

PLANNING PROPOSAL FOR THE REDEVELOPMENT OF THE FORMER ASHLAR GOLF COURSE

Contents

1.0	INTRODUCTION	2
1.1	Land to which the Planning Proposal Applies	3
2.0	OBJECTIVES AND INTENDED OUTCOMES	6
2.1	Objectives	6
2.2	Intended Outcomes	6
3.0	EXPLANATION OF PROVISIONS	8
3.1	Land Use Zoning	8
3.2	Land Use Tables	9
3.3	Height of Buildings	9
3.4	Minimum Subdivision Lot Size	10
3.5	Minimum Site Area and Subdivision of Dual Occupancies Prohibited	10
3.6	Land Reservation and Acquisition	11
3.7	Local Clauses	11
4.0	JUSTIFICATION	15
4.1	Need for the Planning Proposal	15
4.2	Relationship to Strategic Planning Framework	18
4.3	Environmental, Social and Economic Impact	23
4.4	State and Commonwealth Interests	26
5.0	COMMUNITY CONSULTATION	27

LIST OF TABLES

Table 1 -	Blacktown City 2025	19
Table 2 -	Section 117 Ministerial Directions	21

LIST OF ATTACHMENTS

Attachment 1 -	Council Report of 6 June 2012
Attachment 2 -	Location Map and Land Application Map
Attachment 3 -	Blacktown City Centre Masterplan
Attachment 4 -	Draft Blacktown Local Environmental Plan (Former Ashlar Golf Course) 2012
Attachment 5 -	Land Use Zoning Map
Attachment 6 -	Land Use Matrix
Attachment 7 -	Height of Buildings Map
Attachment 8 -	Land Reservation Acquisition Map
Attachment 9 -	Net Community Benefit Test
Attachment 10 -	Blacktown City 2025
Attachment 11 -	Blacktown Planning Strategy
Attachment 12 -	SEPP Analysis

POLITICAL DONATIONS DECLARATION

This Planning Proposal has been requested by Urbis Pty Ltd (Urbis) on behalf of Australand Holdings Limited. Urbis has submitted a "Disclosure Statement of Political Donations and Gift Statement" declaring that no donations and/or gifts have been made by Australand.

1.0 INTRODUCTION

This Planning Proposal facilitates the preparation of a Local Environmental Plan (LEP) for the redevelopment of the former Ashlar Golf Course under the *Standard Instrument – Principal Local Environmental Plan* (the Standard Instrument). Publication of the LEP will give effect to the redevelopment of the former Ashlar Golf Course.

The Ashlar Golf Course is located in the Blacktown Local Government Area (LGA), which is situated approximately 35 kilometres from the Sydney CBD. Blacktown LGA is bounded by Fairfield, Hawkesbury, Holroyd, Parramatta, Penrith and The Hills LGAs.

Ashlar Golf Course is located approximately one kilometre north-west of the Blacktown CBD and approximately 800 metres south-east of Marayong Railway Station.

This Planning Proposal has been prepared following a resolution of Council made at its Ordinary Meeting on 6 June 2012 as detailed below:

"1. The General Manager be delegated authority to:

(a) prepare a Planning Proposal to rezone land at Lot 1, DP 222469, Lot 1, DP 785936, Springfield Avenue, and Lots 17 and 18, DP 29519, Richmond Road, Blacktown;

(b) forward the Planning Proposal and accompanying documentation, including a site specific Draft Local Environmental Plan, to the Department of Planning and Infrastructure for a Gateway Determination;

(c) make any necessary changes to the Planning Proposal and accompanying documents as a consequence of this report, negotiations with the Department of Planning and Infrastructure and Australand regarding the contents of the Planning Proposal; and

(d) place the Planning Proposal and accompanying documentation on public exhibition in accordance with the Environmental Planning and Assessment Act 1979, upon receipt of the Gateway Determination to proceed.

2. A further report be submitted to Council at the close of the public exhibition period, detailing submissions received and recommending a final Local Environmental Plan to proceed to gazettal.

3. Council resolve to prepare a site-specific Development Control Plan to guide the future detailed redevelopment of the Ashlar Golf Course site.

4. The applicant be advised of Council's decision.

5. Council officers continue to negotiate with the developer to achieve a proposal that has more useable open space and recreational areas, best possible road widths, optimal access and egress to the site and maintenance costs that are affordable for Council.

6. It be noted that Mr. Cameron Jackson, Development Director, Australand attended the Policy Committee meeting from 6.45 to 7.20 p.m.

7. Cr Robinson vacated the Chambers during debate and voting on this item.

The Council report is included as **Attachment 1** to this Planning Proposal.

1.1 LAND TO WHICH THE PLANNING PROPOSAL APPLIES

1.1.1 LOCATION

This Planning Proposal applies to land located on Springfield Avenue, and Richmond Road, Blacktown as shown at **Attachment 2** of this Planning Proposal.

The Subject Site comprises of:

- Lot 1, DP 222469 Springfield Avenue and Lot 1, DP 785936 Crudge Road (Ashlar Golf Course); and
- Lots 17 and 18, DP 29519, 81 Richmond Road (KFC Restaurant).

1.1.2 LOCALITY CONTEXT

The Subject Site is located within the Blacktown City Centre which is bounded by a 2 kilometre radius centred on the Blacktown Railway Station, and extends north to Vardys Road, west to Lancaster and Lyton Streets and Davis Road, south to Bungarribee Road and east to Stephen Street.

Council has prepared a Masterplan for the Blacktown City Centre which is at **Attachment 3** of this Planning Proposal. The Blacktown City Centre Masterplan is a strategic integrated land use plan to manage growth and development within the Blacktown City Centre. The Blacktown City Centre will be the focal point of a vibrant City providing jobs, housing, social, cultural, recreation and transport infrastructure within a framework of sustainability and design excellence.

The Blacktown City Centre is made up of seven special character Precincts being:

- CBD Precinct
- Business Park Precinct
- North East Precinct
- Health and Education Precinct
- South West Precinct
- Showground Precinct
- North West Precinct

The former Ashlar Golf Course is located within the North West Precinct of the Blacktown City Centre as illustrated in **Attachment 3**.

The immediate surrounds of the Subject Site are as described below:

- **North** – the land immediately to the north comprises a public reserve which separates the golf course from a low density residential area. There are various cul-de-sacs that provide pedestrian through access to the public reserve.
- **East** – the Richmond Railway Line runs along the north-eastern boundary of the Ashlar Golf Course, separating the site from the Blacktown and Kings Park industrial estate. Low density residential development adjoins the Golf Course along its south-eastern boundary, which is accessed via Springfield Avenue and Richmond Road.
- **West** – the land to the west of the Golf Course comprises predominantly low density residential development within the suburb of Marayong. A small pocket park is located at the northern end of Noel Street which currently

overlooks the stormwater channel and the Golf Course. Opportunity exists to improve the connections between the site and the residential area to the west so that it is better integrated with the existing local community.

- **South** – the land immediately to the south of the Golf Course comprises a mixture of residential and non-residential uses. The properties to the south-east and the 3 properties to the north-west of the KFC Restaurant comprise business zoned land that accommodates a variety of commercial and retail uses. The Blacktown Showground is in close proximity to the Subject Site on the opposite side of Richmond Road.

1.1.3 SITE DESCRIPTION

The following is a description of the key existing features of the subject site:

- **Topography:**

The Ashlar Golf Course site is gently undulating with levels varying across the site from a high point in the south to a low point in the north. The site has been heavily modified to facilitate its use as a golf course, including the redirection of natural watercourses and the creation of artificial water bodies. The KFC Restaurant site has been modified to accommodate its use as a fast-food restaurant and a large at-grade car park.

- **Site Layout and Built Form:**

The majority of the Ashlar Golf Course site comprises of a well maintained and landscaped 18 hole golf course with established trees, man-made watercourses and artificial water bodies. The clubhouse was partially destroyed by fire in 2009 and replaced with demountable buildings that accommodate office space, a clubhouse and amenities. The existing pro shop which comprises a single storey masonry building remains on site. The KFC Restaurant site comprises a single storey masonry building on the north-western part of the site, with an at-grade car park located on the south-eastern part with small pockets of landscaping.

- **Landscape:**

A Landscape Concept Plan has been prepared by McGregor Coxall which states that the existing golf course is characterised by good stands of Cumberland Plain Woodland trees, within a mown grass setting. These trees, combined with water bodies located around the site provide visual amenity and abundant habitat for a variety of native wildlife, in particular birds. The KFC Restaurant site comprises limited vegetation and does not provide high level visual character or habitat value.

- **Ecology:**

A Flora and Fauna Assessment Report prepared by Cumberland Ecology states that the Ashlar Golf Course is dominated by exotic grassland with scattered trees. A number of native trees have been planted in rows alongside the golf fairways, including canopy trees that are associated with two woodland communities. Each of these communities is highly disturbed, with no native shrubs and very limited native groundcover species. Vegetation on the KFC Restaurant site is not considered to be of any ecological significance.

- **Archaeology:**

Artefact Heritage Services was engaged by the Applicant to prepare an Aboriginal heritage study which states that the study area has been considerably impacted by the construction and maintenance of the golf course and is of low archaeological potential and low archaeological significance.

- **Hydrology:**

The key water features of the site are described within a Water Management Report prepared by Civil Certification and includes:

- a concrete stormwater channel (the western channel) which extends along the western side of the golf course, both within and outside of the site boundaries. The channel conveys flows from a large residential catchment of 281 hectare.
- Breakfast Creek is located to the north of the Subject Site and joins the Western Channel in the north western corner. This section of the creek is in poor condition with vegetation comprising predominantly introduced species. Peak flows are more significant than in the western channel and also contribute to the flood conditions.
- a central drainage channel which is a small drainage line fed by a piped drainage system extends through the centre of the site and discharges in its south eastern corner. The channel drains a catchment of approximately 78 hectares and has been highly modified to suit the operational requirements of the golf course.
- an open channel and culvert is located to the east of the site. The channel is concrete lined and discharges to a box culvert beneath the railway line and then into a small drainage line beneath the golf course. This channel services an upstream catchment of approximately 180 hectares.

- **Vehicle Access:**

A Transport Report was prepared by Colston Budd Hunt & Kafes for the Applicant which describes the existing local traffic context as well as access. The main vehicle entry, car park and clubhouse facilities associated with Ashlar Golf Course are located on the eastern part of the Subject Site at the end of Springfield Avenue. The intersection at Springfield Avenue and Richmond Road is unrestricted in terms of left/right-turn vehicle movements however it is unsignalised and is currently operating unsatisfactorily during peak periods. The KFC Restaurant site is located on Richmond Road with two separated entry/exit driveways providing unrestricted access to and from the ancillary car park.

- **Utility Services:**

A Services Report prepared by Craig & Rhodes states that the site is currently serviced by potable water, recycled water, sewer, stormwater, electricity and telecommunications, with potential for services upgrades and introduction of natural gas as part of the proposed redevelopment. In addition, a high pressure oil pipeline owned by Caltex which carries oil from Silverwater to Newcastle crosses the northern section of the Subject Site. The report states that the high pressure pipeline should be retained in its current location and extreme caution must be exercised around this pipeline with careful design consideration being required in dealing with the pipeline.

2.0 OBJECTIVES AND INTENDED OUTCOMES

2.1 OBJECTIVES

The primary objective of the Planning Proposal is to facilitate the preparation of an LEP to rezone the subject site based on the Standard Instrument. A draft LEP instrument is included as **Attachment 4** to this Planning Proposal.

Rezoning of the Subject Site will enable creation of a new sustainable urban residential community within a landscaped setting that will be achieved through:

- the provision of compatible land use zones that will create a vibrant and active community
- accommodation of a range of housing typologies to meet the existing and likely future needs of the local community
- development of an integrated design solution for the Subject Site that incorporates the existing ecological and hydrological features
- integration of the Subject Site with the broader local community through improved connections with the adjoining established residential areas
- avoidance of unacceptable impacts on the character and amenity of the adjoining and surrounding residential development by generally locating increased density and building heights away from existing low density residential dwellings
- utilisation of the established physical and social infrastructure which currently services the Subject Site and adjacent urban areas.

2.2 INTENDED OUTCOMES

The intended outcomes are to rezone and redevelop the Subject Site to accommodate approximately 800-1200 dwellings.

Australand states that the actual dwelling mix will be determined at the Development Application stage. Nevertheless, a broad description of the intended built form outcomes is as follows:

- **Detached dwellings:** it is anticipated that approximately 20-25% of the dwellings will be one and two storey detached dwellings. However, there may be opportunities to provide three storey elements in appropriate locations. These dwellings will generally be located on the largest lots within the proposed development.

Australand states that it is recognised that there is a strong local demand for this housing product. Detached dwellings will be accommodated mainly along the boundaries adjacent to the existing residential development to minimise the potential impacts of the redevelopment on the surrounding locality.

- **Semi-detached dwellings:** a variety of traditional 1-2 storey semi-detached dwellings is proposed. Australand anticipates that this form of housing could comprise approximately 10-20% of the dwelling yield and would be located across

the development site. Similar to the detached dwellings, there may be opportunities to provide for three storey elements, where considered appropriate.

- **Attached housing:** a variety of traditional 1-2 storey attached dwellings typologies including duplexes and townhouses will be proposed. Approximately 10-20% of the proposed dwelling yield will comprise two storey attached housing, generally with rear access. These medium-high density residential dwellings will generally be located where they benefit from good access to natural sunlight and/or within close proximity to higher amenity areas, such as public open space.
- **Residential flat buildings:** the majority of dwellings (approximately 40%) will comprise of residential apartments to enable the dwelling density to be achieved. These are anticipated to include 3 to 4 storey apartments located to the north-east adjacent to the railway line and to the south defining the entrance to the site.
- **Neighbourhood Shops and Shop-top housing:** it is anticipated that the Subject Site could accommodate neighbourhood shops as well as shop-top housing that would meet the local convenience needs of the existing and likely future residents.
- **Open space and stormwater management:** this will be integrated to maximise land use efficiencies and utilise water as a defining element of the visual character. The key features of this integrated system are anticipated to include a series of spaces, including:
 - an entry park to be located adjacent to the Richmond Road entry and will comprise a waterbody, mature trees and grasslands. This space will provide an opportunity for informal recreation
 - a central park with a large waterbody that will connect to the riparian corridor and across to Olga Renshaw Reserve located on the western boundary of the Subject Site. The central park will form the central focus of the Subject Site and provide a space for more organised activities
 - pocket parks to provide passive recreation and informal play areas
 - riparian corridors that integrates the open space areas with the proposed hydrological management. Linear corridors between the public open spaces will provide for movement of stormwater to Breakfast Creek, as well as pedestrian and bicycle connections through the Subject Site. Major upgrades to the western channel and Breakfast Creek will significantly improve the current appearance of these waterways, as well as improving their water management and ecological functions.

3.0 EXPLANATION OF PROVISIONS

The main planning provisions recommended for the LEP are:

- Land Use Zoning
- Land Use Tables
- Height of Buildings
- Land Reservation and Acquisition
- Local Clauses.

3.1 LAND USE ZONING

3.1.1 Existing zoning

The Ashlar Golf Course is currently zoned Private Recreation 6(b) and part Residential 2(a), and the KFC restaurant site is zoned General Business 3(a) under *Blacktown Local Environmental Plan 1988*.

3.1.2 Proposed Zoning

The land use zones proposed for the Subject Site are in accordance with the Standard Instrument and are:

- R1 General Residential
- RE1 Public Recreation.

The proposed Land Use Zoning Map is included as **Attachment 5** to this Planning Proposal.

3.1.4 Explanation of Land Use Zoning

The land use zoning proposed is considered appropriate and compatible with the character of the locality in which the Subject Site is located.

The R1 General Residential zone is proposed across the majority of the Subject Site to provide a variety of housing types within a medium to high density residential environment. The R1 General Residential zone will also enable other land uses that provide facilities or services to meet the day-to-day needs of residents, such as neighbourhood shops.

The RE1 Public Recreation zone will enable land to be set aside for public open space and drainage uses, and to protect and enhance the natural environment.

3.1.5 Justification for the Land Use Zones

Each of the proposed zone and objectives is considered appropriate based on the following:

- **R1 General Residential Zone**

The R1 General Residential zone is proposed to enable the variety of dwelling typologies anticipated for the Subject Site including detached dwellings, semi-detached dwellings, attached dwellings and residential flat buildings. It is proposed to locate higher density development along the eastern portion of the

Subject Site to provide an appropriate transition of development from the medium density development to the existing light industrial uses across the Richmond Railway Line. It is also anticipated that these higher buildings will offer some acoustic protection from the rail noise for the rest of the site. Neighbourhood shops will serve the day to day needs of the residents.

- **RE1 Public Recreation Zone**

The integrated public open space and stormwater management network will be included within the RE1 Public Recreation zone land to enable the upgrade of the existing waterways and a substantial improvement in the ecological value of the site.

Overall, it is considered that each of the proposed zones and their associated objectives are suitable for the land and its intended future uses.

3.2 LAND USE TABLES

Development that is permitted or prohibited is listed in the Land Use Tables in the draft LEP at **Attachment 4**.

Council has also prepared a Land Use Matrix that compares the proposed permissible and prohibited land uses in the recommended land use zones. The Land Use Matrix is included as **Attachment 6** to this Planning Proposal.

The Land Use Tables and Land Use Matrix have been prepared using the Department of Planning and Infrastructure's LEP Practice Notes and Planning Circulars including:

- PN 11-003 (*Preparing LEPs using the Standard Instrument: definitions*)
- PN 11-001 (*Preparing LEPs using the Standard Instrument: Standard Clauses*)
- PN 11-011 (*Amendment to the Standard Instrument (Local Environmental Plans) Order 2006*).

3.3 HEIGHT OF BUILDINGS

The following building heights are proposed for the Subject Site:

- 20 metres for residential flat buildings
- 10 metres for attached, semi-detached and detached buildings.

The Height of Buildings Map is as **Attachment 7** to this Planning Proposal. The building heights are proposed to:

- establish maximum height controls for buildings to control the density and scale of buildings
- encourage greater building heights in locations that will reduce the impacts of railway and road traffic noise on the balance of the Subject Site
- nominate heights that will provide a transition in built form and land use intensity
- protect the existing amenity of the adjoining residential areas
- allow sun access to the public domain and ensure specific areas are not overshadowed.

3.3.1 Justification for the Heights of Buildings

The building heights are proposed to protect the residential amenity of the surrounding land by providing a suitable range of development to be accommodated along the Subject Site boundary interfaces.

The built form will assist with managing the potential acoustic impacts of rail movements from the Western Railway Line and the road traffic on Richmond Road.

Density will be concentrated on less sensitive areas of the Subject Site such as along the railway line and Richmond Road, enabling a transition to the lower density residential areas along the eastern and western boundaries.

3.4 MINIMUM SUBDIVISION LOT SIZE

The intended outcome is to propose a minimum subdivision lot size for the subject site. Given this Council is adopting the minimum subdivision lot size clause in the Standard Instrument. However, due to more technical work currently being undertaken, the minimum subdivision lot size for the site will be determined and finalised prior to public exhibition of the draft LEP.

3.5 MINIMUM SITE AREA AND SUBDIVISION OF DUAL OCCUPANCIES PROHIBITED

The following minimum site area clause has been included to ensure development does not adversely impact on residential amenity. This clause is consistent with the clause adopted by Council for the City wide LEP.

Council

3.5.1 Minimum site area [local clause]

- (1) The objective of this clause is to encourage housing diversity without adversely impacting on residential amenity.
- (2) Development consent may be granted to development on an area of land in a zone shown in Column 2 of the Table to this clause for a purpose shown in Column 1 of the Table opposite that zone, if the area of the land is equal to or greater than the area specified for that purpose and shown in Column 3 of the Table:

Column 1	Column 2	Column 3
Dual occupancy (attached)	R1	500m ²
Dual occupancy (detached)	R1	600m ²
Attached dwelling	R1	900m ²
Multi dwelling housing	R1	1800m ²
Residential flat building	R1	3000m ²
Shop top housing	R1	3000m ²

3.5.2 Subdivision of dual occupancies prohibited [local clause]

- (1) Development consent must not be granted for a subdivision that would create separate titles for each of the two dwellings comprising of a dual occupancy.
- (2) Despite subclause (1), development consent may be granted for a subdivision that would create separate titles for each of the two dwellings comprising of a dual occupancy (detached) if:
 - (a) the frontage of each dwelling comprising the dual occupancy faces a different street, and
 - (b) the size of each lot resulting from the subdivision is lot less than 300 square metres.

'B

3.6 LAND RESERVATION ACQUISITION

Significant open space and drainage improvements are proposed on the Ashlar Golf Course with key initiatives including developing a riparian corridor with public open space network integrated with the proposed hydrological management. The Land Reservation Acquisition Map is included as **Attachment 8**.

Linear corridors between the public open spaces will provide for movement of stormwater to Breakfast Creek, as well as pedestrian and bicycle connections through the Subject Site. Major upgrades to the western channel and Breakfast Creek will significantly improve the current appearance of these waterways, as well as improving their water management and ecological functions.

Other parks within the Subject Site such as the entry park, comprising a waterbody, mature trees and grasslands will provide opportunities for informal recreation.

3.7 LOCAL CLAUSES

The following local clauses are recommended in the Ashlar Golf Course LEP.

3.7.1 Design Excellence

- (1) The objective of this clause is to deliver a high standard of architectural and urban design on the former Ashlar Golf Course site.
- (2) The land to which this clause applies is identified on the Design Excellence Map.
- (3) This clause applies to development involving the construction of a new building or external alterations to an existing building.
- (4) Consent must not be granted to development to which this clause applies unless, in the opinion of the consent authority, the proposed development exhibits design excellence.
- (5) In considering whether development to which this clause applies exhibits design excellence, the consent authority must have regard to the following matters:
 - (a) whether a high standard of architectural design, materials and detailing appropriate to the building type and location will be achieved,
 - (b) whether the form and external appearance of the proposed development will improve the quality and amenity of the public domain,
 - (c) whether the proposed development detrimentally impacts on view corridors,
 - (d) how the proposed development addresses the following matters:
 - (i) the suitability of the land for development,
 - (ii) existing and proposed uses and use mix,
 - (iii) heritage issues and streetscape constraints,

- (iv) the relationship of the proposed building with other buildings (existing or proposed) on the same site or on neighbouring sites in terms of separation, setbacks, amenity and urban form,
- (v) bulk, massing and modulation of buildings,
- (vi) street frontage heights,
- (vii) environmental impacts such as sustainable design, overshadowing, wind and reflectivity,
- (viii) the achievement of the principles of ecologically sustainable development,
- (ix) pedestrian, cycle, vehicular and service access, circulation and requirements,
- (x) the impact on, and any proposed improvements to, the public domain.

3.7.2 Flood planning

(1) The objectives of this clause are as follows:

- (a) to minimise the flood risk to life and property associated with the use of land,
- (b) to allow development on land that is compatible with the land's flood hazard, taking into account historical floods and projected changes as a result of climate change,
- (c) to avoid significant adverse impacts on flood behaviour and the environment, and

(2) This clause applies to land at or below the flood planning level or the historical flood.

(3) Development consent must not be granted to development on land to which this clause applies unless the consent authority is satisfied that the development:

- (a) is compatible with the flood hazard of the land; and
- (b) will not significantly adversely affect flood behaviour resulting in detrimental increases in the potential flood affectation of other development or properties, and
- (c) incorporates appropriate measures to manage risk to life from flood, and
- (d) will not significantly adversely affect the environment or cause avoidable erosion, siltation, destruction of riparian vegetation or a reduction in the stability of river banks or watercourses, and
- (e) is not likely to result in unsustainable social and economic costs to the community as a consequence of flooding.

(4) A word or expression used in this clause has the same meaning as it has in the NSW Government's *Floodplain Development Manual* published in 2005, unless it is otherwise defined in this clause.

(5) In this clause:

flood planning level means the level of a 1:100 ARI (average recurrent interval) flood event plus 0.5 metres freeboard.

historical flood means the highest recorded flood in the Blacktown LGA which occurred in 1867.

3.7.3 Riparian land and waterways

- (1) The objective of this clause is to protect or improve:
 - (a) water quality within waterways,
 - (b) stability of the bed and banks of waterways,
 - (c) aquatic and riparian habitats, and
 - (d) ecological processes within waterways and riparian areas.
- (2) This clause applies to land that is a watercourse is situated within 40 metres of the top of the bank of a watercourse.
- (3) In assessing a development application, the consent authority must take into consideration the following matters:
 - (a) the identification of potential adverse impacts on:
 - (i) water quality within the watercourse,
 - (ii) aquatic and riparian habitats and ecosystems,
 - (iii) stability of the bed, shore and banks of the watercourse, and
 - (iv) free passage of fish and other aquatic organisms within or along the watercourse
 - (b) the likelihood that the development will increase water extraction from the watercourse, and
 - (c) any proposed measures to minimise or mitigate those impacts.
- (4) Before granting consent to development to which this clause applies the consent authority must be satisfied that:
 - (a) the development is sited, designed and managed to avoid potential adverse environmental impacts, or
 - (b) where an impact cannot be avoided, and having taken into consideration feasible alternatives, the proposed design, construction and operational management of the development will mitigate and minimise those impacts to a satisfactory extent.

Note: The Macquarie Dictionary contains the following definition:

Bank means “the slope immediately bordering the course of a river along which the water normally runs”.

3.7.4 Development with frontage to a road zoned SP2 Infrastructure – Local Road

- (1) The objectives of this clause are:
 - (a) to ensure that new development does not compromise the effective and ongoing operation and function of roads to which this clause relates, and
 - (b) to prevent or reduce the potential impact of traffic noise and vehicle emission on development adjacent to roads to which this clause relates.
- (2) Consent must not be granted to development on land that has a frontage to a road zoned SP2 Infrastructure (Local Road) unless the consent authority has taken into consideration:
 - (a) where practicable, vehicular access to the land is provided by a road other than the subject Local Road;
 - (b) the safety, efficiency and ongoing operation on the Local Road will not be adversely affected by the development as a result of:
 - (i) the design if the vehicular access to the land, or
 - (ii) the omission of smoke or dust from the development, or
 - (iii) the nature, volume or frequency of vehicles using the Local Road to gain access to the land, and

- (c) the development is of a type that is not sensitive to traffic noise or vehicle emissions, or is appropriately located and designed, or includes measures, to ameliorate potential traffic noise or vehicle emissions within the site of the development arising from the adjacent Local Road.

3.7.5 Essential Services [local - model]

- (1) Development consent must not be granted to development unless the consent authority is satisfied that any of the following services that are essential for the proposed development are available or that adequate arrangements have been made to make them available when required:
 - (a) the supply of water,
 - (b) the supply of electricity,
 - (c) the disposal and management of sewage,
 - (d) stormwater drainage or non-site conservation,
 - (e) suitable road access.

4.0 JUSTIFICATION

4.1 NEED FOR THE PLANNING PROPOSAL

4.1.1 Is the Planning Proposal a result of any strategic study or report?

The Planning Proposal has been prepared in response to the relocation of the Ashlar Golf Club and the opportunity that this has presented to find an alternative use for this strategically located site.

The Application is supported by the following plans and reports prepared by specialist consultants:

- Concept Masterplan
- Landscape Concept Plan
- Flora and Fauna Impact Assessment
- Water Management Report
- Aboriginal Archaeological Report
- Transport Report
- Noise and Vibration Impact Assessment
- Environmental Site Assessment
- Services Assessment
- Social and Economic Assessment.

The redevelopment of the Subject Site for residential uses will contribute to Council's strategic planning objectives in revitalising the Blacktown City Centre. Council's vision for the Blacktown City Centre is to develop an attractive and viable Regional City that provides sufficient future capacity for housing, employment, culture, social and recreational areas and facilities.

4.1.2 Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

The primary objective of the Planning Proposal is to deliver a new sustainable residential community through rezoning as well as achieving the following outcomes:

- achieving targets specified in the Metropolitan Plan for Sydney 2036

The delivery of residential land within the Blacktown LGA to meet population growth and the resultant increase in housing demand is a key priority. The population of the Blacktown LGA is expected to increase to 500,000 by 2036 and this growth will stimulate demand for new housing. The draft North West Subregional Strategy seeks to deliver 140,000 new dwellings by 2031, 21,500 of which are to be accommodated within the Blacktown LGA (this figure excludes the target for the North West Growth Centre which will separately accommodate 50,000 new homes).

Given the quantum of new housing required to meet demand, the release of land needs to occur in the short term and must be both meaningful and deliverable. Given its size, overall development potential and being in single ownership the Subject Site satisfies these criteria and as such could play a major role in meeting the LGAs short term housing land supply requirements.

- suitability of the Subject Site for development

The Subject Site is ideally suited to residential development having regard to the following characteristics:

- proximity to Blacktown CBD and Railway Sstation being approximately one kilometre to the south
 - it is largely unconstrained with environmental issues being managed through detailed design
 - the proposal provides an opportunity to create a more natural water environment, replacing the highly engineered channels which currently occupy the site and providing for increased flood conveyance capability and improved riparian habitat
 - there is single ownership and represents a viable option for the delivery of new housing to meet increasing demand in the LGA and wider subregion over the short to medium term
 - it is located within an established area and its redevelopment for residential purposes is compatible with the existing neighbouring land use
 - rezoning for residential use represents a valuable opportunity to manage future development in a logical and comprehensive manner, allowing for the introduction of suitable infrastructure and safeguarding sensitive areas from inappropriate development.
- provision of high and medium density housing

The proposed dwelling density is considered to be appropriate for a number of reasons, including:

- land use context
 - the Subject Site adjoins a variety of residential and non-residential uses. The proposed building heights will allow for the protection of the existing residential amenity of the adjoining residential areas, as well as improving the residential amenity for new development. The appropriateness of the proposed density and building forms has been assessed to form a comprehensive analysis of alternatives that may be suitable. This analysis concluded that the proposed density is the most appropriate land use for the following reasons:
 - the Subject Site supports the existing urban structure and is in close proximity to existing retail, commercial, community and recreational services and public transport connections
 - measures to manage flood risk have been integral to the design of the concept plan, including the creation of large areas of public open space and the capacity for higher density development on the developable lands
 - the physical size of the Subject Site provides the opportunity to achieve a variety of housing types and densities. A variety of allotment sizes can be achieved to respond to site constraints and the surrounding land use context.

- Development will increase the demand on public transport services, providing potential opportunities to improve existing services and frequencies to benefit both existing and proposed residents.
- local housing market
 - the future residential development can provide a meaningful contribution to the provision of housing, and importantly, a range of housing typologies that respond to the demographic characteristics of the area.

4.1.3 Is there a net community benefit?

A net community benefit analysis based on the criteria in the Department of Planning and Infrastructure's draft Centres Policy is included at **Attachment 9** of this Planning Proposal.

The key issues that were balanced in weighing the net community costs and benefits of this proposal are:

Costs

- Loss of 38.38 hectares of private recreational land and its associated scenic qualities.
- Removal of vegetation including Cumberland Plain Woodland.
- Potential traffic impacts arising from the additional 1,200 dwellings, particularly with regard to potential impacts on Richmond Road, Crudge Road and Springfield Avenue.
- Increased demand for social infrastructure services.

Benefits

- Provision of a significant supply of housing in the Blacktown City Centre, with access to the wide range of facilities, services and amenities.
- Creation of public open spaces, including pedestrian and cycle connections through the Subject Site to benefit the surrounding residential areas.
- Replacement of existing engineered stormwater channels with natural channels that support vegetation and encourage wildlife.
- Increased capacity of stormwater systems to address existing flooding issues within the local catchment.

Overall, it is considered that the benefits of developing the Subject Site will have a net community benefit by facilitating the development of high quality residential development within an attractive landscaped setting. This will directly implement a key aspect of both the *Sydney Metropolitan Plan* and the *draft North West Subregional Strategy*.

4.2 RELATIONSHIP TO STRATEGIC PLANNING FRAMEWORK

4.2.1 Is the Planning Proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft Strategies)?

The Planning Proposal is consistent with the Metropolitan Plan for Sydney 2036 and draft North West Subregional Strategy.

The Metropolitan Plan identifies the need for 770,000 additional homes within Metropolitan Sydney with a range of housing types, sizes and affordability levels for a growing and ageing population. At least 70 per cent of these new homes will be located in existing suburbs.

The Subject Site is located within the North West Subregion which has a dwelling target of 140,000 new dwellings between 2006 and 2036. The majority of these new dwellings (60,000) will be accommodated within the North West Growth Centre, with the rest to be delivered through other greenfield releases and infill development such as the Subject Site.

The Subject Site comprises land that is identified as urban land and which is immediately adjacent to established residential development. Its development for residential purposes is considered appropriate for the following reasons:

- development of the Subject Site is consistent with the centres-based approach to managing growth supported by the Metropolitan Plan.
- there is excellent opportunity to accommodate growth in a manner that supports the existing character and urban structure of the Blacktown LGA.
- The Subject Site represents a logical location to accommodate a range of housing typologies in close proximity of high frequency public transport services.

Overall the proposal makes a significant and much needed contribution to land supply in the North West Subregion.

4.2.2 Is the Planning Proposal consistent with the Local Council's Community Strategic Plan, or other Strategic Plan?

The Planning Proposal is consistent with the directions outlined in *Blacktown City 2025- "Delivering the Vision Together"* and the Blacktown Planning Strategy 2036 (the Planning Strategy).

Blacktown City 2025- "Delivering the Vision Together"

Blacktown City 2025 is Council's foundation document in achieving its vision "To be a vibrant, healthy and safe City – A City of Excellence". *Blacktown City 2025* included as **Attachment 10** to this Planning Proposal comprises 8 Strategies and 9 Trigger Projects.

As assessment against the Blacktown City 2025 is provided in **Table 1** below:

Table 1 – Blacktown City 2025 Assessment

FOCUS AREA	CONSISTENCY Y/N/NA	RESPONSE
A creative friendly and inclusive city To work with residents, Government agencies and local communities so that local communities are welcoming and inclusive, that individual residents achieve their potential and that Blacktown is a centre of inspiration and creativity.	Y	The proposed site layout integrates with the surrounding established residential areas. The proposal involves the creation of a new residential community within a convenient distance of the Blacktown Showground. It will create new publically accessible open spaces that will provide additional opportunities for informal recreation by local residents and connections to the Blacktown Showground.
Environmental Sustainability To turn environmental awareness and commitment into action and work in partnership with our community, State Government and other stakeholders to make sustainability and the reduction of our ecological footprint a reality.	Y	Water quality improvements are among the target areas specified in the Strategic Plan and this is a key feature of the proposal which includes measures to deconstruct the existing stormwater channel to create a more natural water environment enhanced by riparian vegetation. Opportunities to minimise the ecological footprint of the development will be explored at detailed design stage.
Vibrant Commercial Centres To deliver two major CBDs (Blacktown City and Mount Druitt) as well as supporting town and neighbourhood centres strategically located throughout the City's residential areas. All centres are accessible, vibrant, safe and meet the needs of the community.	Y	Incoming residents will help to stimulate demand for local goods and services and support the growth of the CBD. The potential for neighbourhood retail provision would be explored further at detailed design stage, however, provision is made within the proposed land use zones to accommodate a limited range of retail and commercial services to benefit both existing and future local residents.
A Smart Economy To work with industry to identify strategic economic opportunities that will help underpin sustainable economic growth, and to work collaboratively with education providers to deliver education and training for the economy of the 21st century.	Y	The proposed land use zones permit neighbourhood shops and shop top housing to enable small scale businesses.

FOCUS AREA	CONSISTENCY Y/N/NA	RESPONSE
Urban Living and Infrastructure To provide housing that meets the diverse needs of our community in liveable neighbourhoods and is supported by infrastructure that serves the current and future demands of the community in a balanced manner	Y	The proposal seeks to create a masterplanned community that will accommodate a diverse mix of housing types and tenures. The site is located in an established urban area that benefits from existing infrastructure. Infrastructure upgrades necessary to support the particular needs of the development will be funded by the developer.
Clean Green Spaces and Places To create spaces and places that are safe, well maintained, clean and inspiring, that offer the community opportunities to be active, healthy and value and experience the natural environment.	Y	The creation of landscaped and open spaces is integral to the design concept and present opportunities for informal recreation.
A Sporting City To establish Blacktown City as the recognised sporting capital of Western Sydney through the development of world standard sporting venues and events and by promoting community participation in local sports as part of having a "Blacktown healthy lifestyle."	Y	The proposed public open spaces and connections will provide the opportunity for walking, cycling and recreation to benefit both existing and future residents.

Blacktown Planning Strategy 2036

The Blacktown Planning Strategy identifies that by 2036 the City is predicted to grow to approximately 500,000 people and 180,000 dwellings. The bulk of this growth will occur within the North West Growth Centre and Urban Renewal Precincts that are located around key transport nodes and major centres. The Blacktown Planning Strategy is at **Attachment 11** of this Planning Proposal.

The aim of the Planning Strategy is to:

- set the future land use planning directions for the City to 2036
- provide the rationale for Council's Local Environmental Plan
- provide the rationale for future planning proposals
- formulate local land use planning policies and strategies
- be consistent with State and Regional planning policies and strategies.

The Planning Strategy includes a design Structure Plan that illustrates its key elements that relate to planning for:

- Housing
- Economy and Employment
- Centres
- Transportation
- Environment
- Open Space and Recreation
- Equity, Liveability and Social Inclusion.

The Structure Plan reinforces Blacktown as the City Centre, Marsden Park and Mount Druitt as the Major Centres, and Doonside, Quakers Hill, Riverstone, Rooty Hill and Seven Hills as the Town Centres serving the City. These centres will provide the retail and business functions, accommodate higher density residential, together with a wide range of uses that will be integrated with public transport to create viable and sustainable centres that are interesting, walkable and liveable places.

The Subject Site is located within the Blacktown City Centre. The redevelopment of the former Ashlar Golf Course is consistent with the objectives of the Planning Strategy and helps reinforce the vision for the Blacktown City Centre.

4.2.3 Is the Planning Proposal consistent with the applicable State Environmental Planning Policies?

The Planning Proposal is consistent with all applicable State Environmental Planning Policies as shown at **Attachment 12** of the Planning Proposal.

4.2.4 Is the Planning Proposal consistent with applicable Ministerial Directions?

The Planning Proposal has been assessed against s117 Ministerial Directions and is consistent with the Directions as outlined below.

Table 2 – Section 117 Ministerial Directions

DIRECTION	COMMENT
1. Employment and Resources 1.1 Business and Industrial zones 1.2 Rural zones 1.3 Mining, Petroleum Production and Extractive Industries 1.4 Oyster Aquaculture 1.5 Rural Lands	Not applicable Not Applicable Not Applicable Not Applicable Not Applicable
2. Environment and Heritage 2.1 Environment Protection Zones	The proposal provides for the rehabilitation for the existing stormwater channels, providing for improved stormwater/flood management and ecological benefits through the creation of improved local habitat.

DIRECTION	COMMENT
2.2 Coastal Protection 2.3 Heritage Conservation 2.4 Recreation Vehicle Access	Not Applicable Consistent Not applicable
3. Housing, Infrastructure and Urban Development 3.1 Residential Zones 3.2 Caravan Parks and Manufactured Home Estates 3.3 Home Occupations 3.4 Integrating Land Use and Transport 3.5 Development near Licensed Aerodromes 3.6 Shooting Ranges	The proposal will broaden the range of housing choices and provide ample opportunity for good urban design. The Subject Site is located adjacent to established residential areas and local services such as shops, and public transport are located in close proximity. Not Applicable The rezoning seeks to permit home occupations without development consent, providing opportunities to work from home. The Subject Site is located within one kilometre from Blacktown Railway Station and within 800m from Marayong Station. It is well located to make use of existing services and employment opportunities in nearby centres. Additional local services provision within walking distance of new dwellings would be incorporated into the future design of the site. Not Applicable Not applicable
4. Hazard and Risk 4.1 Acid Sulphate Soils 4.2 Mine Subsidence and Unstable Land 4.3 Flood Prone Land 4.4 Planning for Bushfire Protection	Not Applicable Not Applicable The proposed site layout has been designed to mitigate the existing upstream flooding issues that affect the site and avoid any unacceptable impacts arising from the proposed development on the downstream properties. Not Applicable
5. Regional Planning 5.1 Implementation of Regional Strategies 5.2 Sydney Drinking Water Catchments 5.3 Farmland of State and Regional	Consistent Not applicable Not Applicable

DIRECTION	COMMENT
Significance on the NSW Far North Coast	
5.4 Commercial and Retail Development along the Pacific Highway, North Coast	Not Applicable
5.5 Development in the vicinity of Ellalong, Paxton and Millfield (Cessnock LGA)	Not Applicable
5.6 Sydney to Canberra Corridor (Revoked 10 July 2008. See amended Direction 5.1)	Not Applicable
5.7 Central Coast (Revoked 10 July 2009. See amended Direction 5.1)	Not applicable
5.8 Second Sydney Airport (Badgerys Creek)	Not applicable
6. Local Planning Making	
6.1 Approval and Referral Requirements	This is an administrative requirement, consistent.
6.2 Reserving Land for Public Purposes	This is an administrative requirement for Council. Consistent.
6.3 Site Specific Provisions	The Planning Proposal is consistent with the provisions of the Standard Instrument and in a manner consistent with the Draft LEP for the Blacktown City Centre.
7. Metropolitan Planning	
7.1 Implementation of the Metropolitan Strategy	The Planning Proposal is consistent with the aims of the Metropolitan Plan as detailed previously within the Planning Proposal.

4.3 ENVIRONMENTAL, SOCIAL AND ECONOMIC IMPACT

4.3.1 *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 Planning Proposal is accompanied by a Flora and Fauna Impact Assessment prepared by Cumberland Ecology which has provided a comprehensive assessment of the proposed impacts of the proposal and provides recommendations for the future detailed design phase.

A summary of the key findings and recommendations include the following:

- the vegetation has been significantly altered from its original pre-European condition and is currently dominated by exotic grassland with scattered trees. A number of native trees have been planted in rows alongside the golf fairways. Canopy trees that are associated with two critically endangered ecological communities are both highly disturbed with no native shrubs and very limited native groundcover species.
- the Cumberland Plain Woodland to be removed is generally in very low condition, with some moderate condition. There has been partial clearance of

the canopy stratum and near complete clearance of the shrub stratum with a moderate to high incursion of weeds within the shrub and groundcover strata. These modifications have significantly reduced the viability of the native woodland vegetation

- the vegetation to be removed constitutes potential habitat for a number of threatened fauna species, however, none of these species are considered to be significantly impacted by the proposal.
- a range of avoidance and mitigation measures are proposed to minimise the impacts to the ecological values, including:
 - canopy tree retention, where possible, throughout the site.
 - native vegetation retention and restoration within riparian corridors to the west and north.
 - erosion, sediment, water management and pollution control
 - the implementation of the above avoidance and mitigation measure will allow the proposed project to sustainably address and manage potential ecological impacts.

Overall, the assessment concludes that the proposed rezoning for residential development with the inclusion of relatively large areas of open space is an appropriate land use for the Subject Site.

4.3.2 Are there any other likely Environmental Effects?

The key likely environmental effects relate to stormwater and flooding, Aboriginal archaeology, traffic, noise and vibration and contamination as explained below:

- Stormwater and Flooding

the Water Management Report prepared by Civil Certification has confirmed that the existing flooding issues and the potential additional impacts arising from the proposed development can be appropriately managed to avoid any detrimental impacts on the downstream properties. It is anticipated that the proposal will result in positive effects through the retention of stormwater on-site and the rehabilitation of the existing riparian areas.

- Aboriginal Archaeology

the Aboriginal Archaeological Report prepared by Artefact Heritage Services concludes the Subject Site has low archaeological potential and low archaeological significance. Site surveys revealed two isolated stone artefacts (southwest portion and in the centre of the Subject Site), however, further test excavations are not considered necessary.

- Traffic

the Transport Report prepared by Colston Budd Hunt & Kafes concludes that the potential transport and traffic impacts are considered to be acceptable, subject to the principal access to Richmond Road being provided by way of a signalised intersection.

- Noise and Vibration

the Noise and Vibration Impact Assessment prepared by Acoustic has stated that key noise sources that may impact upon the site include the operation of rail services along the Western Railway Line which runs along the north-eastern boundary of the Subject Site. The industrial development on the opposite side of the Western Railway Line may also impact on the Subject Site, including the movement of shipping containers. The KFC Restaurant site and southern part of the former golf course may also be impacted from traffic noise along Richmond Road. The Report concludes that the site is suitable for residential development and the potential impacts arising from the road, rail and nearby industrial development can be appropriately managed at the detailed design phase.

- Contamination

DLA Environmental reviewed previous environmental site assessments for the Applicant and undertook a site inspection to identify any potential contaminants. DLA's report has identified a number of potential contaminants that will need to be addressed by the Applicant, however the report states that the Subject Site is suitable for redevelopment for residential purposes.

4.3.3 How has the Planning Proposal adequately addressed any social and economic effects?

A preliminary assessment of the potential social and economic impacts of the proposal by Hill PDA states that the social and economic effects of the proposal will generally be positive because of the following:

- Housing Supply

The residential development provides an opportunity to accommodate additional housing and housing choice within an established residential area in close proximity to transport and services, consistent with Government policy.

- Social Infrastructure

The proposal presents opportunities for the integration of open spaces and playgrounds through a masterplanned development. The land is in close proximity to public, secondary and tertiary education facilities as well as Blacktown Hospital which provides essential health facilities within a sufficient service distance.

- Job Creation

Australand states that the proposed development would result in the creation of jobs during the construction period and is likely to create some permanent employment opportunities within the proposed non-residential components.

- Investment Certainty

Australand is committed to the development of the land for residential use as demonstrated in the acquisition of the land and preparation of a comprehensive site masterplan.

The proposal will involve some social impact through the loss of private recreational land. However, this impact will be mitigated by the more significant positive social, economic and environmental impacts associated with the rehabilitation of the Subject

Site and the implementation of strategic planning objectives of achieving residential growth within close proximity to Blacktown CBD and within walking distance of 2 railway stations.

4.4 STATE AND COMMONWEALTH INTERESTS

4.4.1 *Is there adequate public infrastructure for the Planning Proposal?*

The Subject Site is located within an established urban area and serviced by existing utility services. Incoming residents will therefore capitalise on the wide range of infrastructure and services existing within the area.

Rezoning will reinforce existing and future investment in the heavy rail system through increased patronage of the existing stations of Marayong and Blacktown.

The Planning Proposal represents a valuable opportunity to improve the existing utility infrastructure for the area, with potential benefits to the existing community as well as new residents as stated below:

- **Accessibility**

The proposed upgrade of local road infrastructure identified as part of this Planning Proposal include road network improvements on Richmond Road and connections from neighbouring residential areas to areas of open space within the site.

- **Stormwater**

The Water Management Report details the formal stormwater detention facilities that will be introduced to provide total stormwater detention volumes of 12,000m³. Water sensitive urban design measures, potentially including reuse of rainwater for use in toilet flushing, garden irrigation, car washing and laundry water, will be introduced.

- **Services**

The Services Assessment has confirmed that the existing services can be utilised and/or upgraded to meet the needs of the future residential dwellings that could be accommodated by way of the Planning Proposal.

- **Water and Sewer**

Water supply and waste water management can be achieved through capital works upgrades in coordination with Sydney Water. Sewer modelling will be required to assess the detailed requirements to support the development of the site.

- a new high voltage cable extending from an substation will be required to support the development.
- there is some potential for natural gas to be provided. This would involve the introduction of new infrastructure connecting to gas main located in Richmond Road and adjoining streets.
- telecommunication services can be supplied. The Subject Site qualifies for the provision of an optical fibre network.

4.4.2 *What are the views of State and Commonwealth public authorities consulted in accordance with the gateway determination?*

The Applicant states that they have had a number of meetings with the Roads and Maritime Services (RMS) regarding access via a traffic signal controlled access to Richmond Road in order to minimise amenity impacts on adjoining residential streets.

Upon receipt of the Gateway Determination, Council will undertake further consultations with the RMS as well as other public authorities.

5.0 COMMUNITY CONSULTATION

Community consultation will occur in accordance with the conditions of the Gateway Determination.

