Traffic Report makes recommendations on which intersections will be affected and suggests more detailed design and testing occur and the DA concept stage to ensure the impacts are acceptable.</p>
3.5	Development Near Licensed Aerodromes	Not applicable.
3.6	Shooting Ranges	Not applicable.
4. Hazard and Risk		
4.1	Acid Sulfate Soils	Not applicable. The site is not affected by Acid Sulfate Soils.
4.2	Mine Subsidence and Unstable Land	Not applicable.
4.3	Flood Prone Land	Not applicable. The site is not identified as being flood prone.
4.4	Planning for Bushfire Protection	Not applicable.
5. Regional Planning		
5.1	Implementation of Regional Strategies	Not applicable.

5.2	Sydney Drinking Water Catchments	Not applicable.
5.3	Farmland of State and Regional Significance on the NSW Far North Coast	Not applicable.
5.4	Commercial and Retail Development along the Pacific Highway, North Coast	Not applicable.
5.8	Second Sydney Airport: Badgerys Creek	Not applicable.
5.9	North West Rail Link Corridor Strategy	Not applicable.
5.10	Implementation of Regional Plans	Consistent The proposal is consistent with the Western Cities Regional Plan
6. Local Plan Making		
6.1	Approval and Referral Requirements	This Planning Proposal does not include any concurrence, consultation or referral provisions nor does it identify any development as designated development.
6.2	Reserving Land for Public Purposes	This Planning Proposal will not affect and does not include any land reserved or identified for public purposes. Notwithstanding, the proposed main street and civic plaza open space will be publicly accessible to the broader Campbelltown community.
6.3	Site Specific Provisions	Not applicable There are no site specific provisions relevant to this site. The desired future land uses are permissible under the existing B4 Mixed Use zone.
7. Metropolitan Planning		
7.1	Implementation of A Plan for Growing Sydney	Consistent Assessment against A Metropolis of Three Cities was considered in detail under Section 3 of this planning proposal.
7.2	Implementation of Greater Macarthur Land Release Investigation	Not applicable.
7.3	Parramatta Road Corridor Urban Transformation Strategy	Not applicable.
7.4	Implementation of North West Priority Growth Area Interim Land Use and Infrastructure Plan	Not applicable.
7.5	Implementation of Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	Not applicable.
7.6	Implementation of Wilton Priority Growth Area Interim Land Use and	Not applicable.

	Infrastructure Implementation Plan	
7.7	Implementation of Glenfield to Macarthur Urban Renewal Corridor	<p>Consistent</p> <p>The site is within the Campbelltown Precinct of the Implementation of Glenfield to Macarthur Urban Renewal Corridor. The vision for the Precinct is to support the provision of new jobs, housing and open space and improve movement, the built form and the public domain.</p> <p>The Planning Proposal supports the vision for the Precinct by providing housing, jobs and open spaces in the form of a public plaza and main street environment. The Planning Proposal also provides a range of building heights and seeks to protect and enhance the historical context of the site’s location.</p> <p>The site is also identified for mixed use development greater than 7 storeys which the Planning Proposal is consistent with.</p> <p>The relationship to the strategic planning framework is discussed further under Section 2 on page 24.</p>

Table 8: S9.1 Directions

Section C – Environmental, social and economic impact

8. *Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?*

The site is located in an urban environment. The planning proposal includes 22-32 Queen Street which contains retail development.

The site is therefore not known to contain any critical habitat or threatened species, populations or ecological communities or habitats.

9. *Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?*

Environment

Given the current land uses on the site and the proposed future development facilitated by this Planning Proposal, it is considered that no environmental effects are likely to arise from the Planning Proposal. Further, the site does not contain any environmental significance, however, any matters related to contamination and acid sulphate soils will be investigated further following determination by Gateway that the proposal has sufficient strategic merit to proceed.

Heritage

While there are no environmental considerations applicable to the site, the significant adjoining state heritage listed site of Warby's Barn and Stables, needs to be considered, protected and enhanced by the planning proposal.

The project adopts two guiding principles, developed with respect to the Warby site, as pointed out in the Heritage Study at Appendix B, prepared by Lucas, Stapleton and Johnson:

- Provide an appropriate backdrop to the Warby site as seen from the north-east (Campbelltown Road overpass) with the “old Campbelltown” presented against the “new Campbelltown”, without overwhelming the historic site.
- Ensure the project does not prejudice the future development of the Warby site, rather provide opportunities for the future development of the Warby site in a way that will enhance its significance and interlink with the Project site.

It is important that adequate setbacks are established along the shared property boundary between the Warby site and the Project site. An appropriate setback can assist in lessening impacts as a result of scale changes between the two sites.

Although the historic buildings are located a good distance from the boundary (30 metres and 85 metres), an additional 10 metre setback from the shared property boundary is proposed to

accommodate a transition zone. Further, as the building forms rise the setbacks increase to give the appearance of a tiered development. Figure 14 below illustrates this.

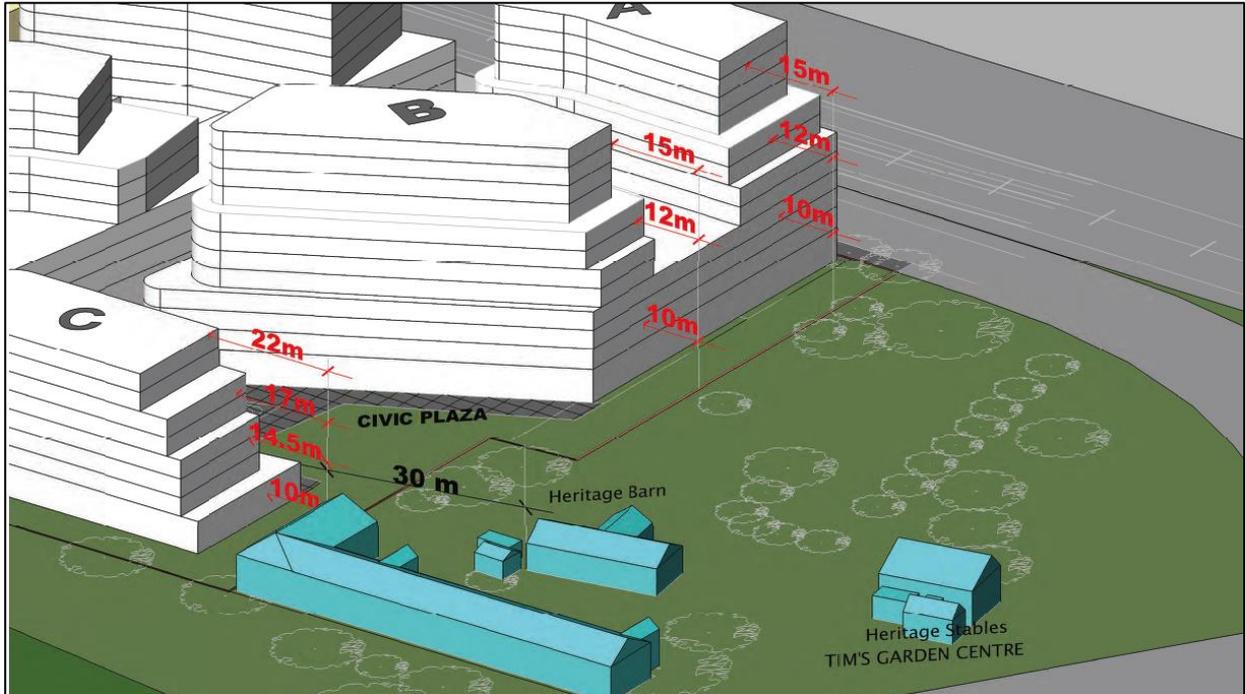


Figure 14: Tiered setbacks to Warby's Barn and Stables

The closest building to the two heritage items is also limited to 8 storeys, with levels 7 and 8 setback 22 metres from the boundary or 52 metres from Warby's Barn. This is complemented by a civic plaza publicly accessible open space which opens up towards the heritage items.

Further, rather than providing a landscaped buffer zone which tends to result in visual screening and a separation between the two sites, opportunities have been sought to integrate the setback into the development proposal.

The setback allows for a softening of the property boundary, with scattered tree plantings, allowing views into and through the Warby site and enhancing the landscaped character of the Warby site.

By avoiding a hard edge along the shared property boundary, there is an opportunity to interlink the two sites in the future. This principle is supported by the Landscape Plan prepared by Site Image Landscape Architects included at Appendix D. Figure 15 below (Landscape Plan extract) illustrates these principles whereby development creates active ground floor uses, reinforces the entry axis through the civic plaza, and creates an open parkland link.

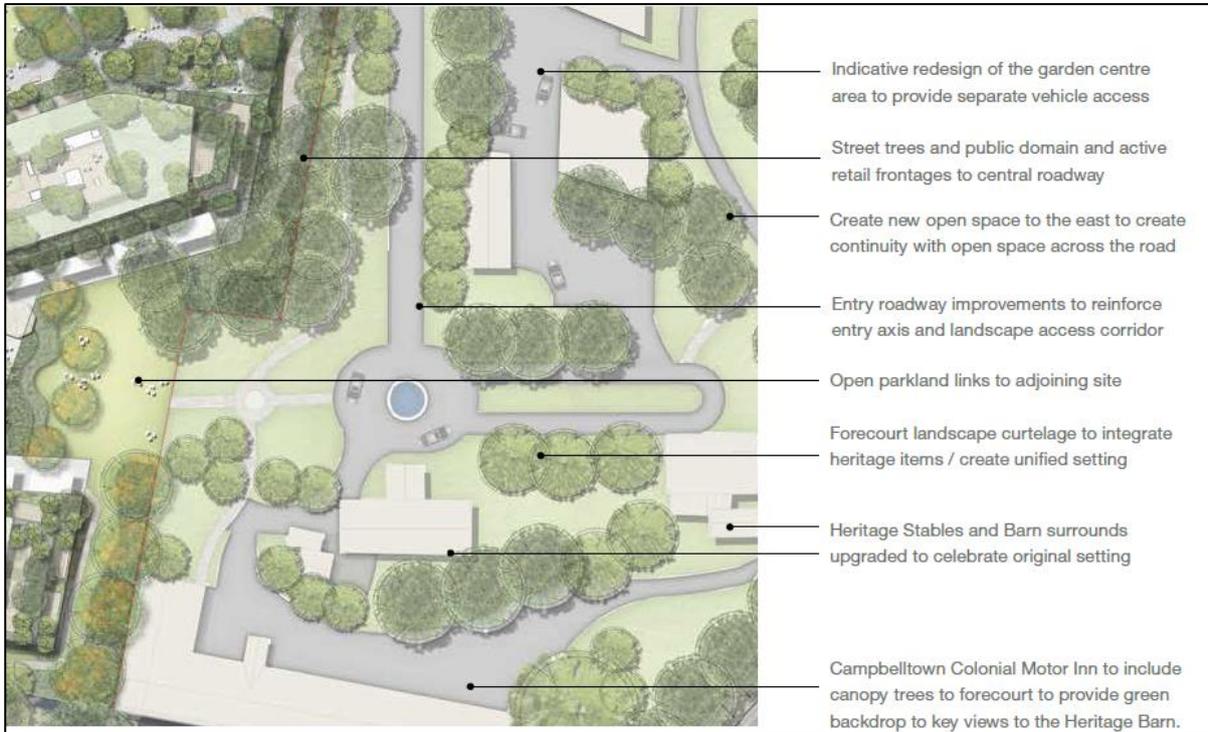


Figure 15: Civic Plaza and heritage interface landscape diagram

The development concept associated with the Planning Proposal has also sought to replicate the old access and movement arrangement associated with the Warby landholding. While the Warby homestead has long been demolished, it previously existing in front of the barn building with an entry drive from Queen Street. The 1850's Warby estate plan is included below along with a potential opportunity to replicate this historical connection as part of the proposal.

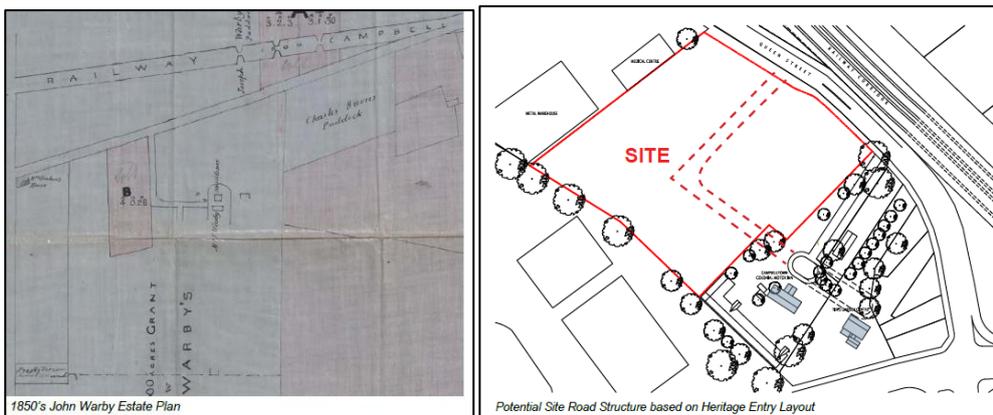


Figure 16: Warby Estate Plan and potential access arrangement

Along with the increased setback on the shared property boundary, other opportunities exist to enhance the character of the Warby site as part of the current proposal:

- Respond to the axes of the Warby site (the configuration of the buildings and the entry drive).
- Respond to the alignment of the historic entry drive to the west and interpret this early drive in the internal road alignments/access ways in the Project site.
- Introduce a lower scale along the Warby site property boundary in line with the historic buildings.
- Concentrate taller buildings to the west and north, away from the Warby site and out of the principal view lines from the north-east.
- Integrate pedestrian access and landscaping into the heritage transition zone/setback.
- Avoid visually overwhelming the Warby site by stepping away the massing of the new development from the shared property boundary.
- Avoid locating “back of house” services and carpark entries within the transition zone between the Warby site and the Project site.

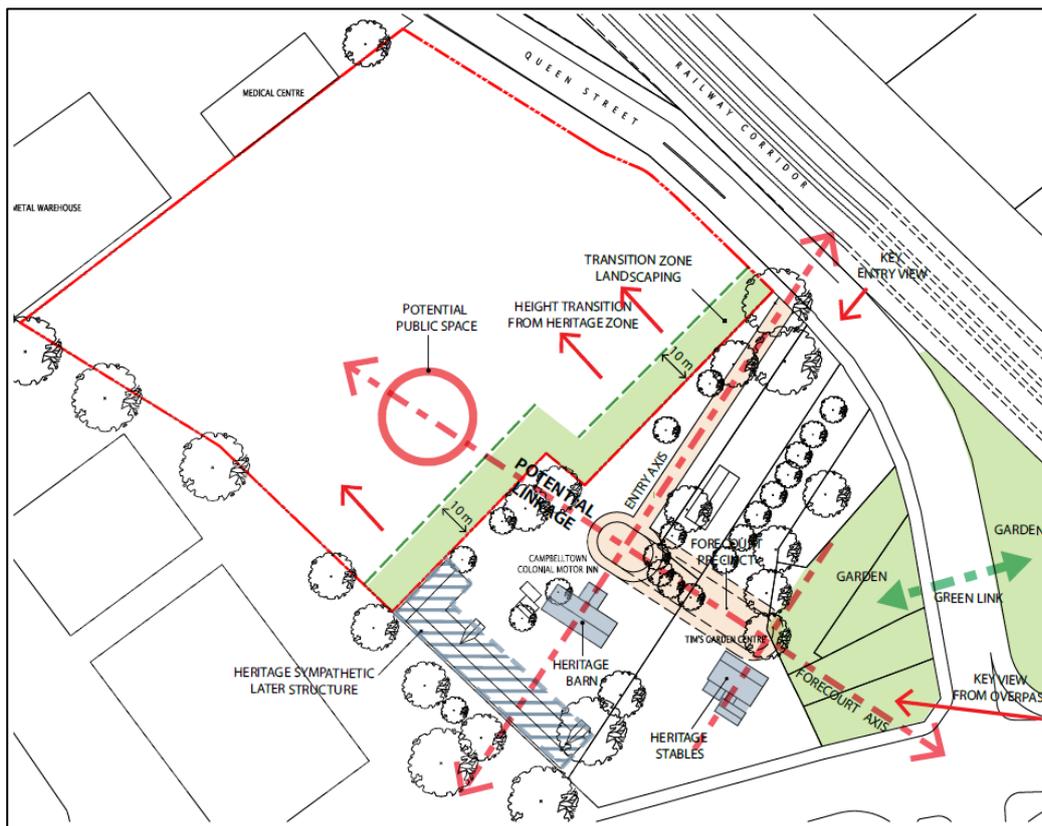


Figure 17: Implementation of Heritage Principles

10. *Has the planning proposal adequately addressed any social and economic effects?*

Social

The Planning Proposal will facilitate a development that will provide approximately 808 additional apartments which will contribute to housing supply in the area, and include a variety of dwelling types and sizes. This will respond to the needs of the local community through housing choice for a variety of age groups, demographics and families. In doing so, it also provides access for workers to the Campbelltown town centre supporting growth, vibrancy and vitality of Campbelltown as a destination.

In terms of the site itself, the Planning Proposal seeks to provide a gateway to Campbelltown, edge improving the aesthetics of the street scape and making it a more enjoyable place to walk and move. With the Civic Plaza and its enhanced views to the Warby site, along with the creation of the “eat street”, it will create a vibrant new destination within the CBD, strengthening the connection of the site to the Campbelltown town centre and the adjoining school.

The landscape masterplan provides a comprehensive landscape setting to proposed buildings, with suitable interface with adjoining streetscapes and neighbours, and provides strong internal site activation and amenity for residents, tenants and various visitors to the site. The masterplan considers the potential improvement of the adjoining heritage item to the north-east, and foresees a suitable integration of open space, boundary planting and linkages. The combination of landscape podiums and rooftops, activated streetscape and civic hub, and general landscape setting are considered to provide a high quality landscape setting and outcome for the site that suitably integrates with its surrounds.

It is anticipated that the Civic Plaza and eat street will also foster an element of community pride and the creation of a community and a landmark for the broader of neighbourhood to be proud of the place they live.

The Planning Proposal will also facilitate positive social benefits for future and existing residents and workers who will profit from jobs, goods and services closer to homes and work.

Economic and Employment

Currently the site is virtually empty. Its previous use as a bulky goods and factory outlet failed. In the current retail environment, retailers are rationalising their market footprint, pulling back to core centres or bulky goods sites with large catchments. The site, within the Campbelltown CBD, was competing directly with the retail offering at Campbelltown Mall and Macarthur Square. It was not a “destination” retailer with a large catchment, as most successful bulky goods centres are. It attempted to compete with the other shopping centres with a similar offering, but as it was within the CBD, was unable to provide a significant discount on rents like other bulky goods centres can. Therefore, it was unlikely that it was going to survive.

The concept of the retail offering of the proponent, however, is different. It is envisaged that the proposal will create a destination, drawing people to it, particularly via the “eat street” and a more boutique retail offering. In addition, the site currently has no residential component; there is a small amount of residential adjacent to the site. It is likely that the residential component will also underpin

the viability of restaurants and specialty retail, as well as social uses in the commercial space, such as child care, medical facilities, etc.

An Economic Impact Assessment has been prepared by PPM Consulting (Appendix E). The study makes the following conclusions:

- The development is viable with 899 dwellings
- S94 contributions of \$3,340,478 are estimated to be payable
- The development is estimated to create \$1.1 billion in economic benefits
- The development is estimated to create 3,941 direct and indirect full-time equivalent jobs during construction
- The development is estimated to facilitate 817 full-time equivalent ongoing jobs
- Would create a Civic Plaza with an estimated economic benefit of \$36.5 million over a 50 year lifespan.

In addition, the Planning Proposal facilitates additional housing supply and commercial/retail space, and therefore employment supply within a Metropolitan Centre where job opportunities are subject to grow with the status of the Campbelltown centre. Further, given the access to transport networks the additional housing supply in this location provides access to a much larger network of jobs and employment opportunities.

Section D – State and Commonwealth interests

11. Is there adequate public infrastructure for the proposal?

Public Transport

The site is well serviced by public transport as discussed in the accompanying Traffic and Parking Impact Assessment prepared by McLaren Traffic Engineering and Road Safety Consultants at Appendix C.

The Campbelltown train station is within 850 metres of the subject site, which connects the site to Sydney Airport and the Sydney CBD on the T2 Airport, Inner West and South Line; and to Parramatta and the north west on the T5 Cumberland Line.



Figure 18: Sydney Trains Network

The site also has access to the Sydney bus network. Page 6 of the attached Traffic and Parking Impact Assessment illustrates the location of the site in proximity to local and regional.

Traffic and Parking

As discussed previously, a Traffic and Parking Impact Assessment has been prepared by McLaren Traffic Engineering and Road Safety Consultants. The Report is included at Appendix C.

While the Planning Proposal simply seeks to amend the maximum building height control under the Campbelltown LEP 2015 to facilitate the preparation of staged development applications in the future, the Report considers the potential impacts of the future traffic generation, the appropriate access and circulation arrangements within the site and recommendations for future upgrades to the road network to accommodate growth.

In doing so, the Report considers potential traffic generation against both the Council DCP parking rates and the RMS rates, and recommends that the RMS rates be adopted given the proximity of the site to an extensive network of public transport and the reduced impacts of future development.

Notwithstanding, the Report considers the impacts that future development will have on the surrounding road network, and make recommendations on the site access and circulation which will be incorporated and addressed at the concept DA stage. The Report evaluates the geometries of three intersections that will be particularly effected and suggests appropriate upgrades to ensure acceptable intersection performance as the staged development is realised in the future. These intersections include:

- Queen Street / Chamberlain Street
- Campbelltown Road / Blaxland Road
- Queen Street / Campbelltown Road

Finally the Report recommends that more detailed design and testing of intersection upgrades is undertaken as the development concept is refined and progresses to the next stage of planning and development.

Utilities and Services

The full range of utility services including electricity, telecommunications, water, sewer and stormwater are all currently available on the site supporting the existing land use. These services will be upgraded as part of the re-development of the site to which this Planning Proposal relates. Consultation with relevant authorities during the public exhibition of the Planning Proposal will confirm the capacity of current utilities to serve the increase in density on the site.

12. What are the views of state and Commonwealth public authorities consulted in accordance with the Gateway determination?

Formal consultation has not been undertaken at this stage with State or Commonwealth public authorities in relation to the Planning Proposal and proposed amendments to the maximum building height for the site. Formal consultation will be undertaken as part of the Part 3 process following Gateway determination.

This will include the Office of Environment and Heritage (OEH). Consultation was previously undertaken with OEH in relation to the now withdrawn Planning Proposal. It is noted that in relation to the subject site, OEH noted that:

“The properties at Nos 22 to 32 Queen St, Campbelltown are not listed on the State Heritage Register (SHR). Therefore, the Heritage Council of NSW is not a referral body under the Environmental Planning and Assessment Act 1979 and not a consent authority under section 57(1) of the Heritage Act 1977.”

However, in relation to the adjoining Warby’s Barn and Stables, OEH commented:

“The modifications to DA901/2016 are inadequate and do not resolve the substantial disparity between the height and scale of the SHR listed buildings and the proposed development along the full length of the shared boundary.

A better transition in scale must be achieved between marking the entry into the City Centre along Queen St and respecting the presence and scale of Warby’s Barn and Stables which are rare survivors of Campbelltown’s important pastoral history.”

The Planning Proposal, while seeking additional height, has been designed to specifically address the transition of height across the site towards the City Centre, the relationship of the future development along the length of the boundary, physical and visual connections to the heritage items, increased setbacks to ensure development does not overwhelm the heritage, and pedestrian connection along the old access route from Queen Street to the Warby’s Barn and Stables.

Finally, the views and comments from all relevant authorities will be sought as part of the exhibition process and in accordance with the conditions of the Gateway.

Part 4 – Mapping

Maps illustrating the current Campbelltown LEP 2015 land zoning, maximum height of buildings and floor space ratio controls (*and any others*) for the Planning Proposal are located within the Introduction.

The maps for the proposed amendments to the Campbelltown LEP 2015 maximum height of buildings map is included below.

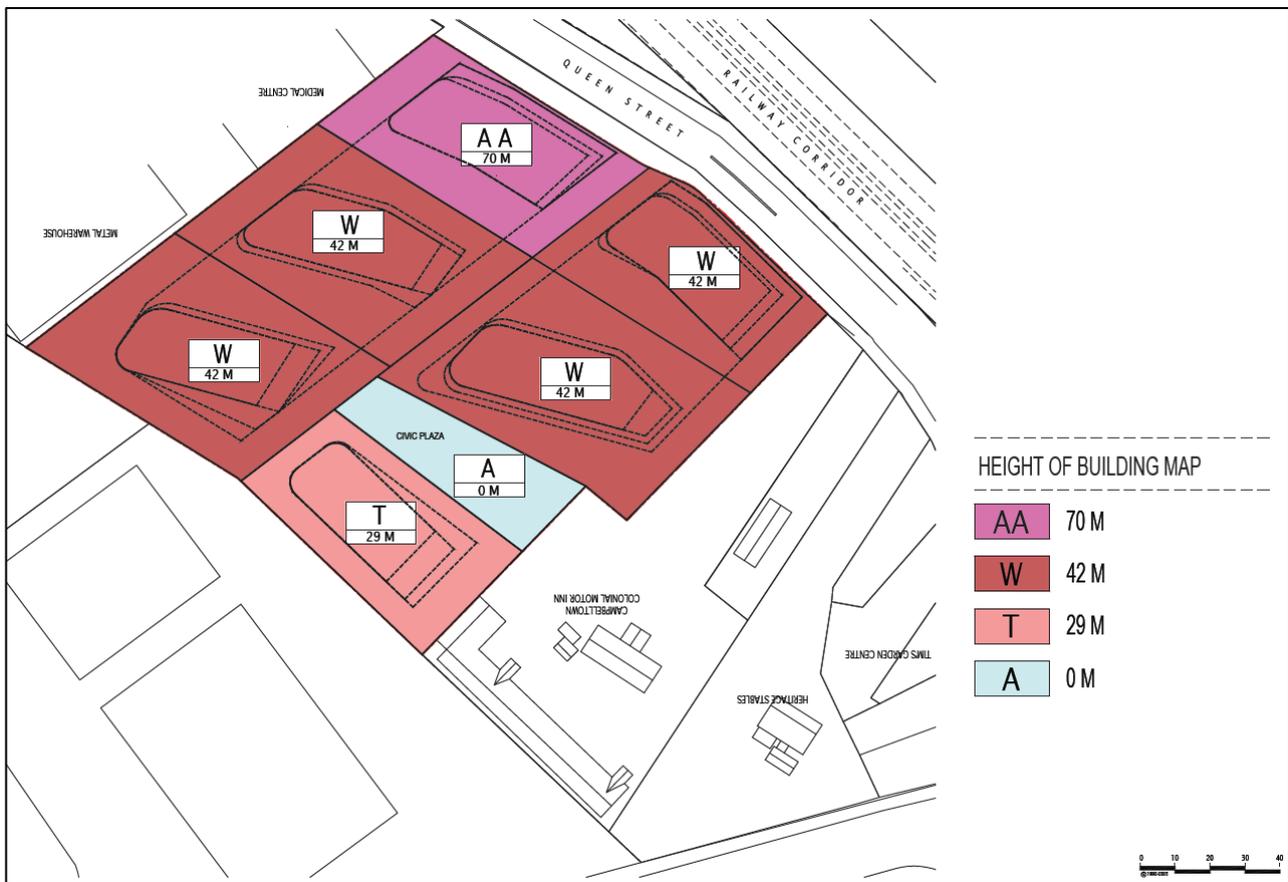


Figure 19: Proposed Maximum Height of Buildings Map

The proposed height limits as they relate to the development concept are included within the sections at Figures 20, 21 and 22 below.



Figure 20: Proposed height limit – Section A



Figure 21: Proposed height limit – Section B

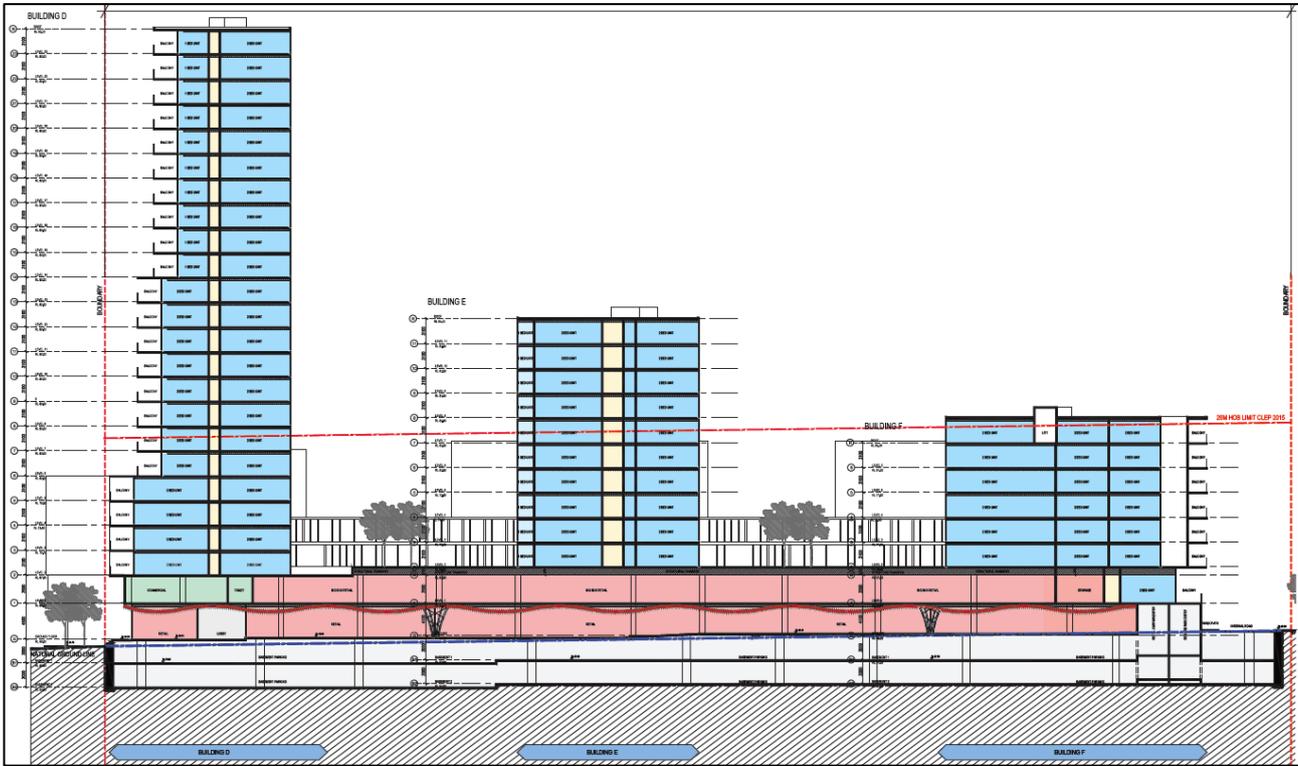


Figure 22: Proposed height limit – Section C

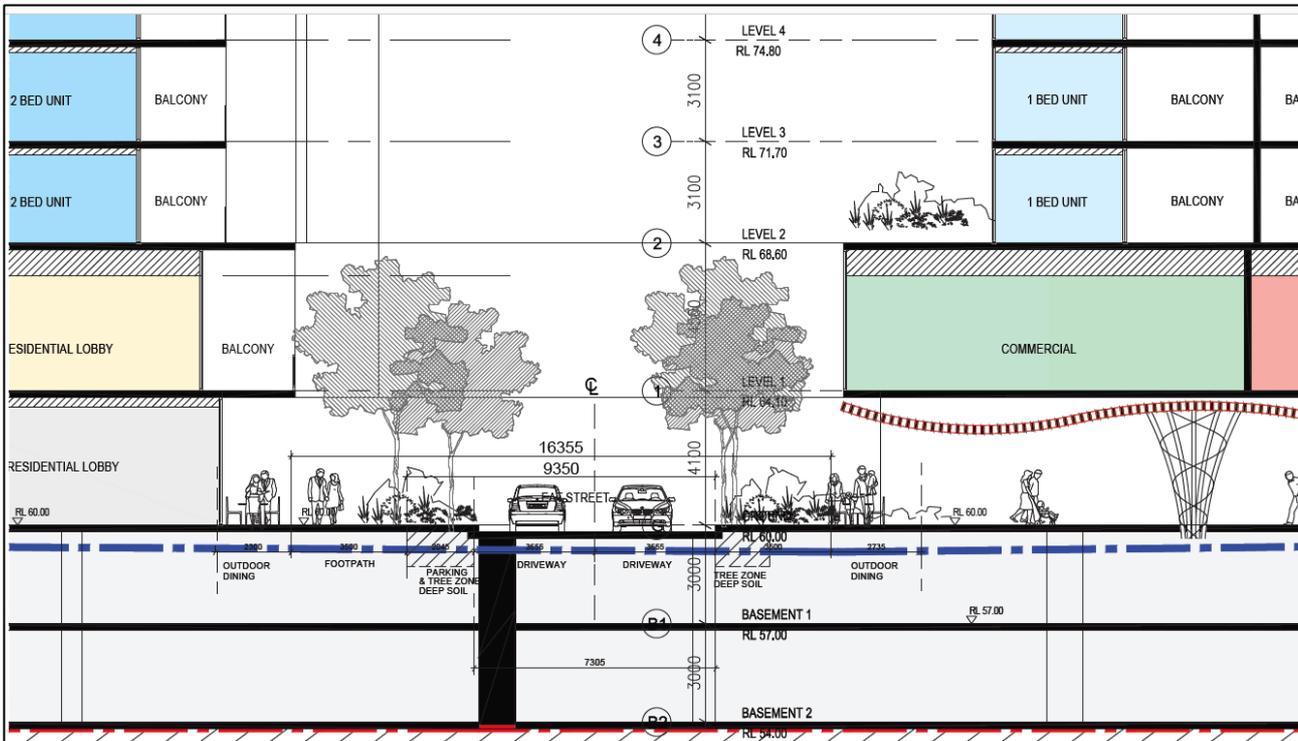


Figure 23: Eat Street Section

Part 5 Community Consultation

Public consultation will be undertaken in accordance with the requirements of the Gateway Determination.

It is proposed that, at a minimum, this will involve the notification of the public exhibition of the Planning Proposal:

- On the Campbelltown City Council website;
- At the information desk of the Campbelltown City Council offices;
- In the relevant local newspaper(s); and
- In writing to the owners and occupiers of adjoining and nearby properties and relevant community groups.

It is anticipated that the Planning Proposal will be publicly exhibited for a period of not less than 28 days in accordance with the requirements of Section 5.5.2 of the Department of Planning and Environment's publication *A Guide to Preparing Local Environmental Plans*.