

8.3 Request to Exhibit a Site Specific Development Control Plan for the Campbelltown RSL Planning Proposal

Reporting Officer

Executive Manager Urban Centres
City Development

Community Strategic Plan

Objective	Strategy
1 Outcome One: A Vibrant, Liveable City	1.1 - Provide opportunities for our community to be engaged in decision making processes and to access information

Officer's Recommendation

1. That Council endorse the public exhibition of proposed amendment no. 12 to the Campbelltown (Sustainable City) Development Control Plan which seeks to add Part 15 'Site Specific Development Control Plan - Campbelltown RSL' to volume 2, as shown in attachment 1 to this report.
2. That subject to Council endorsement, the Site Specific Development Control Plan be forwarded with the Planning Proposal to the Department of Planning, Industry and Environment for their endorsement prior to public exhibition in accordance with the Gateway Determination.
3. That all land owners be advised of the decision.

Executive Summary

- Council has supported a planning proposal for the Campbelltown RSL site at 158-168 Queen Street, 3 and 11 Cordeaux Street and 1 Carberry Lane, Campbelltown. This planning proposal also has a positive Gateway determination.
- It is a requirement of the Gateway determination that a site specific development control plan be prepared and publicly exhibited at the same time as the planning proposal.
- A draft site specific development control plan has been prepared and is attachment 1 to this report.
- This report seeks Council's endorsement of the public exhibition of this draft site specific development control plan. If exhibited and adopted the draft will be added as Part 15 of Volume 2 of the Campbelltown (Sustainable City) Development Control plan 2015 (SCDCP).

- The Department of Planning, Industry and Environment's agreement is required prior to public exhibition and will be sought if Council agrees to the recommendation of this report.

Purpose

The purpose of this report is to seek Council's endorsement to proceed with the public exhibition of a draft amendment to the SCDCP to introduce a new part 15 'Site Specific DCP for the Campbelltown RSL site' to volume 2 once the planning proposal for the Campbelltown RSL is ready for public exhibition. Part 15 will provide site specific controls to guide future development on the subject land.

Property Description:

158-168 Queen Street, Campbelltown (Lot 1 DP 558320 and Lot 5 DP 1167855)
3 Cordeaux Street, Campbelltown (Lot C DP 377836)
11 Cordeaux Street, Campbelltown (Lot 2 DP 568986)
1 Carberry Lane, Campbelltown (Lot 4 DP 1167853)

Applicant: Think Planners Pty Ltd

Owner: Cabra-Vale Ex-Active Servicemen's Club Ltd and TPG Enterprises Pty Ltd

History

Council at its meeting of 14 August 2018 endorsed the Campbelltown RSL planning proposal which sought an amendment to the Campbelltown Local Environmental Plan 2015 Height of Buildings Map. The proposed amendment sought to increase the maximum permissible heights from 32 m to 45 m for the site located on 158-168 Queen Street and 32 m to 85 m for the remainder of the site which encompasses 1 Carberry Lane, and 3 and 11 Cordeaux Street, Campbelltown.

Gateway Determination was issued for the proposal on 29 January 2019 which included a number of conditions including a requirement for the preparation of a site specific development control plan (DCP) which is to be publically exhibited at the same time as the planning proposal.

The draft DCP was referred to the Design Excellence Panel (DEP) on 26 March 2020. The DEP requested some changes be made which have been incorporated into the DCP in attachment 1.

Endorsement from the Department of Planning, Industry and Environment is also required prior to public exhibition of the planning proposal and DCP. Should council endorse the proposed amendment to the DCP, Council Staff will forward the planning proposal and DCP amendment to DPIE for approval to publically exhibit the documents.

It is relevant to note that a development application has already been submitted for the construction of an RSL and hotel on the part of this site closest to Queen Street. The Sydney Western City Planning Panel is the consent authority for the application. This application has been deferred by the Panel pending the further progression of the planning proposal.

Report

As part of the conditions identified in the Gateway Determination issued by DPIE, a site specific DCP is required to complement the planning proposal for the subject site. The draft DCP is required to be publically exhibited concurrently with the planning proposal. This report seeks endorsement from Council to exhibit the draft DCP located at attachment 1.

The draft site specific development controls have been prepared and are proposed to form Part 15 of Volume 2 of the Campbelltown (Sustainable City) DCP. The purpose is to provide additional controls in relation to the future development of the site. Where development controls are not specified in the site specific DCP, development would be required to be consistent with the requirements in Volume 1 of the Campbelltown (Sustainable City) DCP.

Layout/Master Plan

The draft DCP includes a layout for the site that specifies the pedestrian and traffic access, traffic movements and open space, including a civic plaza of a minimum of 500 m² in publically accessible space.

Setbacks

The draft site specific DCP outlines the following setbacks in relation to the project:

- A zero setback for podiums is to be provided to all street frontages to provide a strong built form and activation along all street frontages.
- The main building entry to Queen Street is to deliver a semi private and public space that creates a highly permeable pedestrian environment cognisant of the existing fine grain character of Queen Street.
- Tower setbacks of 4-6 m are required for Queen Street. Tower design elsewhere is to provide for distinction between the tower and podium within the design detailing.
- Setbacks are to enhance amenity in terms of daylight, outlook, view sharing, ventilation, wind mitigation.

Heritage

The subject site is located in close proximity to Glenalvon House. The item is listed under Schedule 5 of the CLEP 2015 as a State Heritage Item. As a result, controls are proposed in the site specific DCP to minimise any future impacts from the development on the heritage item.

The proposed controls within the DCP seek to provide a north-south site pedestrian link and the introduction of architectural design features in materiality to respond to the heritage significance of Mawson Park and Glenalvon House.

Views and Visual Context

The setting of Campbelltown as a city in a valley is one of importance to our community. It is important that distant views of the building not pose a significant impact on the wider views of the LGA, and in that regard the buildings need to be sufficiently separated to allow views to penetrate between buildings to the hills. The appearance and perception given by the buildings both during the day and at night, through form, scale and lighting, will assist in building the image of Campbelltown as a thriving centre, as a place and as a community.

The applicant provided information as part of the submission of the planning proposal request that demonstrated the visual impact of the proposed development, including orientation of buildings and location to Queen Street which would promote active linkages and activation.

Interface with Public Domain

The site specific DCP also provides the following controls in relation to activating street frontages including Queen Street:

- New pedestrian links are required to provide high quality access and connection from the mixed-use buildings to Mawson Park and Glenalvon.
- Provide shade trees and establish windbreaks where possible from southerly and westerly winter winds.
- Pedestrian site through links, publicly accessible spaces and entries to buildings and carparks are to be designed to ensure safety to persons.

Additional to these controls, Clause 7.9 of the CLEP 2015 will apply to the assessment of any future development applications for the site. Clause 7.9 provides that development consent must not be granted to the erection of a building that will contain a residential component unless the consent authority is satisfied that the building will have an active street frontage. An active street frontage, in this clause, means that all premises on the ground floor of the building facing the street are used for the purposes of business premises or retail premises. The proposed DCP controls are considered to complement those of the CLEP 2015.

Further to this, the draft DCP includes a requirement that any future development application is to be submitted to the Design Excellence Panel before detailed design, ie at concept design phase.

Preliminary State Government Consultation

On 21 February 2020, letters were sent to the State Agencies listed in the Gateway Determination for preliminary comments on the planning proposal. Responses were received responses from Heritage NSW, Transport for NSW and Endeavour Energy.

Heritage NSW raised concerns with regards to the planning proposal and its impact on the nearby State listed heritage item Glenalvon. The attached DCP has been amended to respond to the comments provided by Heritage NSW by including a section dedicated to the heritage interface and the future relationship of the site with the heritage item.

Transport for NSW were provided the planning proposal including the traffic and car parking assessment provided to Council by the Applicant. Transport for NSW raised no concerns in relation to the proposal.

Endeavour Energy provided comments relating to their assets and the location of future assets should a future development application be submitted. It was noted that the concerns raised by Endeavour Energy would be more appropriately considered and managed at the development application stage.

The Agencies listed in the gateway determination will be provided another opportunity should the planning proposal and site specific DCP proceed to public exhibition.

Public Participation

Notwithstanding the approval sought from the Council, the public exhibition of this planning proposal is dependent on the approval of the Department of Planning, Industry and Environment in accordance with condition 2 of the Gateway Determination.

The draft site specific DCP is reported to Council seeking approval to exhibit. The current Gateway Determination requires the planning proposal and draft site specific DCP to be exhibited concurrently. Therefore public exhibition of the DCP cannot occur until DPIE have agreed the planning proposal is also suitable for exhibition.

Conclusion

Council has supported a planning proposal seeking to increase the maximum permissible height for 158-168 Queen Street, Campbelltown from 32 m to 45 m and 32 m to 85 m for the remainder of the site.

The draft site specific DCP attached to this report proposes to provide development design and guidance for the subject site by ensuring that all future applications align with the site specific controls detailed in the plan. The site specific DCP has been considered by the Design Excellence Panel and the Applicant has amended the DCP to align with the comments outlined by the Panel.

To assist with the timely progression of the proposal, it is recommended that Council endorse the public exhibition of the draft site specific DCP, pending approval of DPIE for public exhibition to occur.

Attachments

1. Site Specific DCP for Campbelltown RSL (contained within this report)

CAMPBELLTOWN (SUSTAINABLE CITY) DEVELOPMENT CONTROL PLAN 2015



Volume 2

Site Specific DCP

Part 15: Campbelltown RSL

158-168 Queen Street, 1 Carberry Lane and 3 & 11 Cordeaux Street,
Campbelltown

Table of Contents

15.1 Application

15.1.1 Purpose of this Part

15.1.2 Relationship with Campbelltown (Sustainable City) DCP

15.2 Vision and Development Objectives

15.3 Development Objectives and Controls

15.3.1 Building, Design Orientation and Layout

15.3.2 Building Separation and setbacks

15.3.3 Building heights

15.3.4 Heritage Interface

15.3.5 Landscaping and Open Space

15.3.6 Circulation and Access

15.1 Application

This Development Control Plan (DCP) applies to land at 158-168 Queen Street, 1 Carberry Lane and 3 and 11 Cordeaux Street, Campbelltown being the land identified in Figure 15.1 below. The subject site comprises five (5) lots and is known legally as Lot 1 DP 558320, Lot 5 DP 1167855, Lot C DP 377836, Lot 4 DP 1167853 and Lot 2 DP 568986.

The land is situated in the Campbelltown CBD fronting Queen Street. The sites form part of the commercial core of the Campbelltown CBD which is largely made up of other small retail and commercial premises. The site is also located in close proximity to 'Glenalvon', a State Heritage Item.

The site is 8136.9sqm and is generally flat and has a large frontage to Queen Street. Queen Street is the main entry road to the Campbelltown CBD. The site is within 400m from the entrance to the railway station. Queen Street is a main bus route, and the site is well served by public transport.



Figure 15.1 – Land to which this part applies

15.1.1 Purpose of this Part

The purpose of this Part is to establish a supplementary planning framework (beyond the general provisions of the Campbelltown Sustainable City DCP) for achieving the Council endorsed proposal for the subject land (Campbelltown RSL) at 158-168 Queen Street, 1 Carberry Lane and 3 and 11 Cordeaux Street, Campbelltown, through the establishment of site specific objectives and controls. In doing so it provides a platform against which Council will assess future development applications for a mixed use development at the subject site.

The written controls are to take precedence over any figure or site diagram provided which are included to assist in understanding site context.

15.1.2 Relationship with Campbelltown (Sustainable City) DCP

This DCP forms part of the Campbelltown (Sustainable City) DCP ('CSCDCP') and provides additional controls and guidelines that apply specifically to development at 158-168 Queen Street, 1 Carberry Lane and 3 and 11 Cordeaux Street Campbelltown. Where a development control is not specified in this Part, development is subject to all other relevant controls of Volume 1 of the CSCDCP.

Where there is an inconsistency between this Part and any other provision of the CSCDCP, this Part applies to the extent of the inconsistency.

15.2 Vision and Development Objectives

Objectives

- To encourage a building form that is conducive to the creation of a vibrant, mixed use centre that provides a range of retail, business and residential uses.
- To provide a high level of ground floor activation, through site connections to streets and important places, pedestrian amenity, and new public domain in the City Centre.
- To provide a high quality mix of new dwellings to meet the changing demand for housing in Campbelltown.
- Encourage the use of a range of high quality building materials to make a positive contribution to the streetscape and amenity of the neighbourhood.
- Podium and tower relationships must retain pedestrian scale in the articulation and detailing of the lower levels of the building.
- Development is to achieve variety in architectural design and character and to provide a fine grain which enriches and enlivens the public realm.
- Create a fine-grained pattern of development which are generally oriented to maximise solar access.
- The siting and configuration of buildings must consider the impact on surrounding development and public spaces in terms of amenity, shadowing, visual privacy and view sharing for residential buildings.
- Ensure the building foyer is oriented to the street and are appropriately scaled to allow sufficient ground floor space for fine grain active frontages.
- Ensure that development complements the desired future character of the precinct and responds to the topography, natural features, orientation, street pattern, street width, existing development, heritage buildings, street block size, land use and protects important public view corridors.
- Ensure the development contributes to the realisation of the Re-imagining Campbelltown City Centre Master Plan.
- Landscape design is to be high quality and create interest and character through measures such as indigenous tree species, well integrated public art, pavement design and other appropriate elements.
- Public open space is to include native vegetation that connects native fauna habitat corridors to major open spaces and water bodies.

15.3 Development Objectives and Controls

15.3.1 Building Design, Orientation and Layout

Objectives

1. To create a sense of visual separation between buildings, podiums and tower levels.
2. To provide appropriate building separation to ensure privacy, access to light and ventilation and a high-quality visual outlook from residential apartments.
3. To establish a public realm and pedestrian network to enhance liveability and building siting and massing.
4. To encourage a city centre environment that is consistent with the Re-imagining Campbelltown City Centre Master Plan.
5. To be sensitive to the impacts of development on Mawson Park, Glenalvon House and the urban streetscape by encouraging design excellence and development suitable for all weather and seasons.
6. To activate street frontages to create a vibrant mixed use development with a high quality visual outlook.
7. To ensure that the development enhances the public domain, defines the streetscape and creates a physical and visible connection between built form and the public space.
8. To provide a high degree of articulation that establishes a fine grain frontage at ground/podium level.
9. To reinforce pedestrian comfort at street level, including a sheltered/shaded and attractive pedestrian environment.

Controls

- All development applications for new buildings shall be referred to the Campbelltown Design Excellence Panel prior to lodgement and before detailed design.
- All development proposals shall include public domain spaces which add to the visual and environmental amenity of the site and which are designed to maximise safety and security.
- Any development application for new building works or construction of the plaza shall include details showing the impact of potential or constructed development on 1 Cordeaux Street, Campbelltown (Lot 1 DP 628344) on the plaza area.
- Provide shade trees and establish windbreaks where possible from southerly and westerly winter winds.
- Accent lighting for the proposed building, shall be directed downward on to the building or object and not toward the sky or on to adjacent properties. Details shall be submitted with any development applications for new building works.

- The maximum building width for each individual tower shall not to exceed 40m.
- The street wall height must relate to the human scale. The podium height is to be between 2 and 4 storeys as generally shown in the images below.
- The street wall shall be designed to provide a well-modulated pedestrian experience at street level.
- Towers are to be located and designed to minimise overshadowing impact to open space.



Figure 15.2 – Desirable podium form

15.3.2 Building Separation and setbacks

Objectives

1. To reinforce street edges and the public domain.
2. To create a sense of visual distinction and separation between the podium and tower levels.
3. To ensure compliance with the Apartment Design Guide.

Controls

- A zero setback for podiums is to be provided to all street frontages to provide a strong built form and activation along all street frontages.
- The main building entry to Queen Street is to deliver a semi private and public space that creates a highly permeable pedestrian environment cognisant of the existing fine grain character of Queen Street.
- Tower setbacks of 4-6m are required for Queen Street. Tower design elsewhere is to provide for distinction between the tower and podium within the design detailing.
- Setbacks are to enhance amenity in terms of daylight, outlook, view sharing, ventilation, wind mitigation and weather protection.
- Building setbacks must also enhance the quality of the public domain in terms of wind mitigation and daylight access.
- A wind impact assessment report is to be provided with a development application for buildings.

15.3.3 Building heights

Objectives

1. To require a range of building heights that will provide a variety in built form and land use intensity across the development site.
2. To maximise solar access to the public domain, open space and pedestrian areas.
3. To minimise undesirable visual impact, disruption of views, loss of privacy and solar access to adjoining land.
4. To establish an interesting skyline.

Controls

- A range of building heights shall be provided to establish an interesting skyline with a variety of building heights.
- The skyline is to be sympathetic to the topography of the land.
- The building massing and arrangement of the skyline must carefully consider how the development makes a positive contribution to the city skyline.
- Buildings shall be located to maximise views from the city centre to significant heritage features and landscapes.

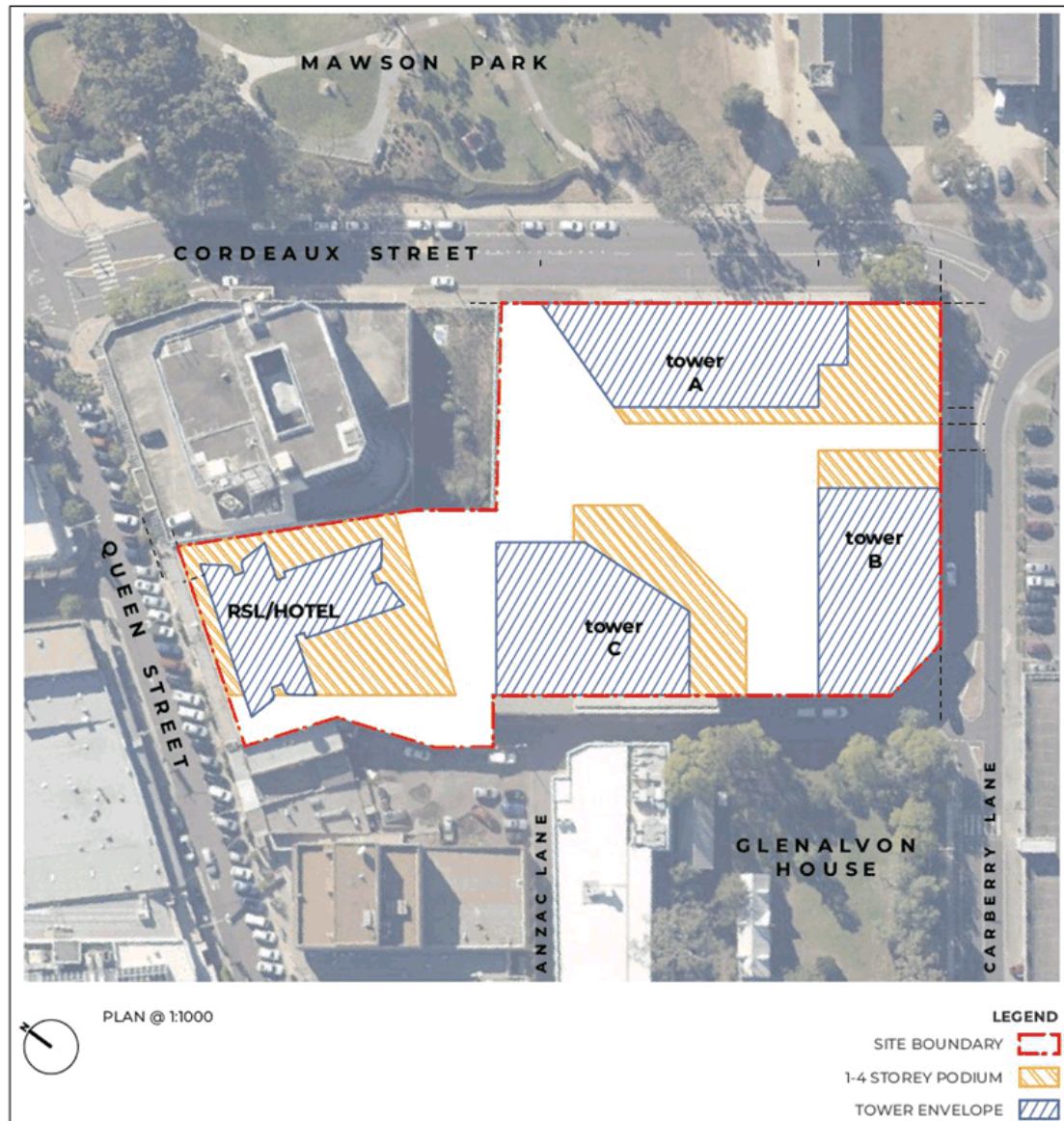


Figure 15.3 – One example of potential podium levels

15.3.4 Heritage Interface

Objectives

1. Provide an appropriate visual relationship with Mawson Park and Glenalvon House as seen from the site north-east and south-east interfaces.
2. Ensure the proposal provides opportunities to celebrate the nearby heritage items and create and enliven linkages between the new development and the historic sites within proximity of the site.

Controls

- Provide a north-south through site pedestrian link that will improve walkable linkages and connections between Mawson Park and Glenalvon House and that will contribute to the experience of visiting heritage items within the CBD.
- Respond to the interface with Mawson Park by providing an active frontage that addresses the Park.
- Respond to the potential interface and the potential to provide an opening at the rear of Glenalvon House by providing activation and opportunities for an alfresco dining precinct along Anzac Lane.
- Introduce architectural design features and changes in materiality to respond to the heritage significance of Mawson Park and Glenalvon House.
- Design buildings to respond to the pedestrian desire lines between Mawson Park and Glenalvon House.
- The interface with Mawson Park is to break down any large areas of built form to articulate the building and create a fine grain appearance to this aspect. Should a single built form front Mawson Park then it must be designed with a variety of materials and architectural styles that provide visual relief to this interface. A large solid homogenous built form to interface Mawson Park is not acceptable.
- Avoid locating "back of house" services and carpark entries in the vicinity of the heritage items to ensure there are minimal impacts.
- Overshadowing of heritage listed gardens/items shall be minimised by careful location and distribution of towers and their heights.

15.3.5 Landscaping and Public Open Space

Objectives

1. To establish a useable area of public open space to cater for the amenity of future residents, workers and visitors.
2. To allow for passive recreation opportunities, catering for a broad range of activities and intergenerational needs.
3. To facilitate community interaction and gathering for local residents, workers and visitors.
4. To provide public open space with good solar access and high standards of amenity.
5. To activate the edge of the public open space to encourage safe and legitimate use of the open space and foster passive surveillance.
6. To ensure sufficient deep soil to enable the growth of large trees within open space and buffer areas/heritage interface.
7. To ensure safety and security of users and residents associated with the usage of the open space.
8. To ensure open space is appropriately landscaped with hard and soft materials, street furniture, trees, planting, and walking paths.
9. To encourage and enable the provision of public art.

Controls

The development site is to include:

- A minimum of 500m² of publicly accessible entertainment plaza space. This site shall include the provision of utility services and street furniture to facilitate the functioning of the plaza. Details shall be provided at the development application stage.
- A pedestrian connection is to be provided from Cordeaux Street through to Anzac Lane.
- A pedestrian connection is to be provided from Queen Street through to Anzac Lane.
- The provisions of the Campbelltown (Sustainable City) Development Control Plan included in Part 2, 2.13 must be addressed in a future development application. These controls relate to the requirements of Crime Prevention Through Environmental Design.
- Development applications shall include details of lighting to spaces to provide safety to pedestrians and embrace the principles of crime safety through environmental design.
- All development applications that provide or interact with the public domain shall include details of public art.



Figure 15.4 – Potential location of through site links

15.3.6 Circulation and access

Objectives

1. To prioritise pedestrian and public amenity throughout the development.
2. Provide convenient, efficient and safe access for vehicles, services (including deliveries and waste), pedestrians and cyclists.
3. To minimise the impact of vehicle accessways from the public domain.
4. Encourage residents to walk or cycle, in preference to using motor vehicles, as a way of gaining access to schools, shops and local community and recreation facilities.

Controls

- Provide a pedestrian connection through the site from Cordeaux Street to Anzac Lane in a form that enables a visual connection between Mawson Park and Glenalvon House.
- Provide a high quality public domain with awnings to create a pedestrian friendly and weather protected environment.
- A basement setback is not required.
- Access to the basement car parking is from Anzac Lane to reduce the impact of vehicle crossings on the public domain.
- All development applications for land uses that have public access shall include details of measures to be incorporated to reduce reliance on private vehicular transport.

A Division was recorded in regard to the Resolution for Item 8.2 with those voting for the Motion being Councillors G Brticevic, M Oates, M Chowdhury, K Hunt, D Lound, R Manoto, B Gilholme, M Chivers, P Lake, B Moroney, W Morrison, B Thompson, G Greiss and T Rowell.

Voting against the Resolution were Nil.

024 The Motion on being Put was **CARRIED** unanimously.

Meeting note: Having declared an interest in Item 8.3 Councillor Gilholme, Councillor Greiss and Councillor Lound left the meeting at 6:44 pm and did not take part in the discussion or vote on the matter.

8.3 Request to Exhibit a Site Specific Development Control Plan for the Campbelltown RSL Planning Proposal

It was **Moved** Councillor Brticevic, **Seconded** Councillor Thompson:

1. That Council endorse the public exhibition of proposed amendment no. 12 to the Campbelltown (Sustainable City) Development Control Plan which seeks to add Part 15 'Site Specific Development Control Plan – Campbelltown RSL' to volume 2, as shown in attachment 1 to this report.
2. That subject to Council endorsement, the Site Specific Development Control Plan be forwarded with the Planning Proposal to the Department of Planning, Industry and Environment for their endorsement prior to public exhibition in accordance with the Gateway Determination.
3. That all land owners be advised of the decision.

A Division was recorded in regard to the Resolution for Item 8.3 with those voting for the Motion being Councillors G Brticevic, M Oates, M Chowdhury, K Hunt, R Manoto, M Chivers, P Lake, B Moroney, W Morrison, B Thompson and T Rowell.

Voting against the Resolution were Nil.

025 The Motion on being Put was **CARRIED** unanimously.

Meeting note: At the conclusion of the discussion regarding Item 8.3 Councillor Gilholme, Councillor Greiss and Councillor Lound returned to the meeting at 6:48 pm.