

North Silverdale Landowner Group
Planning Proposal 'The Village'
Project No. 11105
March 2012



PLANNING PROPOSAL

To Enable the Residential Development of
North Silverdale and the Expansion of an
Existing Shopping Centre.

Silverdale Road, Silverdale

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EXECUTIVE SUMMARY

PLANNING PROPOSAL – SILVERDALE SHOPPING PRECINCT

Local Government Area: Wollondilly

Address of the land:

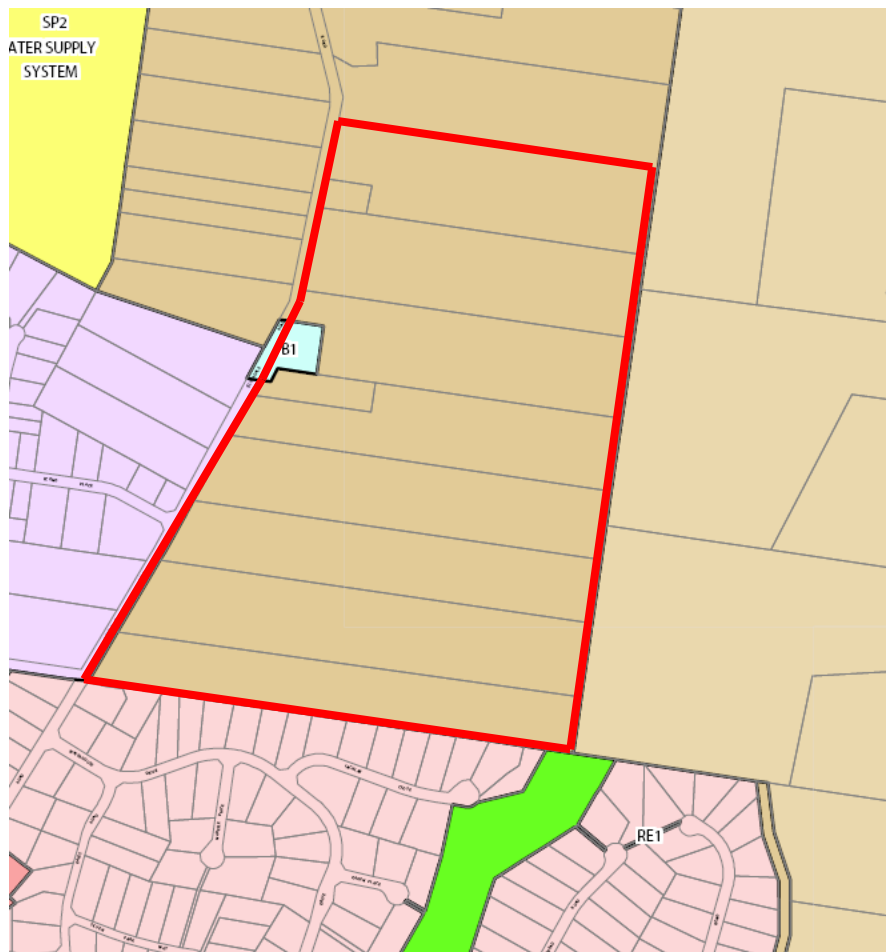
Table 1: Property Description and Ownership

Lot & DP	Address	Owner
Lot 6 DP 1086326	2350 Silverdale Road Silverdale	David Hanna Louie Hanna
Lot A 161634	2340 Silverdale Road Silverdale	Uncommitted
Lot 7 DP 38123	2330/ 2232 Silverdale Road Silverdale	Nader Mikhael
Lot 2 DP 519533	2324 Silverdale Road Silverdale	Sam Grima Antonia Grima
Lot 199 DP 1092447	2322 Silverdale Road Silverdale	Bruno Lopreiato Maria Lopreiato
Lot 200 DP 1092447	2320 Silverdale Road Silverdale	Bruno Lopreiato Maria Lopreiato
Lot 10 DP 38123	2300 Silverdale Road Silverdale	Michael Hanna Raymond Hanna Simon Hanna
Lot 11 DP 38123	2280 Silverdale Road Silverdale	Joe Casaceli
Lot 121 DP 747833	2260 Silverdale Road Silverdale	Michael Hanna Raymond Hanna Simon Hanna Bill Hanna
Lot 122 DP 747833	2250 Silverdale Road Silverdale	Joe Mifsud

Current Zone: RU2 Rural Landscape and B1 Neighbourhood Centre under Wollondilly Local Environmental Plan 2011 (LEP).

Proposal: The land subject to this planning proposal is shown in Figure 1 below and is outlined in red.

Figure 1.1: Land subject to planning proposal



Source: www.legislation.nsw.gov.au

The proposal is to amend:

- Land Zoning Map LZN _006A to:
 - R2 Low Density Residential
 - R3 Medium Density Residential
 - IN2 Light Industrial
 - B2 Local Centre
 - E2 Environmental Conservation
- Building Map HOB _006A to designation 'J' to permit a building height of 9m on the lots proposed to be zoned commercial and residential
- Minimum Lot Size Map LSZ _006A to:
 - Q (700m²) and W (4000m²) for R2 and R3 Low and Medium Density Lots
 - U2 (1500m²) for IN2 Light Industrial

This planning proposal will allow the development of the site as shown on the plans in Appendix A

A subdivisional plan is not provided to clarify definitive yields. However, the following indicative levels of development are provided to establish future development intensity in north Silverdale as follows:

- Retail centre of up to 7,500m² of mixed business and retail floor space
- A commercial retail nursery/ hardware/home maker centre of up to 10,000m² of floor space
- A medium density residential area to the immediate north of the proposed supermarket providing for 60 to 80 dwellings
- A seniors living area providing 100-120 dwellings
- Single lot detached dwellings comprising up to 200 lots if all precinct areas are developed

A precinct plan is also provided breaking down the site into retail and urban areas to the south east and north of the retail precinct development of the northern precinct for urban and residential used is dependent on a satisfactory consideration of the future of the poultry farming operations and the need for odour management.

PART A

This planning proposal is presented in two parts. Part A addresses the requirements nominated in the Gateway Proposal procedures as set down by the Department of Planning and Infrastructure. Part B of this submission addresses the requirements of Appendix 1 of the Growth Management Strategy.

1.0 INTRODUCTION & BACKGROUND TO PLANNING PROPOSAL

1.1 Planning Background

Council has recently adopted the Wollondilly Local Environmental Plan 2011. However the opportunities to incorporate Shire wide planning for future growth within the LEP were limited. Consequently, Council developed the Wollondilly Growth Management Strategy (GMS). The following is an extract from the 'Overview – Chapter 1' of the GMS:

Council's previous local strategic document, Vision 2025 has its own limitations as a guide for growth. Its principles and "Vision Statements" are sound but some of its representations of growth options for each of our towns are highly conceptual and very open to interpretation. It also fails to adequately deal with employment land issues, the range of potential types of residential development (as discussed in this GMS), infrastructure capabilities and the overall timing and quantity of development. The great value however of Vision 2025 is that it captured the key themes and community aspirations regarding our future.

The absence of sound strategic policies guiding growth matters potentially creates an ad hoc approach to growth and development, particularly when high pressure lobbying and advocacy prevail over a loose planning framework.

Council recently exhibited and then finalised its LEP 2011. In response there were understandable community expectations that it would be a planning document which would deal with the Shire's long term growth options. However, the need to prepare the new LEP..... within a relatively short time frame meant that the LEP was not able to be the process for resolving questions of long-term growth.

The Growth Management Strategy project was therefore commenced in recognition of the need to have a plan for future growth. Having such a plan also enables us to plan for future service and infrastructure provision. This is extremely important to a Council needing to prioritise limited resources.

(pg 7 GMS)

Whilst the GMS has been adopted by Council to assist in the Shire's structure planning, it has not yet been adopted by the Department of Planning and Infrastructure (DoPI).

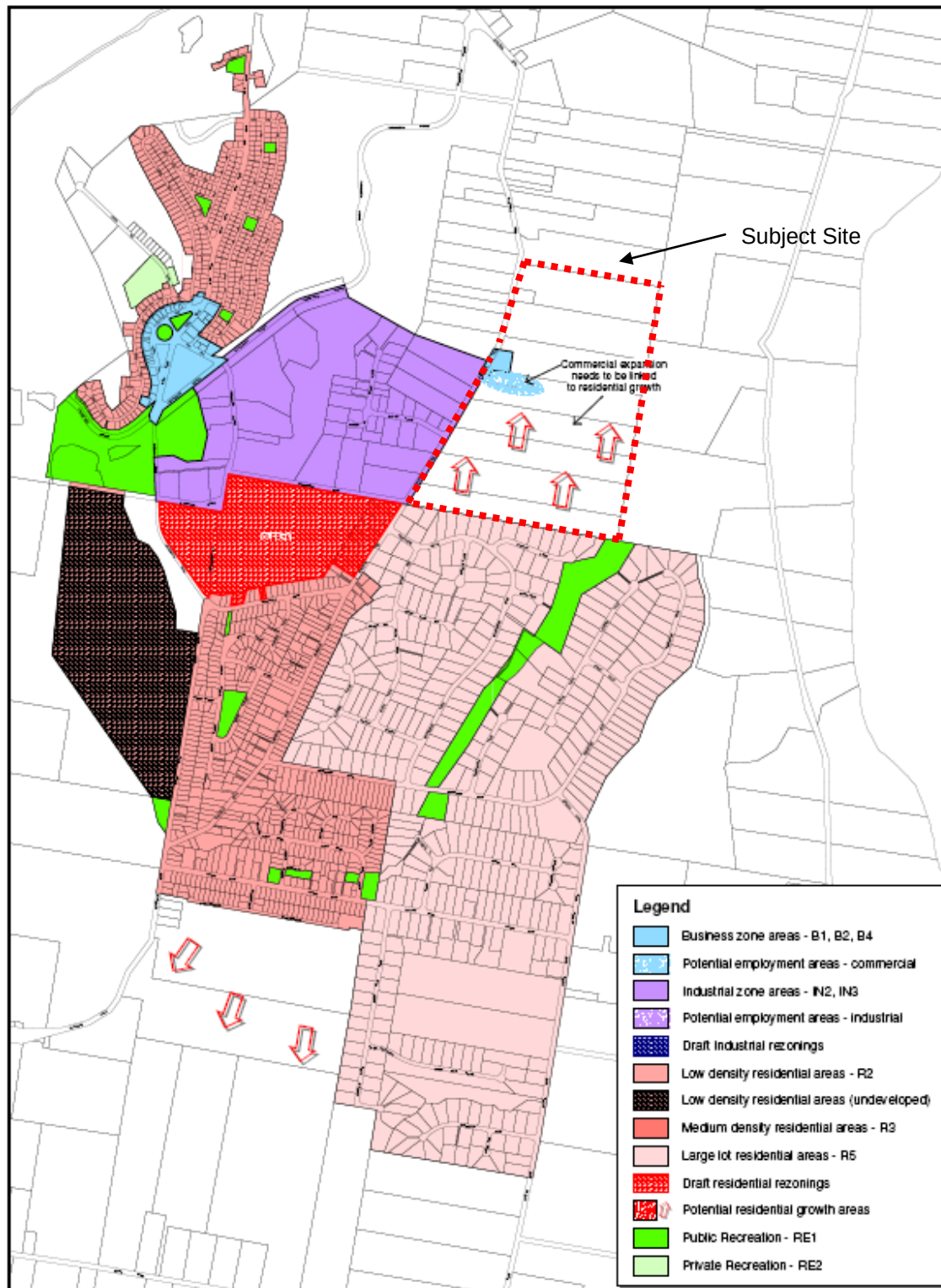
The GMS identifies the potential for residential and commercial development for the Silverdale area which has been mooted for a number of years. Council has indicated that over time, they anticipate seeing approximately 1000 new lots coming on line. The areas for residential expansion are nominally shown in the Structure Plan for Silverdale & Warragamba – Growth Management Strategy (GMS).

Council's position has been that any commercial expansion would need to be considered on the platform of acceptable residential expansion which would in turn support any further commercial expansion.

The owners of the site, who are the proponents of this application, have prepared a joint submission which enables Council to consider the proposal for low and medium density residential development and the expansion of the existing retail centre in concert with the identified needs of the current and future residents of Silverdale.

The site which is the subject of this proposal is located within the GMS for future investigation. An extract of this map is shown in Figure 1.1. It shows the area identified for future residential growth and future commercial expansion.

Figure 1.2 Extract from Growth Management Strategy showing areas identified for future expansion and subject site



Source: www.wollondilly.nsw.gov.au

1.2 Council Liaison

1.2.1 Preliminary Council Liaison

The proposed expansion of the Silverdale Shopping Centre has been a matter of formal and informal discussion between Council and landowners for a number of years.

The expansion of the Silverdale shops has been formally proposed by the owners of the Silverdale Shopping Centre since late 2009 and has formed the basis of discussion between the owners and Council periodically since then. Whilst Council has been generally receptive to the opportunities for growth in Silverdale, Council has advised that any commercial expansion must be supported by additional residential development.

A landowner meeting has occurred and there is agreement to seek rezoning of the subject area to enable the expansion of North Silverdale. This combined proposal has been discussed with Council and Council have also been formally advised of the intent to seek rezoning:

- On 10th December 2009 Council a submission was made on behalf of Mr & Mrs Lopreiato formally advising of the owner's request to lodge a submission for the rezoning of their subject site.

This letter set out the logical consideration for the expansion of the existing supermarket and supporting shops and those matters which were identified as requiring consideration in the presentation of a submission to Council. A formal meeting was also sought with Council to seek advice on any other matters which were required for consideration.

- A letter was forwarded to Council dated 30th September 2010 which registered the intent of a landowner group to prepare a re-zoning proposal for the future rezoning of their land. This register of intent included residential land which surrounded the existing supermarket and anticipated a submission which more closely aligned with the expectations of the GMS.
- A meeting was held with Council Officers Ally Dench and Peter Wright on 28th June 2011. This meeting presented the concept plan for the supermarket and identified the issues which were to be addressed in the planning proposal. Council advised that appropriate consideration should be given to the impact the expansion of the existing shopping centre would have on Warragamba. Council also noted that Warragamba had been identified as a higher order shopping area than Silverdale. Consequently, any submission that was made would need to appropriately address this issue.
- On 18th July 2010 Restifa Partners wrote to Council with regard to the proposed zoning for the expansion of the commercial zone. In particular, whether the expanded commercial shopping precinct should extend the current B1 Neighbourhood Business Zone or whether all of the existing and proposed commercial zone is more appropriately zoned B2 Local Centre. This is discussed in further detail in Section 5 of this proposal.

The presence of some unauthorised fill on Lot 199 DP 1092447 was also discussed. Council was advised that a Stage 1 contamination assessment had been carried out for

the site and it had found that the fill was located on where the proposed car park for the shopping centre is to be located.

- In October 2011, the planning proposal for the commercial rezoning of Lot 199 & 200 DP 1092447 was submitted to Council, in part to formally lodge advice regarding unauthorised fill that had been the basis of previous inquiries by Council. Council accepted the planning proposal however Council did note that the expansion of the shopping precinct should be considered in conjunction with residential expansion of North Silverdale.
- On 12th December a meeting was held with Peter Wright of Council regarding indicative edges and extent of the residential component of the planning proposal. Whilst these plans were purely indicative, Siteplus was advised that it is preferable for an amended application which addresses the proposal in its entirety is warranted rather than as two separate documents. This submission addresses this request from Council.

1.2.2 Final Council Liaison

- On 17th January 2012 a meeting was held with Council Officers Peter Wright and Martin Cooper. Land owners David Hanna and Bruno Loprieato attended the meeting along with representatives from SitePlus Vaughan McInnes and Anne Trezise. At this meeting Council re-iterated that it is desirable to lodge a single application for the rezoning rather than two separate documents. This approach will be more reflective of the strategy that has been proposed within the GMS which requires that any expansion of the shopping centre be dependent on expansion of the residential zoning.

Council clarified that indicative road layout could be discussed within the documentation and would be further informed by other studies or issues which may arise as a consequence of further investigations resulting from the determination of the Gateway Proposal.

Council suggested that the introduction of a minimum lot size of W(4000m²) would be an appropriate solution to transition between the northern extent of the existing Silverdale residential area and new development.

Council questioned the introduction of an IN 2 zone on land which is currently used as 'Botanica Nurseries' and whether this site should be considered as an extension of the commercial zone. The proponents will receive advice from Council whether it is Council's preference for this portion to be zoned to B2.

Council advised that the poultry farm located on the adjoining property at the northern end of the site may impact on the proposal when the extent of odour is defined and accommodated. It is anticipated that the impact of odour emanating will be undertaken as an outcome of the Gateway Proposal and may further inform the outcomes of the site.

Council agreed that the consideration of the Gateway proposal would be required to be supported by appropriate studies and documentation. Council also agreed that the provision of the additional documentation would be presented as part of the Gateway process when proposal had general acceptance and then be subject to more refined consideration. In particular the opportunity to consider how to best manage edge effects

and the assessment of flora and fauna of significance which may need to be accommodated on the site.

1.3 Proposed Rezoning

This application is seeking to amend the maps for Wollondilly LEP 2011 as follows:

- Amendment of the Wollondilly LEP 2011 Land Zoning Map in accordance with the proposed zoning map shown and located within Appendix A which rezones the site from the RU2 zone to:
 - R3 Medium Density;
 - R2 Low Density;
 - B2 Local Centre ; and
 - IN2 Light Industrial
 - E2 Environmental Conservation
- Amendment of the Wollondilly LEP 2011 Height Map in accordance with the proposed height map, and located within Appendix A, which indicates a maximum permissible height of 9m – designation J; and
- Amendment of the Wollondilly LEP 2011 Minimum Lot Size Map in accordance with the proposed minimum lot size, and located within Appendix A, which indicates a minimum permissible lot size of 700m² - designation Q.

This Gateway proposal will enable the development and expansion of existing shopping facilities. The expansion and development of these facilities is shown conceptually in Appendix B. It also allows for the existing plant nursery, or similar activity, to be retained via the proposed IN2 zoning. The proposal also enables the residential development of the subject land by permitting subdivision for residential purposes.

2.0 SUBJECT LAND

The subject site is comprised of 10 separate properties owned by 8 individual entities. Figure 1.2 is an aerial photograph of the subject site which illustrates the nature of the uses which are occurring. It is evident that some of the lots support agricultural development ranging from wholesale nursery supplies to an orchard. Some of the sites have been significantly cleared of vegetation.

The eastern boundary of the site backs onto extensive vegetation and it is evident that there are a range of gullies/water courses on the adjoining properties to the east.

Silverdale Road forms the western boundary of the site. Silverdale Road is the major north – south axis through the township of Silverdale and acts as an arterial road. The proposed B2 zone will be the focus of most vehicular activity. This commercial area currently has three vehicular cross-overs. Two of these will be retained and one will be closed. A bus stop is also located along Silverdale Road in front of the site. A road is proposed along the southern boundary of the site which will be accessed off Silverdale Road.

The western side of Silverdale Road has been zoned for industrial uses.

The southern boundary of the site is the village of Silverdale with the lots adjoining the subject site are large lot residential development (R5) zoning.

Rural lands are located along the northern boundary.

The township of Silverdale is also inter-related with the township of Warragamba. They lie adjacent to each other and are separated by a minor gorge. Warragamba is not accessed via the main route but rather via a deviation from Silverdale Road.

Figure 2.1 shows the location of the subject site which is outlined in red. The area which is proposed for future commercial development is indicatively shown dashed in red. Concept plans for the expansion of the supermarket are provided in Appendix B. The area dashed in blue is the indicative area for Light Industrial zone.

2.1 Commercial Land

The existing Silverdale Shopping Centre is comprised of a brand name shopping centre, a service station, and other retail services. The Centre was first built in approximately the 1970's and has been servicing the needs of locals since that time. It has become apparent however that to remain a viable shopping precinct, the opportunities and services require expansion to meet existing and future needs. To this end, consideration is sought for the development and expansion of the commercial area which includes the site of the existing shopping area and additional land to the south of this site.

The shopping centre is located on Lots 199 and 200 DP 1092447 which has a site area of approximately 3ha.

The existing shopping centre is located within Lot 199 and is comprised of:

- IGA Supermarket
- Liquor Sales outlet
- Medical Centre
- Post Office
- Health and Beauty Salon
- Video Rental Store
- Take Away Shop
- Bakery
- Real Estate Office
- Business and Commercial Rooms
- Service Station and Automotive Repair Shop
- General Mechanical Repairs
- Storage Areas
- Car Parking and Service areas

Lot 200 adjoins the shopping centre on the southern side and also forms part of planning proposal for land to be zoned B2. The combined area of these sites is approximately 3.4ha.

2.2 Industrial Land

The adjoining properties to the south (Lots 10 & 11 DP 38123) are currently occupied by 'Botanica Nursery'. Botanica Nursery is a wholesale plant nursery business providing stock for retail suppliers.

The proposal is to rezone a portion of Lot 10 to IN2 Light Industrial. This zone will allow the continued operation of the plant nursery without having to rely on 'existing use rights' in that both intensive plant agriculture and plant nurseries are permitted in this zone.

It also allows this use to transition to other opportunities permitted in this zone such as 'hardware and building supplies' with Council consent which would also serve the needs of the Silverdale community and other townships in this vicinity (eg a Bunnings Store).

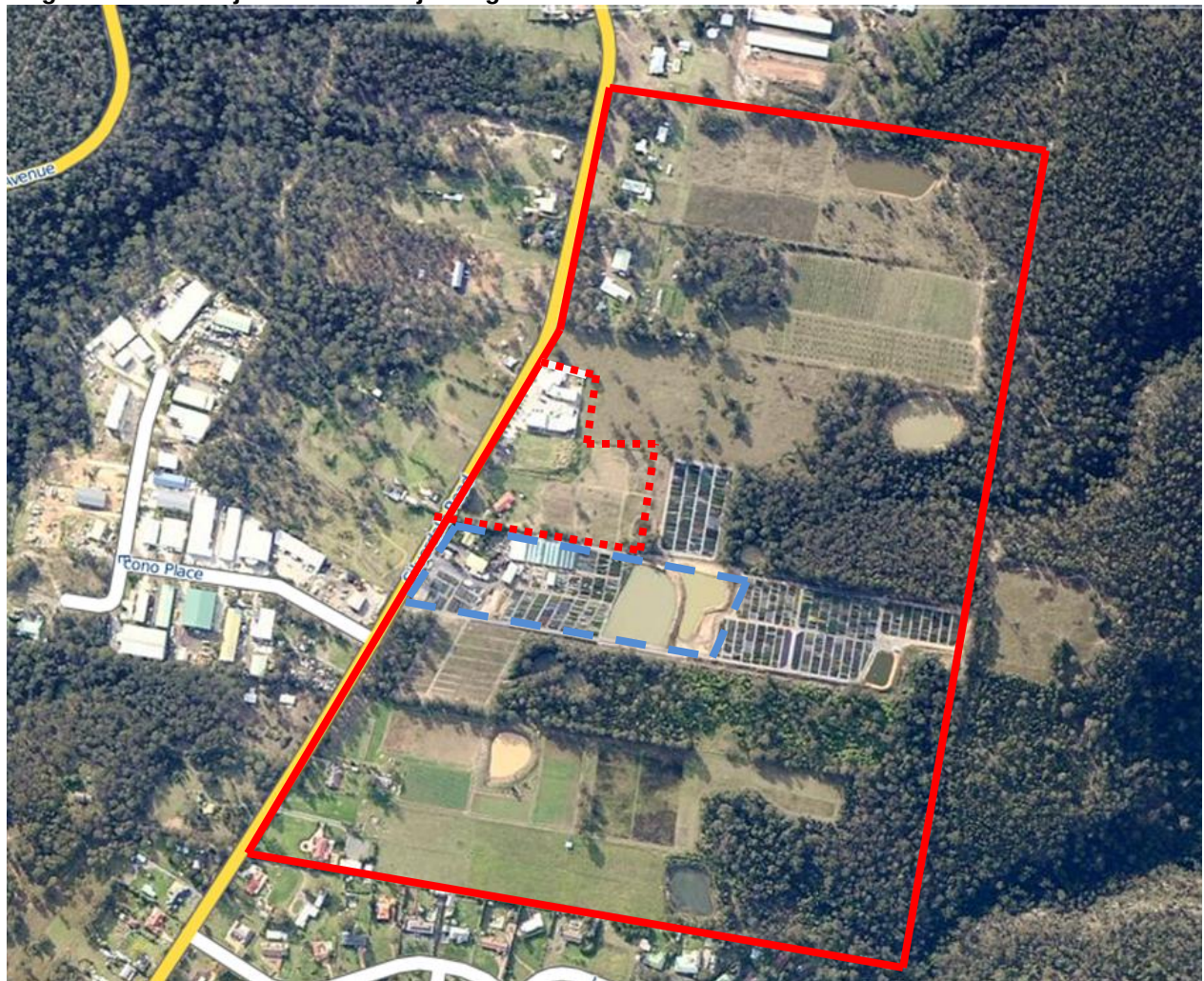
2.3 Residential Land

Residentially zoned lands are proposed to extend north from the existing edge of the Silverdale Township. The subdivision pattern will reflect the existing alignment of adjoining lots to the south to ensure a smooth transition. These lots are proposed to be zoned Low Density Residential to reflect other residential development in Silverdale and to ensure that the site reflects the village atmosphere desired by Wollondilly Shire.

The commercial zoning is located centrally to the site and this provides a focal point to the development. In tandem with this focal point, there will be medium density residential development which can support seniors living development and other higher density uses which are located close to the services which will be available within this centre. This medium density area is also within walking distance of a bus stop allowing additional transport options.

The range of densities proposed allows a whole of lifestyle option with the provision for residents to access an anticipated wide range of housing options and services within close proximity.

Figure 2.1 Subject site and adjoining land uses



Source: www.nearmap.com.au

3.0 PLANNING PROPOSAL

3.1 Map Amendments

This application is seeking to amend the maps for Wollondilly LEP 2011 as follows:

- Amendment of the Wollondilly LEP 2011 Land Zoning Map in accordance with the proposed zoning map shown at Appendix A which is
 - R3 Medium Density Residential
 - R2 Low Density Residential
 - IN2 Light Industrial on Lot 10 DP 38123
 - E4 along the eastern boundary of the site
 - B2 Local Centre on portion of:
 - Lot 199 DP 1092447; and
 - Lot 200 DP 1092447;
- Amendment of the Wollondilly LEP 2011 Height Map in accordance with the proposed height map, shown at Appendix A, which indicates a maximum permissible height of 9m – designation J; and
- Amendment of the Wollondilly LEP 2011 Minimum Lot Size Map in accordance with the proposed minimum lot size, shown at Appendix A, which indicates a minimum permissible lot size of 700m² - designation Q for the medium density zoning and 4000m² for the large lot residential (designation W).

3.2 Planning Proposal

Expansion of North Silverdale is in line with the GMS however it is dependent on altering the minimum allotment size to enable development of the area. Currently the zoning of the site is RU2 which requires a minimum area of 16ha for each lot that is created via subdivision. Amending the minimum allotment sizes to allow residential development also requires an adjustment to the zoning of the site and the imposition of height limitations.

Creating these amendments will enable a flow-on of population growth which will provide a platform for developing the commercial expansion in Silverdale, which is also in line with the GMS. The expansion of the Silverdale Shopping area will enable the improvement of services and opportunities to existing and future residents in the area.

There are essentially four components to the commercial component of the proposal:

- The refurbishment of the existing shopping centre including landscaping and parking requirements,
- The construction of Stage 1 of the shopping centre,
- The boundary re-adjustment of Lot 200 to excise off a portion of the site to enable provision of the southern access to the site,
- The construction of Stage 2 of the shopping centre.

To enable this expansion to occur, the zoning of the subject site will be required to be altered to enable the development as generally described in Section 3.2.

The proposed IN2 Light Industrial zone allows the retention of the existing plant nursery which is operating from the site. It also enable limited alternative development such as a Bunnings Store which will also service the existing and future residents of Silverdale as well as other communities in the area, however it does not offer direct competition with other commercial uses/zonings in the region.

3.3 Future Development

3.3.1 Commercial Development

Components of the expansion of the Silverdale Shopping Centre are described generally below.

Stage 1

Stage 1 will incorporate:

- | | |
|--|--------------------|
| • Existing retail units & refurbishment | 945m ² |
| • Stage 1 Retail Units (Specialty Shops) | 775m ² |
| • Stage 1 Major Unit | 3200m ² |

Parking for 246 cars on grade.

This stage will be located within the northern portion of the site. To this end, the design of the proposal reflects and generally incorporates the existing retail building by continuing the existing frontage of the building which enables the provision of an integrated western elevation to Silverdale Road.

An area for a communal meeting place has been allocated within 'The Village'. This will be located to form the central forecourt and main access to the building and provide a focal gathering point.

Disabled parking will be provided for 8 cars along the frontage of the building to minimise travel distance to the shopping centre. These have also been located to remove any need to cross the internal north south linkage road.

The north/south linkage road will provide a connection between the existing shopping centre and Stage 1 of “The Village” which will also link with the proposed road located along the southern boundary.

The road along the southern boundary will provide access to the loading docks and provide an alternative entrance and exit point for motorists wishing to access the site.

The subdivision to allow a boundary re-adjustment will be required to enable the construction of this southern access road.

Stage 2

Stage 2 is comprised of:

- Retail Units 960m²
- Major Unit 1500m²

- Parking for 75 cars on grade
- Undercroft parking for 130 cars

The south western corner of the site will locate a family restaurant and opportunities for a tavern. The location of these facilities provides a southern entrance point and also separates these activities from the primary shopping activities located within the shopping centre.

The plans that have been provided demonstrate that the level of activity that has been anticipated can be accommodated on the site.

3.3.2 Industrial Zoning

As described previously, the industrial zoning is considered to supplement the more refined commercial opportunities sought in the B2 zone, the long term intention is to provide the equivalent of a Bunning's store. Access to this property would be from the proposed road that will be constructed along the southern boundary of the proposed Shopping Centre Expansion.

Details of specific uses and design will be determined in consultation with Council in the preparation of plans for the lodgement of a development application.

3.3.3 Residential Zoning

The residential component of the site will allow for a mixture of large lot residential down to medium density residential opportunities. The medium density development will be located around the commercial area and is likely to comprise a mixture of senior's living development and opportunities for integrated development.

A precinct plan is also provided breaking down the site into retail and urban areas to the south east and north of the retail precinct development of the northern precinct for urban and residential used is dependent on a satisfactory consideration of the future of the poultry farming operations and the need for odour management.

3.3.4 Environmental Conservation

This zone is to provide a buffer along the eastern boundary of the site. Whilst detailed investigations are yet to occur with regard to flora and fauna on the site, it is anticipated that this zone will provide a transition between the more urban land uses proposed on the west of the site and the largely vegetated land along the eastern boundary and on lands adjoining.

4.0 KEY ISSUES RELATING TO EXPANSION OF THE SILVERDALE SHOPPING CENTRE

The key issues associated with the expansion of “The Village” Centre are discussed below.

4.1 Traffic Volume and Management

The most significant impact regarding traffic management was identified to be traffic generation associated with the expansion of the existing shopping centre and lands associated with the B2 zone. Accordingly, Colston Budd Hunt & Kafes Pty Ltd have prepared a traffic report for the proposed commercial development at Silverdale. This Report forms Appendix C of this submission.

The Traffic Report has considered:

- existing traffic conditions
- anticipated traffic conditions
- provision of public transport
- a SIDRA analysis of the site
- parking requirements as a consequence of the proposed development
- access to the proposed development.

The level of service (LOS) from the SIDRA analysis has been utilised to provide a comparison between existing and anticipated traffic generation. The impact a development will have is determined by comparing the average delay per vehicle to carry out a (turning) movement. The SIDRA analysis accounts for movements at traffic signals, roundabouts, Give Way signs and Stop signs. The level of service is identified as follows:

Seconds

0 to 14	=	“A” Good
15 to 28	=	”B” Good with minimal delays and spare capacity
29 to 42	=	“C” Satisfactory with spare capacity
43 to 56	=	“D” Satisfactory but operating near capacity
57 to 70	=	“E” At capacity and incidents will cause excessive delays. Roundabouts require other control mode
>70	=	Unsatisfactory and requires additional capacity

Source: Colston Budd Hunt & Kafes

At each of these intersections the LOS is described in Figure 4.1

Figure 4.1 LOS of at Intersecting Roads

	Farnsworth Avenue and Silverdale Road (roundabout)	Silverdale Road and March Road	Silverdale Road and Warradale Road
Existing LOS	15 seconds	15 seconds	15 seconds
Existing LOS Rating	LOS A/B – good level of service	LOS A/B – good level of service	LOS A/B – good level of service
Anticipated LOS	20 seconds	15 seconds	15 seconds
Anticipated LOS Rating	LOS B – good level of service	LOS A/B – good level of service	LOS A/B – good level of service

Source: Colston Budd Hunt & Kafes

The shopping centre proposes an additional road along the southern boundary of the site to allow access to the carpark area and to provide access to loading docks for delivery/service vehicles. The LOS for this new road as it intersects with Silverdale Road has indicated that it will have a good level of service (LOS A/B).

The Traffic Report has also identified that the width of the proposed new road, the provision of on-site parking and loading bays meet relevant Council and RTA requirements. It is evident from the Traffic Report that 'The Village' will not have a negative impact on traffic movements within the affected area.

The development of the remainder of the subject site is not considered to alter the findings of the Traffic Report. Revised traffic information can be provided if required as part of the Gateway Process if considered necessary.

4.2 Economic Impacts

Council's GMS has identified that the retail floor area within the Shire will need to double between 2010 and 2030. In providing direction for the location of this future growth, Council has identified a hierarchy of towns to determine where future investment and land use should occur. These studies conducted on behalf of Council have identified Warragamba as having the largest provision of retail floor space at 3000m² which is higher than the retail floor area available in Silverdale. Council has therefore presumably identified Warragamba as a 'Village Centre' in the GMS which has a higher order status than Silverdale, which has been identified as a 'Neighbourhood Centre'. On this basis, it was considered that the economic impacts of the development largely centre on the expansion of the existing shopping centre. Consequently LOCATI^QN were engaged to prepare an Economic Impact Assessment (EIA) of the expansion of the Silverdale Shopping Centre. This Assessment forms Appendix D of this submission.

The report identifies a number of factors which, in our opinion allows Council to consider the expansion of the Silverdale Shopping Centre as described in this Gateway Proposal and as shown generally on the submitted plans.

The EIA suggests that the location and composition of the commercially zoned land in Warragamba does not support 'big box' supermarket facilities that are required in this region. This is because the commercially zoned land in Warragamba is essentially comprised of smaller lots in fragmented ownerships, which makes consolidation into a large parcel to facilitate 'big

box' development difficult and expensive. The Warragamba commercial area is also internalised which means that it is more difficult to access from other population centres such as Mulgoa and Wallacia.

'The Village' site however is of sufficient size, and in one ownership, which aids the development of a full line supermarket.

The EIA has identified that typically a full-line supermarket (3,200 m² or larger) is provided for every 8,000 – 9,000 people. It has been estimated that the current population of the Silverdale trade area is 11,850 with a projected population of 13,980 by 2026. Whilst the area is currently serviced by a number of smaller foodstores, the nearest full-line supermarket is provided at Glenmore Park, which is approximately 38km round trip for the Silverdale trade area.

It is also noted that the recent approval of a supermarket in Wallacia of 1,128m² does not represent a full-line store. Therefore given existing and future population trends in Silverdale/Warragamba it is evident that the Silverdale trade area has substantial demand for the provision of a full-line store.

The EIA also considers the potential impact of expansion of the Silverdale Shopping Centre. The impacts are most likely on Glenmore Park and other supermarkets in Penrith and Narellan. However these impacts are unlikely to threaten the viability of these centres.

The impact on trade in Warragamba is estimated at less than \$1 million. This is because the tenants anticipated to locate within 'The Village' currently have no presence within either Silverdale or Warragamba. In addition to the full-line supermarket, these may include:

- Health food store
- Delicatessen
- Mobile phone shop
- Larger medical centre and gymnasium
- Optometrist
- Fruit and vegetable store
- Key cutting store
- Travel agent.

The EIA concludes that the expansion of the Silverdale Shopping Centre:

- Is unlikely to affect the viability of any existing facility;
- is likely to benefit existing businesses in the area through increased spending within the precinct through the expansion of 'The Village';
- will not prevent escape spending from the trade area is likely to continue to be greater than 60%.

4.3 Ecological Issues

Kevin Mills & Associates have provided preliminary ecological advice. This preliminary advice indicates that the western half of the land proposed to be zoned B2 is essentially cleared and that the development of a shopping centre on this portion of the site is unlikely to have any impacts on species of significance. This preliminary assessment has indicated that any significant species are likely to be located in the eastern portion of the site. It is expected that other cleared areas which are subject of this proposal and are currently cleared are likely to have similar opportunities for development.

Further investigations may be required regarding impacts on this vegetation and any associated flora or fauna communities. It is anticipated that a detailed study will be sought during the Gateway Proposal process. This advice may further inform the extent of the E4 buffer zone

The holistic approach offered by considering the entire site will also enable the consideration and the best management of the edge effects of the subject sites to best promote the integrity of the bushland and preservation of any significant species or communities in response to the future development of these sites. This report will also take into account the recommendations to manage any identified bushfire impacts so that appropriate inter-relationships can be developed.

4.4 Effluent Treatment System

Effluent will be initially sent to Warragamba for pumping to Mulgoa. Preliminary advice indicates there is sufficient capacity to accept additional effluent flows to Mulgoa for treatment. Final details of capacity will become available as those sites which have been identified in the GMS for potential expansion in the Silverdale and Warragamba areas are accepted by Sydney Water as future development sites.

4.5 Geotechnical

Specific geotechnical advice was required to respond to some unauthorised fill on the existing shopping centre site. Accordingly, Environmental Investigation Services (EIS) have conducted an assessment of the site. This report forms Appendix E. This investigation was prepared partly in response to advice sought from Council regarding unauthorised fill that had been placed on the site previously. The results of the investigation have found that the fill which was located in the area immediately south of the shopping centre is free of significant contamination.

Within the service station canopy footprint, Petroleum Hydrocarbon (TPH) has been previously identified in soils up to 2m deep. Contamination of groundwater at the service station was also encountered.

Site BH22 showed elevated concentrations of Polycyclic Aromatic Hydrocarbons (PAH's). This site is located east of the site and historical information indicates that a dam was formerly located in this area which has been subsequently filled. The PAH concentrations are likely to be associated with ash in this fill material.

The report has identified that generally the fill and natural soils on the site are non-saline and non-aggressive to structures. A small number of results showed slightly aggressive soils.

As the Silverdale area is developed, remediation will occur if and as required to ensure that the site is compliant with the requirements of SEPP 55 as appropriate.

The Gateway Proposal may require further consideration of this issue.

5.0 OBJECTIVE OF PROPOSED LOCAL ENVIRONMENTAL PLAN

The objective of the Gateway proposal is to enable the expansion of North Silverdale as described in the GMS. This includes the expansion of the residentially zoned land and an increase in the commercial zoning of the site.

Currently the subject land enjoys two zonings, RU2 Rural Landscape and B1 Neighbourhood Centre. The current zoning limits development opportunities given the minimum lot size requirement of an RU2 zone. This Planning Proposal allows the development of smaller residential allotments which is in line with Council's GMS. This in turn provides a platform for the expansion of commercial zone and the introduction of an industrial zone, both of which support existing uses currently occurring on the site. The commercial component of the proposal is discussed in more detail below.

The existing shopping centre is located entirely within the B1 Neighbourhood Centre zone, however its expansion as proposed is not permitted within the RU2 Rural Landscape zone. This proposal is seeking the rezoning of the subject land to B2 Local Centre. The subject is that area of the existing and proposed shopping centre.

The rationale for seeking the B2 Local Centre zoning is based on a comparison of the zone objectives between B1 Neighbourhood Centre and B2 Local Centre which are found in Table 6.2.

It is evident from a comparison of the objectives of the two zones is that the objectives identified for the B2 Local Centre zone are a 'better fit' for the form of development which is proposed. This 'better fit' seeks to deal with the perceptual or real limitations which might be placed on 'The Village' shopping centre if the B1 objectives were applied – although we note that both zones permit 'retail premises' and 'food and drink premises'.

The rezoning of the site would also need to reflect other land use controls that apply to commercial zones. This would include adjustments to the Building Height Maps and the Minimum Lot Sizes.

Table 5.1 shows the current standards which apply under the existing provisions.

Table 5.1 Comparison of existing and proposed provisions

	Existing Controls
B1 Neighbourhood Centre	
Building Height	Building Height Designation 'J' - 9m
Minimum Lot Subdivision	No controls
RU2 Rural Landscape	
Building Height	No controls
Minimum Lot Subdivision	Minimum Lot Size AB1 – 16 ha

This proposal also introduces a range of other zones and the controls associated with these zones are provided in Table 5.2.

Table 5.2 Introduction of Proposed Controls

	Proposed Control
R5 – Low Density Residential	Lot Size W – 4000m2 Height 'J' - 9m
R3 – Medium Density Residential	Lot Size Q – 700mw Height 'J' - 9m
IN 2 – Light Industrial	Lot Size U2 – 1500m2
E2 – Environmental Conservation	
B2 – Local Centre	Height J – 9m

6.0 EXPLANATION OF PROVISIONS

The proposed amendments to the zoning map, the minimum lot size map and the building height map will accommodate the proposed expansion of the Silverdale. This proposal reflects the Growth Management Strategy in that it allows for the residential and commercial expansion of the existing shopping centre. It is also noted that the change from a B1 Neighbourhood Centre zone to B2 Local Centre zone also more appropriately reflects the function and form of development that is anticipated in a B2 zone as is proposed on this land.

There are no changes required to the text of the LEP to enable this development to occur.

The changes proposed for the relevant maps are as follows;

- Land Zoning Map LZN _006A to:
 - B2 Local Centre,
 - IN2 Light Industrial
 - R3 Medium Density Residential
 - R2 Low Density Residential
 - E2 Environmental Conservation
- Building Map HOB _006A to designation 'J' to permit a building height of 9m,
- Minimum Lot Size Map LSZ _006A to :
 - Q (700m²) for B2 and R3 zoned land,
 - U2 (1500m²) for IN2
 - W (4000m²)

Table 6.1 compares the RU2 zone, R3 Medium Density Zone and R2 Low Density Residential zone.

Table 6.2 provides a comparison of the land use table of the existing B1 zone and the proposed B2 zone.

Table 6.3 is a landuse table for the IN2 Light Industrial zone.

Table 6.4 is the landuse table for the E2 Environmental Conservation Zone

Table 6.1 Comparison of RU2 , R3 and R2 Zones

RU 2 – Rural Landscape – Existing	R3 Medium Density - Proposed	R2– Low Density Residential
Objectives To encourage sustainable primary industry production by maintaining and enhancing the natural resource base. To maintain the rural landscape character of the land. To provide for a range of compatible land uses, including extensive agriculture. To provide areas where the density of development is limited in order to maintain a separation between urban areas	Objectives To provide for the housing needs of the community within a medium density residential environment. To provide a variety of housing types within a medium density residential environment. To enable other land uses that provide facilities or services to meet the day to day needs of residents. To encourage the provision of affordable housing	Objectives To provide for the housing needs of the community within a low density residential environment. To enable other land uses that provide facilities or services to meet the day to day needs of residents.
Permitted without consent Extensive agriculture; Home occupations	Permitted without consent Nil	Permitted without consent Home occupations
Permitted with consent Agriculture; Airports; Animal boarding or training establishments; Bed and breakfast accommodation; Boat building and repair facilities; Boat sheds; Cellar door premises; Cemeteries; Community facilities; Crematoria; Depots; Dwelling houses; Educational establishments; Environmental facilities; Environmental protection works; Extractive industries; Farm buildings; Farm stay accommodation; Flood mitigation works; Forestry; Freight transport facilities; Funeral homes; Group homes; Home-based child care; Home businesses; Home industries; Home occupations (sex services); Hospitals; Information and education facilities; Landscaping material supplies; Mortuaries; Places of public worship; Plant nurseries; Recreation areas; Recreation facilities (indoor); Recreation facilities (outdoor);	Permitted with consent Attached dwellings; Bed and breakfast accommodation; Boarding houses; Child care centres; Community facilities; Educational establishments; Emergency services facilities; Environmental facilities; Environmental protection works; Exhibition homes; Exhibition villages; Flood mitigation works; Group homes; Home-based child care; Home businesses; Home industries; Home occupations; Home occupations (sex services); Multi dwelling housing; Neighbourhood shops; Places of public worship; Recreation areas; Residential accommodation; Respite day care centres; Roads; Seniors housing; Serviced apartments; Sewerage systems; Signage; Water supply systems	Permitted with consent Bed and breakfast accommodation; Boarding houses; Cemeteries; Child care centres; Community facilities; Dwelling houses; Educational establishments; Emergency services facilities; Environmental facilities; Environmental protection works; Exhibition homes; Exhibition villages; Flood mitigation works; Group homes; Health consulting rooms; Home-based child care; Home businesses; Home industries; Home occupations (sex services); Neighbourhood shops; Places of public worship; Recreation areas; Residential accommodation; Respite day care centres; Roads; Sewerage systems; Signage; Veterinary hospitals; Water supply systems

Research stations; Roads; Roadside stalls; Rural industries; Rural supplies; Rural workers' dwellings; Secondary dwellings; Signage; Transport depots; Veterinary hospitals; Water recreation structures; Water supply systems		
Prohibited	Prohibited	Prohibited
Stock and sale yards; Turf farming; Any other development not specified in item 2 or 3	Biosolids treatment facilities; Rural workers' dwellings; Shop top housing; Any other development not specified in item 2 or 3	Attached dwellings; Multi dwelling housing; Residential flat buildings; Rural workers' dwellings; Shop top housing; Water treatment facilities; Any other development not specified in item 2 or 3

Source: www.nsw.gov.au/legislation

Table 6.2 Comparison of Landuse tables for B1 and B2 zones

B1 Neighbourhood Centre	B2 Local Centre
Objectives	Objectives
- To provide a range of small-scale retail, business and community uses that serve the needs of people who live or work in the surrounding neighbourhood. - To encourage development that does not impact on the viability of land within Zone B2 Local Centre. - To support small-scale residential development in conjunction with retail, business and commercial uses in a manner that increases the vitality of the surrounding neighbourhood.	- To provide a range of retail, business, entertainment and community uses that serve the needs of people who live in, work in and visit the local area. - To encourage employment opportunities in accessible locations. - To maximise public transport patronage and encourage walking and cycling. - To provide for appropriate residential development in the form of shop top housing to support the vitality of the local area
Permitted without consent	Permitted without consent
Nil	Nil
Permitted with consent	Permitted with consent
Boarding houses; Business premises; Child care centres; Community facilities; Home industries; Medical centres; Neighbourhood shops; Respite day care centres; Roads; Shop top housing; Any other development not specified in item 2 or 4	Boarding houses; Child care centres; Commercial premises; Community facilities; Educational establishments; Entertainment facilities; Function centres; Hostels; Information and education facilities; Medical centres; Passenger transport facilities; Recreation facilities (indoor); Registered clubs; Respite day care centres; Restricted premises; Roads; Service stations; Shop top housing; Tourist and visitor accommodation; Any other development not specified in item 2 or 4
Prohibited	Prohibited
Agriculture; Air transport facilities; Amusement centres; Animal boarding or training establishments; Attached dwellings; Bed and breakfast accommodation; Biosolids treatment facilities; Boat building and repair facilities; Boat sheds; Bulky goods premises; Camping grounds; Caravan parks; Cemeteries; Crematoria; Depots; Dual occupancies; Eco-tourist facilities; Exhibition homes; Exhibition villages; Extractive industries; Forestry; Freight transport facilities;	Agriculture; Animal boarding or training establishments; Biosolids treatment facilities; Boat building and repair facilities; Boat sheds; Cemeteries; Crematoria; Depots; Eco-tourist facilities; Exhibition homes; Exhibition villages; Extractive industries; Forestry; Freight transport facilities; Heavy industrial storage establishments; Industrial retail outlets; Industrial training facilities; Industries; Mortuaries; Recreation facilities (major); Recreation facilities (outdoor); Research

Function centres; Heavy industrial storage establishments; Highway service centres; Industrial retail outlets; Industrial training facilities; Industries; Mortuaries; Multi dwelling housing; Passenger transport facilities; Recreation facilities (major); Recreation facilities (outdoor); Research stations; Residential flat buildings; Resource recovery facilities; Restricted premises; Restriction facilities; Roadside stalls; Rural industries; Secondary dwellings; Semi-detached dwellings; Sex services premises; Storage premises; Transport depots; Vehicle body repair workshops; Vehicle repair stations; Vehicle sales or hire premises; Waste disposal facilities; Water recreation structures; Water recycling facilities; Water treatment facilities; Wharf or boating facilities	stations; Residential accommodation; Resource recovery facilities; Rural industries; Sex services premises; Storage premises; Vehicle body repair workshops; Waste disposal facilities; Water recreation structures; Water treatment facilities; Wharf or boating facilities
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Table 6.3 Landuse table for IN2 Light Industrial Zone

IN2 Light Industrial
Objectives
To provide a wide range of light industrial, warehouse and related land uses. To encourage employment opportunities and to support the viability of centres. To minimise any adverse effect of industry on other land uses. To enable other land uses that provide facilities or services to meet the day to day needs of workers in the area. To support and protect industrial land for industrial uses. To ensure development does not impact on the viability of land within Zone B1 Neighbourhood Centre.
Permitted without consent
Nil
Permitted with consent
Depots; Hardware and building supplies; Industrial training facilities; Intensive plant agriculture; Kiosks; Landscaping material supplies; Light industries; Neighbourhood shops; Plant nurseries; Roads; Take away food and drink premises; Timber yards; Vehicle sales or hire premises; Warehouse or distribution centres; Any other development not specified in

item 2 or 4

Prohibited

Agriculture; Air transport facilities; Animal boarding or training establishments; Business premises; Camping grounds; Caravan parks; Cemeteries; Child care centres; Crematoria; Eco-tourist facilities; Exhibition homes; Exhibition villages; Extractive industries; Forestry; Function centres; Hazardous storage establishments; Highway service centres; Industries; Offensive storage establishments; Passenger transport facilities; Recreation facilities (major); Recreation facilities (outdoor); Registered clubs; Research stations; Residential accommodation; Respite day care centres; Retail premises; Rural industries; Sawmill or log processing works; Stock and sale yards; Tourist and visitor accommodation; Waste disposal facilities; Water recreation structures; Wharf or boating facilities.

Table 6.4 Landuse tables for E2 Zone

E2 Environmental Conservation Zone

Objectives

To protect, manage and restore areas of high ecological, scientific, cultural or aesthetic values.
To prevent development that could destroy, damage or otherwise have an adverse effect on those values.

Permitted without consent

Nil

Permitted with consent

Environmental facilities; Environmental protection works; Information and education facilities; Roads; Water supply systems

Prohibited

Business premises; Hotel or motel accommodation; Industries; Multi dwelling housing; Recreation facilities (major); Residential flat buildings; Restricted premises; Retail premises; Seniors housing; Service stations; Warehouse or distribution centres; Any other development not specified in item 2 or 3

7.0 JUSTIFICATION

7.1. Need for the Planning Proposal

7.1.1. Strategic studies or reports

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

Wollondilly Council has produced the Growth Management Strategy (GMS) to inform where development might occur in the future. This document provides broad direction for the LGA and proposals are subject to specific considerations as they are evaluated. The proposed B2 zone is seeking a higher order of commercial activity than anticipated in the GMS however this is considered justified as described in the Economic Impact Assessment (EIA) prepared by LOCATIQN dated 8th July 2011 on behalf of Restifa and Partners Pty Ltd.

This EIA has been considered in Section 4(b) of this report. Essentially the report provides a suite of information which allows strategic planning to be carried out in that the report demonstrates that;

- The current (and future) population does not have access to a full-line supermarket which would normally be provided for a population the size of Warragamba/Silverdale.
- That access to a full-line supermarket requires a significant vehicle trip to access the same level of facilities
- Current lot size and ownership patterns makes the provision of a full-line supermarket more easily achieved on the subject site than in Warragamba

Therefore, the results of the EIA provide a platform from which strategic planning assessment of the needs of this area.

The preliminary advice on Flora and Fauna Impacts has identified that the western portion of the site on which the proposed Shopping Centre will be located has been cleared significantly and there are no flora or fauna which would impact on the development of the shopping centre. Further detail will be provided which allows a holistic treatment of the subject properties and treatment of 'edge effects which will inform the subdivision pattern of the site. These edge effects will be further supported by the introduction of E4 zone.

The Traffic Report prepared by Colston, Budd, Hunt & Kafes Pty Ltd dated June 2011 considers the impact of the proposal external and internal to the development of the shopping centre. This report has not identified any significant issues which might prevent consideration of the application. The consideration of the remainder of the site is unlikely to result in significant findings beyond what has been determined for the shopping centre. Further studies may be requested through the Gateway Proposal demonstrating this.

7.1.2. Achieving objectives or intended outcomes

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

There is no other opportunity of obtaining the residential growth and development of North Silverdale without the amending the current planning provisions as described. The residential development allows a whole of life mixed use development ranging from medium to low density residential lots which will incorporate a range of housing opportunities. The increased opportunity for residential accommodation can only occur with the rezoning as proposed.

It is also considered that the planning proposal is the best means of achieving the objective of providing a full-line supermarket. A full-line supermarket essentially requires a 'big box' development with a minimum floor area of approximately 3,200m² and sufficient area for associated parking and service vehicles. Approximately half the area on which the shopping centre is proposed is zoned RU2 Rural Landscape. This zoning prohibits *retail premises* and other associated uses which are proposed in this development. There are no alternatives other than rezoning the site via a Gateway Proposal.

Furthermore, as a portion of the site is already zoned to allow retailing (B1), the proposal allows a logical expansion of an area which has already demonstrated that it is an appropriate location for retailing. As the subject site is able to provide sufficient land area (in one ownership), it provides the most viable opportunity to deliver a full-line supermarket to the area.

It is acknowledged that the GMS identified Warragamba as a higher order shopping village than Silverdale. However the current lot size and ownership pattern within Warragamba commercial area make the provision of a full-line supermarket more problematic to deliver. Furthermore, the current subdivision pattern and streetscape in Warragamba is reflective of the township's history. In our opinion, the provision of 'big-box' development in Warragamba would ultimately detract from the potential amenity of Warragamba and the capacity for a 'boutique' shopping centre which could provide a point of distinction between Warragamba and Silverdale.

The introduction of the IN2 zone enables the retention and/or development of complementary activities which will support the expanded shopping centre. It also enables the retention of the existing and successful plant nursery operations.

7.1.3. Net community benefit?

Is there a net community benefit?

The increased opportunity for residential development provides additional housing opportunity as identified as a requirement in the GMS. This additional population in turn provides a platform for the expansion of the existing shopping centre. Council has indicated that any expansion of the shopping centre is co-dependent on the

expansion of residential development in North Silverdale the benefits of the provision of a full line supermarket is discussed further below.

It has been estimated in the EIA that an estimated \$129.1 million dollars is lost to the local economy, which is 80.5% of current retail spending. The report then estimates that the provision of a full-line supermarket is likely to result in the capture of approximately 85-90% of food spending. The provision of this type of facility is then likely to result in retaining approximately 50% of non-food spending. Ultimately the provision of a full-line supermarket, and the flow-on effects, would result in the retention locally of approximately 65%-70% of main trade area spending. Less than 20% of spending is currently being retained.

The provision of a full-line supermarket allows residents to shop locally for food without the need to travel significant distances to access these facilities. This has social benefits in reduced travel, access to goods and subsequent services. It also assists in creating a 'town centre' of significance for the area.

7.2 Relationship to Strategic Planning Framework

7.2.1. Regional and sub-regional strategies

Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy?

Wollondilly Local Government Area (LGA) is a sub-region within the Metropolitan Plan for Sydney 2036. The South West Subregion is comprised of Liverpool, Campbelltown, Camden and Wollondilly Local Government.

The Metropolitan Strategy and each of its draft South West Subregional Strategy consist of seven subject areas, or strategies. Each of these strategies consists of a series of actions pertaining to the following fields:

- A Economy and Employment
- B Centres and Corridors
- C Housing
- D Transport
- E Environment, Heritage and Resources
- F Parks, Public Places and Culture
- G Implementation and Governance

The proposed rezoning generally accords with each of the above stated seven strategies as translated within the South West Subregional Strategy. Relevant strategies to the proposed rezoning application and its compatibility with these has been explored in more detail below.

The 'Key Directions' for Economy and Employment have identified an aim of 89,000 new jobs to be created in the region by 2031. The employment capacity target for Wollondilly has been identified as 2,000. Essentially these directions have defined employment lands as *"industrial areas and business and technology parks. Employment Lands are primarily concerned with the production and movement of*

goods and issues of transport access area critical.” Therefore, although this proposal does create employment opportunities in line with this strategy, it is not a form of employment defined by this strategy.

There is an expectation of an additional 5,230 dwellings to be constructed within the LGA of which approximately 4000 are anticipated to be located on Greenfield sites. The ‘Key Directions’ has anticipated that the majority of these will be located in the Picton Thirlmere area of the LGA.

The GMS prepared by Wollondilly Council has been forwarded to the Department of Planning and Infrastructure. The GMS allows a more ‘fine grained’ assessment of future development of Wollondilly.

7.2.2 Council’s Community Strategic Plan

Is the planning proposal consistent with the local Council’s Community Strategic Plan, or other local strategic plan?

The expansion of the existing residential area and shopping centre has been identified in the structure plan of the GMS.

The provision of an expanded shopping centre is consistent with Wollondilly Council’s strategic plan for the Warragamba / Silverdale Structure Plan. It is recognised that the expansion of Silverdale is co-dependent on residential development on adjoining lands. The zoning that is being sought for this expansion is the same as the commercial area of Warragamba.

7.2.3. State Environmental Planning Policies Compliance

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

The following table outlines the State Environmental Planning Policies and their relevance to the Planning Proposal:

STATE ENVIRONMENTAL PLANNING POLICY		COMPLIANCE	COMMENT
State Policies			
SEPP No. 1	Development Standards	NA	
SEPP No. 4	Development without consent and miscellaneous exempt and complying development.	NA	The proposal does not impact on the application of this SEPP
SEPP No. 6	Number of storeys in a building.	NA	The proposal does not impact on the application of this SEPP
SEPP No. 14	Coastal Wetlands.	NA	
SEPP No. 15	Rural Landsharing Communities.	NA	This SEPP does not apply to land within Wollondilly Shire Council

SEPP No. 19	Bushland in Urban Areas.	NA	This SEPP does not apply to land within Wollondilly Shire Council
SEPP No. 21	Caravan Parks.	NA	The proposal does not impact on the application of this SEPP
SEPP No. 22	Shops and Commercial Premises.	NA	The proposal does not impact on the application of this SEPP
SEPP No. 26	Littoral Rainforests.	NA	No littoral rainforests identified on the subject land.
SEPP No. 29	Western Sydney Recreational Area.	N/A	The proposal does not impact on the application of this SEPP
SEPP No. 30	Intensive Agriculture.	NA	The proposal does not impact on the application of this SEPP
SEPP No. 32	Urban Consolidation (Redevelopment of Urban Land).	NA	The proposal does not impact on the application of this SEPP
SEPP No. 33	Hazardous and Offensive Development.	NA	The proposal does not impact on the application of this SEPP. The application of this SEPP is specifically related to the consideration of development applications and amendment of definitions. It is not applicable in the consideration of a planning proposal.
	SEPP No. 36 Manufactured Home Estates.	NA	The proposal does not impact on the application of this SEPP
SEPP No. 39	Spit Island Bird Habitat.	Does not apply	This SEPP does not apply to the subject land
SEPP No. 41	Casino/ Entertainment Complex.	Does not apply	The proposal does not impact on the application of this SEPP
SEPP No. 44	Koala Habitat Protection.		Flora and Fauna assessment will arise out of the Gateway Proposal. Any findings from this assessment will assist in identifying final zoning boundaries within the area
SEPP No. 47	Moore Park Showground.	NA	
SEPP No. 50	Canal Estate Development.	NA	
SEPP No. 52	Farm Dams and Other Works in Land and Water Management Plan Areas.	NA	This SEPP does not apply to Wollondilly Shire.
SEPP No. 55	Remediation of Land	Yes	Any Development of the Land will be required to meet the requirements of the SEPP with regard to appropriate remediation of the site.
SEPP No. 59	Central Western Sydney Economic and Employment Area.	N/A	This SEPP does not apply to the Subject Site

SEPP No. 60	Exempt and Complying Development	NA	This SEPP does not apply to the subject site.
SEPP No. 62	Sustainable Aquaculture	NA	This SEPP does not apply to this site.
SEPP No. 64	Advertising and Signage.	NA	This SEPP will inform appropriate signage for the site when relevant for future proposals.
SEPP No. 65	Design quality of residential flat development.	NA	This SEPP will inform future development of the site if applicable
SEPP No. 70	Affordable housing (revised schemes).	NA	This SEPP does not apply in the Wollondilly Shire
SEPP No. 71	Coastal Protection.	NA	This SEPP does not apply to the site
SEPP	Affordable Rental Housing	NA	The application of this SEPP does not impact on this planning proposal. Any affordable housing schemes that may be lodged for future development will need to be assessed against the provisions of this SEPP.
SEPP	Housing for Seniors or Persons with a disability 2004.	NA	The application of this SEPP does not impact on this planning proposal. Any Seniors development proposals will be assessed against the provisions of this SEPP as required
SEPP Index:	Building Sustainability BASIXs 2004	N/A	The application of this SEPP will be considered as specific development proposals are received. The planning proposal does not impact on the consideration of this SEPP
SEPP	Exempt and Complying Development Codes 2008	NA	The planning proposal does not impact on the application of this SEPP
SEPP	Major Developments 2005.	NA	The planning proposal does not impact on the application of this SEPP
SEPP	State and Regional Development 2011		The planning proposal does not impact on the application of this SEPP
SEPP	Development on Kurnell Peninsular 2005.	N/A	This SEPP does not apply to Wollondilly Shire
SEPP	Sydney Region Growth Centres 2006.	NA	This SEPP does not apply to Wollondilly Shire
SEPP	Mining, Petroleum Production and Extractive Industries 2007.	NA	This proposal does not impact the application of this SEPP
SEPP	Infrastructure 2007.	Yes	Traffic generation
SEPP	Temporary Structures and places of public entertainment 2007.	Not inconsistent.	This proposal will not impact on the application of this SEPP. It is noted that this SEPP will be relevant for

			Stage 2 of the proposed commercial development
SEPP	Kosciuszko National Park – Alpine Resort 2007.	Does not apply	This SEPP does not apply to Wollondilly Shire
SEPP	Rural Lands 2008.	NA	This SEPP does not apply to Wollondilly Shire
SEPP 53 (2011)	Transitional Provisions	NA	This SEPP does not apply to Wollondilly Shire
SEPP	Kurnell Peninsular 1989	N/A	This SEPP does not apply to Wollondilly Shire
SEPP	Sydney Region Growth Centres 2006	NA	This proposal does not impact the application of this SEPP
SEPP	Temporary Structures 2007	NA	This proposal does not impact the application of this SEPP
SEPP	Urban Renewal 2010	NA	This proposal does not impact the application of this SEPP
SEPP	Western Sydney Employment Area 2009	NA	This proposal does not impact the application of this SEPP
SEPP	Western Sydney Parklands	NA	This SEPP does not apply to Wollondilly Shire
SEPP	Sydney Drinking Water Catchment	N/A	The site is not located within land identified as Sydney Drinking Water Catchment
Deemed SEPPS (former Regional Plans)			
Sydney drinking water catchment		NA	The site is not located within land identified as Sydney Drinking Water Catchment
Hawkesbury Nepean Catchment		Yes	Development application(s) will address the specific requirements of the SEPP when they are lodged.
SREP No 9 Extractive Industry (No 2 – 1997)			This proposal will not impact on the application of this REP
SREP No 18 – Public Transport Corridors		N/A	This SREP does not apply to Wollondilly Shire Council
REP	Sustaining the catchments	Does not apply	
Greater Metropolitan REP No.2	Georges River Catchment	Does not apply	

7.2.4. Ministerial Directions

Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?

The following table outlines the Ministerial Directions under Section 117 of the EP&A Act and their relevance to the Planning Proposal:

Ministerial Direction	Compliance	Comment
1. Employment and Resources		
1.1 Business and Industrial Zones	Applies	Consistent
1.2 Rural Zones	Applies.	The proposal seeks to rezone rural zoned land to a range of zones. The proposal is consistent with the GMS prepared by Council which assists in the viability in the provision of facilities and services for existing and future populations.
1.3 Mining, Petroleum Production and Extractive Industries	NA	
1.4 Oyster Aquaculture	NA	
1.5 Rural Lands	NA	This direction does not apply in Wollondilly Shire
2. Environment and Heritage		
2.1 Environment Protection Zones	Consistent	The application of the E2 zone will be informed by appropriate studies which identify significant areas.
2.2 Coastal Protection	NA	
2.3 Heritage Conservation	Consistent	There are no known heritage items on the subject land.
2.4 Recreation Vehicle Areas	Consistent	No recreation vehicle areas proposed.
3. Housing, Infrastructure and Urban Development		
3.1 Residential Zones	Consistent	This proposal will enable a range of residential development
3.2 Caravan Parks and Manufactured Home Estates	NA	This planning proposal does not impact on the application of this direction.
3.3 Home Occupations	Consistent	
3.4 Integrating Land Use and Transport	Applies	It is considered the proposal will be consistent with the objectives of this direction
3.5 Development Near Licensed Aerodromes	NA	
3.6 Shooting Ranges	N/A	
4. Hazard and Risk		
4.1 Acid Sulphate Soils	NA	This site is unlikely to be affected by Acid Sulphate Soils. Determinative advice will be provided with subsequent development applications.
4.2 Mine Subsidence and Unstable Land	Applies	Wollondilly LGA has areas which are impacted by mine subsidence however the subject site is not located within one of these nominated areas.
4.3 Flood Prone Land	NA	The site contains a range of drainage lines. The

		subdivision pattern which will be subject to a future development application will take into account any localised flooding that may occur on the site.
4.4 Planning for Bushfire Protection	Consistent	The proposal is capable of being developed to be consistent with relevant bush fire protection strategies and final subdivision considerations will take into account bushfire requirements.
5. Regional Planning		
5.1 Implementation of Regional Strategies	NA	
5.2 Sydney Drinking Water Catchments	Applies	This direction applies to the Wollondilly LGA however the site is not located within land designated as Sydney Water Catchment land, therefore the proposal is consistent with this direction.
5.3 Farmland of State and Regional Significance on the NSW Far North Coast	Does not apply to Wollondilly	
5.4 Commercial and Retail Development along the Pacific Highway, North Coast	Does not apply to Wollondilly	
5.5 Development in the vicinity of Ellalong, Paxton and Millfield (Cessnock LGA)	Does not apply to Wollondilly	
5.6 Sydney to Canberra Corridor (Revoked 10 July 2008. See amended Direction 5.1)	Does not apply	
5.7 Central Coast (Revoked 10 July 2008. See amended Direction 5.1)	Does not apply	
5.8 Second Sydney Airport: Badgerys Creek	Does not apply	
6. Local Plan Marketing		
6.1 Approval and Referral Requirements	Consistent	The proposal as submitted is consistent with the objectives of this direction.
6.2 Reserving Land for Public Purposes	N/A	The proposal does not reserve land for public purposes however land will be available for public use.
6.3 Site Specific Provisions	NA	
7. Metropolitan Planning		
7.1 Implementation of the Metropolitan Plan for Sydney 2036	Consistent	The proposal does not impact on the capacity for this Plan to be achieved.

7.3 Environmental, Social and Economic Impact

7.3.1 Critical habitats and threatened species

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 preliminary advice prepared by Dr Kevin Mills of Mills & Associates has indicated that the existing cleared areas are available for development with regard to the shopping centre expansion site.

It is anticipated that further consideration will be required of the remaining sites and the identification of any matters of significance and how any impacts might be managed as part of an overall edge-effect consideration. It is anticipated that further detail will be required as part of the Gateway Proposal outcomes.

7.3.2 Management of environmental effects

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

There will be increased traffic generation as a consequence of the proposed development however the majority of this traffic generation will be associated with the expanded commercial area. The traffic study has addressed this matter and indicated that with appropriate traffic management measures in place, the existing road system is able to accommodate the proposal. This is discussed in further detail in that report.

The proposals will identify the extent of development to the east and how edge effects of the bushland can be best managed. These opportunities and constraints will inform the extent and location of the resulting subdivision pattern.

7.3.3 Social and economic effects?

How has the planning proposal adequately addressed any social and economic effects?

The EIA has essentially established that residents in this area are currently underserved with regard to access to a full-line shopping service for the existing population base. The planning proposal will enable a social and economic change in that residents will have access to these goods and services without having to make relatively significant trips to access similar opportunities. This has positive social and economic impacts for the community in retaining spending within the local economy, providing a viable shopping destination which also has opportunity to be, inter alia, a social hub and reduces the need to travel to access these goods.

The proposal also offers whole of life opportunity through the provision of Low Density Residential housing through to medium density development which can incorporate Senior's Living or other higher density living opportunities. This increases housing options within the Shire in an area which has been previously identified for growth by the GMS.

7.4 State and Commonwealth Interests

7.4.1 Public infrastructure provision?

Is there adequate public infrastructure for the planning proposal?

Adequate infrastructure is available for the proposal. Disposal of effluent may require upgrades to the existing infrastructure and upgrade of sewerage pumping stations for treatment at Mulgoa.

This investigation will form part of the overall strategy for the development of Silverdale / Warragamba area as identified in the Structure Plan of the GMS.

The existing road system is capable of accommodating the traffic volumes associated with this proposal. There will be minor traffic calming measures required as a consequence of the construction of a service /access road located to service the commercial development. Other traffic measures will be introduced with the residential subdivision plan as appropriate.

7.4.2 Consultation with State and Commonwealth Public Authorities

What are the views of State and Commonwealth Public Authorities consulted in accordance with the Gateway determination, and have they resulted in any variations to the planning proposal?

The views of State and Commonwealth Public Authorities will be canvassed through the assessment process of this proposal as appropriate. This consultation may result in variations to the Planning Proposal.

The Gateway process will determine what additional information may be required to enable the continued consideration of this proposal. It is anticipated that the concept plans that have been submitted in Appendix B may be further modified when a survey plan is required and has been prepared for the site.

7.4.3 Further investigations as part of Land Rezoning

It is anticipated that during the consideration of the Gateway Proposal, the Department may seek further consideration of the following:

- Flora and Fauna Assessment
- Bushfire assessment

- Indicative layouts for mixed use residential sites
- Stormwater and Water Quality Management
- Possible geotechnical, salinity and contamination assessment.
- Revised Traffic Study

8.0 DETAILS OF COMMUNITY CONSULTATION

Informal consultation has occurred through anecdotal conversations with residents in the area which indicates broad community support.

During exhibition of the proposal the community will be invited to make a submission regarding the planning proposal.

The intention to consider the site for residential and commercial uses has been long identified in Council's Strategic plans including:

- The *Wollondilly Vision 2025* (January 2004) identified the subject land as being suitable for commercial and retail development.
- The *Wollondilly Growth Management Strategy* (July 2011) identifies the subject land as a draft residential rezoning, reflecting Council's resolution to commence the rezoning process;

Each of these documents was exhibited for public comment including Government Departments and services agencies. No adverse comment to the sites future development was received by Council, indeed adjoining neighbour projects along Silverdale Road are now included in the rezoning.

The site has been the subject to a number of favourable reports to Council and Community Forums, again, no adverse comments have been received. In summary it is a long standing strategic plan for the land to be rezoned and developed.

The community will be further afforded the right to comment on final details of the proposal through both the rezoning and development application process.

9.0 CONCLUSION & RECOMMENDATIONS

It is recommended that Council forward the Planning Proposal to the NSW Minister for Planning under the Gateway determination process in accordance with Section 56 of the EP&A Act.

1. That the Planning Proposal prepared by Siteplus Pty Ltd for the proposed Amending Local Environmental Plan for the Silverdale Shopping Centre be forwarded to the NSW Minister for Planning for determination under the Gateway process under Section 56 of the EP&A Act.
2. That the Minister be requested to give advice to Council on:
 - a. the need for studies or other information to support the Planning Proposal and any associated need to revise the Planning Proposal.

PART B ASSESSMENT CRITERIA UNDER PROVISIONS OF GROWTH MANAGEMENT STRATEGY

Part B of this planning proposal addresses the requirements set down in Appendix 1 of the Growth Management Strategy.

10.0 STATUTORY

10.1 State and Regional Strategies and Policies

The categories for consideration under State and Regional Strategies and policies have been considered in Section 7.2 and 7.3 of this submission.

This shows that the proposal is generally consistent with the provisions of the relevant SEPP's, State and Regional Plans and Ministerial Directions.

There are no changes to the textual provisions of the LEP other than changes to the maps associated with the subject site as described in Part A of this submission.

11.0 LOCAL STRATEGIES AND POLICES

11.1 Key Policy Directions in the GMS

The GMS identifies a range of key policy directions. These directions fall within the following categories:

General Policies
Housing Policies
Macarthur South Policies
Employment Policies
Integrating Growth with Infrastructure
Rural and Resource Lands.

These directions have been evaluated and it is considered that the proposal is generally consistent with the relevant values.

The Key policies in detail are:

General Policies

***P1** All land use proposals need to be consistent with the Key Policy Directions and Assessment Criteria contained in this GMS in order to be supported by Council.*

***P2** All land use proposals need to be compatible with the concept and vision of “Rural Living” (defined in Chapter 2)*

***P3** All Council decisions on land use proposals shall consider the outcomes of community engagement.*

***P4** The personal financial circumstances of landowners are not relevant planning considerations for Council in making decisions on land use proposals.*

***P5** Council is committed to the principle of appropriate growth for each of our towns and villages. Each of our settlements has differing characteristics and differing capacities to accommodate different levels and types of growth (due to locational attributes, infrastructure limitations, geophysical constraints, market forces etc.).*

Housing Policies

***P6** Council will plan for adequate housing to accommodate the Shire’s natural growth forecast.*

***P7** A high growth or accelerated growth scenario is not being pursued. The extra dwellings needed for the Shire’s growth therefore are not intended to accommodate the urban expansion of the Sydney Metropolitan Area*. (*It is acknowledged that Wollondilly will continue to accommodate migration from*

Sydney, however this is distinct from actually accommodating the spread of the Sydney urban footprint)

P8 Council will support the delivery of a mix of housing types to assist housing diversity and affordability so that Wollondilly can better accommodate the housing needs of its different community members and household types.

P9 Dwelling densities, where possible and environmentally acceptable, should be higher in proximity to centres and lower on the edges of towns (on the “rural fringe”).

P10 Council will focus on the majority of new housing being located within or immediately adjacent to its existing towns and villages.

Macarthur South Policies

These policies have been considered however are not considered relevant to this proposal.

Employment Policies

P15 Council will plan for new employment lands and other employment generating initiatives in order to deliver positive local and regional employment outcomes.

P16 Council will plan for different types of employment lands to be in different locations in recognition of the need to create employment opportunities in different sectors of the economy in appropriate locations.

Integrating Growth with Infrastructure

P17 Council will not support residential and employment lands growth unless increased infrastructure and servicing demands can be clearly demonstrated as being able to be delivered in a timely manner without imposing unsustainable burdens on Council or the Shire’s existing and future community.

P18 Council will encourage sustainable growth which supports our existing towns and villages, and makes the provision of services and infrastructure more efficient and viable – this means a greater emphasis on concentrating on new housing in and around our existing population centres.

P19 Dispersed population growth will be discouraged in favour of growth in, or adjacent to, existing population centres.

P20 The focus for population growth will be in two key growth centres, being the Picton/Thirlmere/Tahmoor Area (PTT) area and the Bargo Area. Appropriate smaller growth opportunities are identified for other towns.

Rural and Resource lands

P21 Council acknowledges and will seek to protect the special economic, environmental and cultural values of Shire’s lands which comprise waterways, drinking water catchments, biodiversity, mineral resources, agricultural lands, aboriginal heritage and European rural landscapes.

P22 Council does not support incremental growth involving increased dwelling entitlements and/or rural lands fragmentation in dispersed rural areas. Council is however committed to maintaining, where possible and practicable, existing dwelling and subdivision entitlements in rural areas.

11.2 Precinct Planning

The proposal provides a general precinct plan in that it identifies primary access points to the site via the creation of new roads, the location of future shopping areas to serve existing and future residents, the provision of higher density residential development around the proposed shopping/commercial area and lower density residential development beyond this central core area. The eastern boundary proposes an Environmental zone to provide a distinct edge to the development area. This zoning also enables the retention of existing flora and fauna communities. It is anticipated that defined edges will be determined as further studies are required as a consequence of the Gateway Process.

Final subdivision layouts will further inform the creation of sub-precincts within the area and these will be subject to on-going discussions with Council as subdivision plans for the area are prepared.

11.3 Wollondilly Community Strategic Plan

Wollondilly Community Strategic Plan 2030 considers five categories. These are:

- Environment
- Economy
- Infrastructure
- Community
- Governance

Community Benefit

CO-2 Services and facilities are more accessible and more fairly distributed.

This proposal supports this concept in that it ultimately provides additional services to the local population who currently have to travel significant distances to be able to access these services.

CO-3 Wollondilly community is more engaged, more caring and more inclusive.

The community will benefit from the proposal by providing a variety of residential housing opportunities. Providing additional housing on the site also increases the demand for commercial services and retailing in Warragamba and Silverdale, which in turn will assist in generating additional economic activity in the Wollondilly Region. Further, the community will benefit from increased passive recreational opportunities in the land proposed for environmental conservation.

Economy

- EO-1 Wollondilly has an economic base which is broader, more competitive, flexible and resistant to cyclical economic swings, is diversified and improves the Shire's economic life, while minimising its ecological footprint.
- EO-2 Employment-generating industries that are both more effective in strengthening Wollondilly's economy and more environmentally friendly.
- EO-3 Sufficient skills training and enterprise support to stimulate Wollondilly's economy development and meets the employment needs of residents
- EO-4 Wollondilly has a vibrant sustainable and diversified economic life that supports a vision of rural living rather than increased urbanisation

This proposal supports these objectives by providing a broader base of retail and industrial opportunity within the Shire which will result in increased employment opportunities which assists in this objective being met. During development of the area subject to this proposal, construction opportunities will also provide job opportunities within the Shire.

Environment

- EO-1 The Shire's natural environment is protected and conserved.
- EO-2 The impact of existing and new development on the environment is reduced.
- EO-4 There is community capacity to appreciate, care for and sustain a rich and diverse environment

The Gateway Proposal includes provisions for the protection of the environment through the provision of an Environmental Zoning along the eastern boundary of the site. This enables the objectives listed above to be achieved.

Infrastructure

- IO-1 The growing vibrancy and liveability of the Shire's town and villages enhances their strong sense of local identity and place.
- IO-2 Well-managed infrastructure supports sustainable living.

The proposed development supports these infrastructure objectives through providing an additional population base and provides a focal point and identity through the development and provision of village/commercial centre surrounded by residential development.

Governance

- GO-1 A stronger partnership between all levels of government and the Wollondilly community.

GO-3 Available resources are used wisely and distributed fairly.

The Gateway Proposal does not impact on the capacity of this outcome from being achieved. The other provisions of this Plan have been assessed and it is considered that the proposal is generally consistent with or has no impact on achieving those objectives.

12.0 PROJECT OBJECTIVES AND JUSTIFICATION

12.1 Overall Objective

The overall objective of the proposal is to allow the development of North Silverdale as anticipated by the GMS. This includes the provision of residential housing at low and medium densities to accommodate the anticipated population growth of the area. It also provides a central focal point being the expansion of the existing Silverdale Shopping Centre and the provision for existing plant nursery, or something similar, to be retained on site in conjunction with the expanded retail opportunities.

12.2 Strategic Context

The subject land is identified in strategic studies undertaken by Wollondilly Shire Council:

- The *Warragamba / Silverdale Structure Plan* (June 1991) identified the subject land as future urban (excluding land exceeding 20% slope);
- The *Wollondilly Vision 2025* (January 2004) identified the subject land being within the suggested town boundary;

The *Wollondilly Growth Management Strategy* (2011) identifies the subject land as a commercial rezoning and residential expansion.

12.3 Net Community Benefit

The net community benefit is discussed in Section 7.1.3 of this report and is as follows:

There is a net community benefit in that additional residential opportunities will be provided to people wishing to locate to Silverdale. This residential expansion is in line with Council's anticipated population growth for the area. This expanded residential base will support the opportunity for a full-line supermarket which is proposed as part of this development.

It has been estimated in the EIA that an estimated \$129.1 million dollars is lost to the local economy, which is 80.5% of current retail spending. The report then estimates that the provision of a full-line supermarket is likely to result in the capture of approximately 85-90% of food spending. The provision of this type of facility is then likely to result in retaining approximately 50% of non-food spending. Ultimately the provision of a full-line supermarket, and the flow-on effects, would result in the retention locally of approximately 65%-70% of main trade area spending. Less than 20% of spending is currently being retained.

The provision of a full-line supermarket allows residents to shop locally for food without the need to travel significant distances to access these facilities. This has

social benefits in reduced travel, access to goods and subsequent services. It also assists in creating a 'town centre' of significance for the area.

Short term employment would be generated during the construction stage of the development. In the long term, the shopping centre is expected to generate full time and part time employment opportunities.

The Gateway proposal also includes the retention of a successful and existing plant nursery, or similar activity, through the provision of a light industrial zoning. This also supports the opportunities for employment activities which is currently provided on site and which is also in accordance with the aims of providing employment opportunities.

12.4 Summary of Likely Impacts

Large portions of the site have been cleared of significant vegetation. During further consideration of the Gateway Proposal opportunities for the preservation of significant vegetation will be determined through appropriate flora and fauna studies and result in the provision of an environmental zoning along the eastern boundary to afford such protection and where appropriate, the location of pocket parks within the subject area.

The development associated with the proposed rezoning will also have impacts with regard to traffic movement within the Shire and local area. A traffic study has been prepared by Colston Budd Hunt & Kafes Pty Ltd. This study is discussed in Section 4.1 of this report and deals with the impact of the shopping centre expansion. The impacts associated with the development of the residential area will be well accommodated within the existing traffic network.

The provision of the all-line supermarket will provide the local community with access to a range of goods which they currently are required to travel significant distances. This is discussed more fully in Section 4.2 of this report.

The increase in residential development is likely to increase the opportunity for increased services in the area.

12.5 Infrastructure and Services

Adequate infrastructure is available for the proposal.

The existing road system is capable of accommodating the traffic volumes associated with this proposal. There will be minor traffic calming measures required as a consequence of the construction of a service /access road located on the southern boundary of the subject site

Warragamba and Silverdale are also serviced by bus services connecting to Wollondilly, Camden, Campbelltown and Penrith Local Government Areas.

Preliminary investigations indicate there is capacity at the Silverdale, Warragamba and Mulgoa Sewage Treatment Plant. Initial communications with Sydney Water Corporation and review of the Director General's Report of the Department of Planning prepared for the approval of the STP indicate that the STP has capacity to service the proposed rezoning provided it is able to meet the Sydney Water Corporation's connection requirements. Any upgrades to effluent disposal will form part of the overall strategy for the development of Silverdale / Warragamba area as identified in the Structure Plan of the GMS.

Town water is provided to the neighbourhood centres of Warragamba and Silverdale and can be extended to accommodate the lands subject to the 'planning proposal'.

Will the need for local and regional infrastructure be met by the development (either by a levy or physical provision of the works) in accordance with the government policy on infrastructure and levies?

The applicants recognise that amended contributions plans or planning agreements are likely to be necessary to ensure that the required facilities will be provided to service the development. The developer will be required to provide the necessary works or compensate government agencies to build the infrastructure.

What is the additional cost to government of providing social and essential services (such as health services, schools, police, ambulance and fire brigades) to the site if it were developed, as compared to providing such services in a designated development area?

The additional cost to government can only be ascertained through consultation with relevant government agencies and service providers, pursuant to 'as determined by the Gateway' of the Environmental Protection and Planning Act, should the Planning Proposal proceed.

12.6 Supply and Demand Analysis

Council has anticipated an expansion of the Silverdale residential area based on the forecast population needs and this proposal responds to those anticipated requirements. The assessment for the increased population forms part of the GMS which informs Council's long term planning for the growth of the Shire. This increased population base will be a platform for the provision of expanded commercial opportunity.

The Economic Impact Assessment prepared for this submission demonstrates that there is a demand for this expansion of retail development by virtue of the distance that residents are currently required to travel to access equivalent goods. This study also shows that populations of equivalent size, and smaller, have access to a range of goods which are currently not available in Silverdale. These issues are discussed in Part A of this submission.

12.7 Site Suitability

Some portions of the site have areas which have stands of existing vegetation. The proposal seeks to protect relevant areas of this through the provision of the E2 zoning as appropriate. The development of the site is assisted in that generally the topography of the area is relatively flat which enables ease of development.

The drainage lines which have been identified on the site will be resolved through appropriate treatment as detailed plans are developed for the subdivision of the site and will be responsive to requirements which might be developed in consultation with NSW Office of Environment.

The site also presents as a logical extension of the Silverdale residential area and extension to the existing shopping centre. The expansion of these areas was foreshadowed in the GMS.

It also allows retention of the existing plant nursery. The area is well serviced through the local road network and is well placed to service the level of development anticipated as a consequence of this proposal. It reflects some existing and anticipated uses for the area.

13.0 PRESERVING RURAL LAND AND CHARACTER

13.1 Character and Setting

The proposal is consistent with maintaining rural character and complies with the definition of Rural Living, which has been defined in the GMS as:

The rural setting is obvious, with farmland and natural areas located between separate towns and villages connected by rural-type roads.

This proposal does not impede this objective from being achieved or diminish the rural setting of Silverdale or its character as described in the GMS.

13.2 Visual Attributes

There are no significant ridgelines, view corridors or views with riverine scenic quality which will be impacted by this development. The eastern boundary proposes an environmental zoning which helps define the edge of the development and is responsive to the land use on adjoining the adjoining property.

The shopping centre expansion will be consistent with the existing commercial area and will not intrinsically alter the visual attributes of the rural urban interface.

The anticipated residential development will be subject to Council's relevant development control plans which will ensure it is compatible with other development in the area as the land is developed for this purpose.

13.3 Rural and Resource Lands

The opportunity for the use of the site for rural and resource land has been available for many years. The existing uses within the subject site are varied and include an existing shopping centre, vacant land and sites on which a dwelling is located. Whilst there has been some rural / resource land use occurring within the area, it has been limited.

The area has been identified for residential and commercial expansion in the GMS which indicates Council's understanding that the use of the land for these activities provides a higher benefit and ultimately reduces opportunities for land use conflict which might arise if the site was developed for rural and resource activities.

14.0 ENVIRONMENTAL SUSTAINABILITY

14.1 Protection and Conservation

A small portion of the at the south eastern corner has identified a stream on Council's Natural Resources – Water Map as 'Sensitive Land' with a designation of 10m of sensitivity. This designation will be accommodated in the future subdivision of the site to ensure that the proposal is compliant with Council's requirements.

The remainder of the site has not been identified as constituting environmentally significant land or riparian land. Significant portions of the land are already cleared of vegetation and appropriate edge treatments will be introduced along the eastern boundary.

It is considered that generally the area does not have significance for protection or conservation however this will be introduced where relevant and appropriate.

14.2 Water Quality and Quantity

There is a number of drainage lines located within the subject area. The treatment of these areas will be informed by the requirements of NSW Office of Water with regard to appropriate setbacks.

Water Quality treatment systems will be required to be introduced to the site which ensure that any development that does ensure appropriately manages urban run-off and the stormwater quality which ultimately enters streams within and near the site.

A preliminary Water Cycle Management assessment has been carried out by SitePlus and forms Appendix D to this report.

It considers the site's potential to accommodate water sensitive urban design (WSUD) elements to reduce the impact of the proposed rezoning on the broader catchment. A conceptual WSUD strategy incorporating elements such as bio-retention swale systems and gross pollutant traps has been described in this report.

Siteplus considers proposed stormwater treatment can be designed and delivered to effectively remove any pollutants and can meet the water quality targets established in the EPA best practice guidelines 'Managing Urban Stormwater'.

14.3 Flood Hazard

Initial investigations indicate that the site is not identified as flood hazard.

14.4 Geotechnical/ Resources/ Subsidence

Environmental Investigation Services (EIS) have conducted an assessment of the existing shopping centre site. This investigation was prepared partly in response to advice sought from Council regarding unauthorised fill that had been placed on the site. The results of the investigation have found that the fill which was located in the area immediately south of the shopping centre is free of significant contamination.

Within the service station canopy footprint, Petroleum Hydrocarbon (TPH) has been previously identified in soils up to 2m deep. Contamination of groundwater at the service station was also encountered.

Site BH22 showed elevated concentrations of Polycyclic Aromatic Hydrocarbons (PAH's). This site is located east of the site and historical information indicates that a dam was formerly located in this area which has been subsequently filled. The PAH concentrations are likely to be associated with ash in this fill material.

The report has identified that generally the fill and natural soils on the site are non-saline and non-aggressive to structures. A small number of results showed slightly aggressive soils.

It is recognised that additional advice will be required to be provided which identifies other places of potential contamination.

As the Silverdale area is developed, remediation will occur to ensure that the site is compliant with the requirements of SEPP 55 as appropriate.

The site is not identified on land as being subject to Mine Subsidence.

14.5 Buffers and Spatial Separation

The preliminary plans show indicative road locations which will service the site. The focal point of the development will be the commercial area which allows for the expansion of the existing retail area and the introduction of an IN2 area which allows similar and compatible activities to occur.

These areas will contain appropriate spatial and visual separation between the residential development proposed within the site.

Other buffers and spatial separation opportunities can be provided within the site through the provision of parks for future residential development as applications for subdivision are finalised and as indicatively shown on the submitted plans.

The stream which has been identified on Council's Maps as Natural Resources – Water Map as 'Sensitive Land' will, along with other drainage lines, be dealt with in accordance with relevant Council policies and requirements of NSW Office of Water.

Appropriate treatment will be identified in the subdivision plan as it is developed.

14.6 Bushfire Hazard

Appropriate bushfire controls will be introduced as necessary and will inform the future subdivision layout of the site.

14.7 Heritage

Council's (LEP) heritage maps indicate that the subject site is not impacted by any known items of Aboriginal or European heritage.

An adjoining property to the east of the subject land has been identified as having an item of general heritage with item number I 267 being located on this site – which is Charleville, 260 Bents Basin Road, Lots 16 & 17 DP 546709.

The proposal includes a buffer along the eastern boundary of the subject land of E2 zoned land which increases the separation between the development of the land and the heritage value of Charleville.

14.8 Resource Sustainability

The development proposal will incorporate details of energy efficiency, water recycling and reuse and waste minimisation. Siteplus has prepared a Water Cycle Management Study which shows that water sensitive urban design can be incorporated within the proposal. Full details would be provided at the time of lodgement of a development application.

15.0 INFRASTRUCTURE

15.1 Efficient Use and Provision of Infrastructure

The proposal when it is lodged as part of a development application will fully consider the matters associated with the use and provision of infrastructure and incorporate these provisions as relevant in the final subdivision plan to Council.

It is noted that the subject site has the benefit of using existing infrastructure such as Silverdale Road which allows access to the site, and which has the provision of a bus stop along Silverdale Road.

15.2 Transport Roads and Access

The planning proposal is accompanied by a Traffic Impact Statement which deals with the retail component of the development which is the primary traffic generating portion of the site. This Statement describes the impact of the construction of an additional access point onto Silverdale Road to service the shopping centre expansion and details that final details of intersection requirements of the proposed road would be subject to Council requirements.

Other indicative road locations are shown on the proposal further details will be finalised as subdivision plans for residential development are progressed and informed by relevant studies.

15.3 Open Space

The expansion of the retail component provides for open space within the site via a communal meeting place. This meeting place provides a focal point of the development proposal and is shown on the concept landscape for the retail centre. Appendix G is an indicative concept landscape plan for the retail component of the proposal.

Other indicative pocket park opportunities are shown on the submitted plans and these have been located to retain stands of existing vegetation. The final size and location of these pocket parks will be finalised through the development of the subdivision pattern and in consultation with Council.

16.0 EMPLOYMENT AND COMMERCIAL LANDS

16.1 Regional and Local Dynamics

The GMS deals with Employment Lands and includes retail landuse as part of employment generating lands. It also details the hierarchy that Council identified for commercial centres as a consequence of the Hill PDA work commissioned by Council.

The (Hill PDA) report recommended:

That a hierarchy of towns and villages throughout the Shire be adopted and reinforced with future decisions relating to land use and future investment. A hierarchy of towns and villages assists in creating and reinforcing a particular character and function for each commercial area and balancing the scale of towns and villages with surrounding land use patterns and infrastructure. Specifically the Study identified the following hierarchy (in order of decreasing scale and diversity of services and facilities):

- *Town Centres – Picton and Tahmoor*
- *Village Centres – Appin, Bargo, The Oaks, Thirlmere, Warragamba*
- *Neighbourhood Centres – Buxton, Douglas Park, Menangle, Oakdale, Belimbla Park (The Dome) and Silverdale.*

Decisions relating to future changes in commercial and business lands need to respect and reinforce this hierarchy.

The Wollondilly Commercial Centres Study (Hill PDA) also recommended the total retail floor area throughout the Shire will need to double between 2010 and 2030. This can be achieved through:

- *Development of vacant commercial land and land which is zoned for, but not used, commercially (largely controlled by the land owner).*
- *More efficient and more intense use of existing commercial land (can be encouraged by market demands, potential rental returns and development potential permitted under planning controls)*
- *Rezoning to create new commercial land.*

This proposal is seeking to zone the subject land B2 which would effectively increase its hierarchy to 'Village Centre'. This approach is considered justified as discussed in Section 7.1.2 as follows:

A full-line supermarket essentially requires a 'big box' development with a minimum floor area of approximately 3,200m² and sufficient area for associated parking and service vehicles. Approximately half the area on which the shopping centre is proposed is zoned RU2 Rural Landscape. This zoning prohibits *retail premises* and

other associated uses which are proposed in this development. There are no alternatives other than rezoning the site via a Gateway Proposal.

Furthermore, as a portion of the site is already zoned to allow retailing (B1), the proposal allows a logical expansion of an area which has already demonstrated that it is an appropriate location for retailing. As the subject site is able to provide sufficient land area (in one ownership), it provides the most viable opportunity to deliver a full-line supermarket to the area.

It is acknowledged that the GMS identified Warragamba as a higher order shopping village than Silverdale. However the current lot size and ownership pattern within Warragamba commercial area make the provision of a full-line supermarket more problematic to deliver. Furthermore, the current subdivision pattern and streetscape in Warragamba is reflective of the township's history. In our opinion, the provision of 'big-box' development in Warragamba would ultimately detract from the potential amenity of Warragamba and the capacity for a 'boutique' shopping centre which could provide a point of distinction between Warragamba and Silverdale

16.2 Location and Area

As discussed in Section 1.2, the expansion of the Silverdale shops has been formally proposed by the owners since late 2009 and has formed the basis of discussion between the owners and Council periodically since then. Whilst Council has been generally receptive to the opportunities for growth in Silverdale, Council has advised that any commercial expansion must be supported by additional residential development. These discussions and intent have been reflected in the Structure Plan (Appendix 2) of the GMS.

The proposal to expand the shopping precinct has resulted in detailed discussions occurring with adjoining landowners on site that have been nominated for further expansion as part of the GMS. These discussions have eventuated in the lodgement of this planning proposal and have formed the basis of further discussions with Council.

The site is of a size where it can provide a range of land use options, provide for public roads, pathways and open space opportunities.

It is considered that this proposal is consistent with the relevant provisions of this criteria.

16.3 Employment Considerations

The EIA prepared by LOCATIQN economics provides a complete analysis and assessment of the need for the proposal. The provision of the all-line supermarket will provide for employment opportunities during construction of the development and provide part-time and full-time employment opportunities as staff will be required to service the facility.

Other employment opportunities are also provided in tandem with the expanded shopping centre through the introduction of the IN2 zone.

16.4 Transport Roads and Access

The proposal will be compliant with this requirement in that business related transport will not be required to travel through residential areas to access the site.

16.5 Slope / Topography

The slope of the site is relatively flat and therefore that component of the site which is proposed for industrial uses is compliant with this requirement.

16.6 Amenity and Air Quality

This proposal centres on the expansion of the existing Silverdale Shopping Centre and the retention of the existing plant nursery or similar within the proposed IN2 zone. Consequently, the siting of the development will be informed by existing structures and infrastructure. The proposed IN2 site and the expanded shopping precinct will be separated by a road which provides separation between the land uses. Irrespective, it is considered that the proposed development will not result in any significant or additional adverse impacts to air quality.

16.7 Business Commercial

This proposal includes the provision of a full line supermarket in the Silverdale Warragamba area. The capacity to provide for this expanded shopping opportunity Delivery of this product is reliant on sufficient land in an ownership pattern which can support the development of a 'big box' supermarket. The EIA report addresses the issue of the village / town hierarchy as described in the GMS.

It is considered that the proposal has taken into account the components of this criteria and that the development can be considered as discussed within this report.

16.8 Light Service Industry

The introduction of the proposed IN2 zone is located such that it is compliant with the provisions of this clause. It will be located near an existing town, and is in close proximity to other land zoned for light industry and will be accessed from a proposed road which will service both the proposed IN2 area and the expanded shopping precinct as well as the proposed residential land further to the east.

17.0 RESIDENTIAL LANDS

17.1 Location/Area/Type

The land which is the subject of this Gateway Proposal has been nominated for future urban expansion. The map amendments proposed for the subject site are reflective of the provisions of desirable and existing urban development located within the Silverdale Village. The higher density zoning proposed around the commercial area assists in providing a central core and focus to the development which will be complementary to the focus that the retail core provides.

Clause 4.1(5) of the LEP requires that any lot resulting from a subdivision of land in Low Density or Medium Density zone that is not serviced by a reticulated sewerage scheme must not be less than 975m². It is anticipated that as this proposal develops, augmentation of the existing infrastructure will ensure that the development will be serviced by a sewer connection.

17.2 Social Integration

The indicative layout shows the location of open spaces, a commercial centre with a central plaza area for interaction with people using the shopping centre.

Opportunities for a variety of housing types will be determined by the uses permitted within the zone proposed for the site. The proposed zoning of the site has been proposed to include opportunities for attached and detached dual occupancies, a child care centre, opportunities for seniors living and planned integrated housing.

These uses can be accommodated within the applicable R2 or R3 zone as permitted.

The resultant increased population also creates other synergies for the provision and development of commercial opportunities both within Silverdale Village and the commercial activities available within Warragamba. The provision and upgrading of these services (as proposed by this development) ultimately assists in promoting social integration by enabling residents to access their 'common' needs within their local area.

17.3 Rural Residential

The proposal does not include rural residential development therefore this criteria is not relevant.

17.4 Urban on Town Edge

The southern boundary of the site is adjoining residentially zoned land which makes up the village of Silverdale. The proposal incorporates the expansion of an existing commercial centre which has been designed to incorporate attributes which would enable it to be used as a town/neighbourhood centre.

The subdivision pattern will reflect the alignment of adjoining residential lots to the south of the site which allows visual integration of the development.

The range of proposed lot sizes allows opportunity for whole of life development ranging from low density residential (R2) to medium density housing (R3) to allow integrated housing opportunities and seniors living housing. The final subdivision pattern which will be submitted to Council for consideration as a development application will demonstrate that an average density of 11 to 16 dwellings can be achieved per ha for land zoned residential.

The subdivision plan will be designed so that the site is physically and visually integrated with the existing edge of town. Development on the edge of town will follow the alignment of adjoining residential allotments.

The provision of the public parks provides opportunity for social interaction and contributes to the attractive presentation of the site which assists in the transition between urban and rural areas. This public area also provides a prime opportunity for creating pedestrian connection through the site.

The proposed E2 zone also provides a visual transition between the subject site and land to the east which is mostly vegetated.

Methods for sewerage disposal have been discussed throughout the body of this report.

17.5 Infill, Medium Density, Multi Dwelling Developments

The proposal includes some land proposed to be zoned R3 which allows for the provision of seniors housing, integrated development or other forms of higher density residential development. This high density land is located to support and provide the focal point for the commercial expansion of the existing shopping centre and to provide ease of access to these facilities. Provision is also available for detached and attached dual occupancy.

The site is able to take advantage of an existing bus-stop which is located outside the shopping centre, this bus service will also be available to occupants of this estate.

As the proposal nominates land to be rezoned to B2 to allow commercial expansion, this expansion is incorporated in the development of the estate which ensures that residential development will not hamper identified commercial opportunities.

It is considered that the proposal is generally compliant with the issues identified in this head of consideration.

17.6 Self-contained Master Planned Estates

This site will not be a 'self-contained' Master Planned estate. It has been designed to be an extension of the Silverdale village as identified by the GMS. The provision for the expansion of the commercial centre is also nominated by the GMS and will be available for existing and future residents of Silverdale as well as the wider community.

APPENDIX A

Map Amendments

APPENDIX B

Architectural Plans

APPENDIX C

Traffic Report

APPENDIX D

Economic Impact Assessment

APPENDIX E

Geotechnical Assessment

APPENDIX F

Water Cycle Management

APPENDIX G

Landscape Concept Plan
