



CAMDEN COUNCIL

PLANNING PROPOSAL

**Amendment to Camden LEP 2010 in relation to
the Landturn 'Triangle' Site at
339 Camden Valley Way, Narellan**

November 2011

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Introduction

Landturn Pty Ltd owns a 7.28 hectare site in the heart of the Narellan Town Centre. The site adjoins the Narellan Town Centre Shopping Centre Site and both sites are in common ownership. Landturn has recognised the opportunity to extend the existing Narellan Shopping Centre northwards into the site and has prepared a preliminary urban design vision that suggests the site could accommodate approximately 45,000 sqm of additional floorspace and new public domain opportunities. A site plan is provided in **Appendix 1**.

A retail demand study prepared by Deep End Services on behalf of the landowner and peer reviewed by Hill PDA on behalf of Council indicates that there is a shortfall in the provision of retail floorspace to meet the needs of existing and future residents of Camden. Therefore, the proposed expansion of Narellan Town Centre is supported as it will facilitate the creation of local jobs and is unlikely to undermine existing or proposed retail centres. The Deep End Services retail demand study is provided in **Appendix 2**. The Hill PDA peer review of the Deep End Services study is provided **Appendix 3**.

The site is currently zoned 'B5 – Business Development' under the provisions of Camden LEP 2010 and retail floor space is limited to 11,300 sqm. It is proposed that the site be rezoned to 'B2 – Local Centre' and the limit on retail floorspace be removed.

A map showing the location of the proposed site is provided in Figure 1 below.



Figure 1 – Location Map

Council has considered the proposal to rezone the land to allow expansion of the Narellan Town Shopping Centre and has provided 'in principle' support given the strong evidence of an undersupply of retail floorspace in this area and the opportunity to create local jobs. As a result, this planning proposal is being forwarded to the Department of Planning and Infrastructure for a Gateway Determination. If Council receives a Gateway Determination that supports proceeding with the planning proposal, then Council will require the landowner to undertake a number of planning studies. These planning studies are likely to include:

- traffic, access and parking;
- economic impact assessment;
- noise;
- stormwater and drainage; and
- urban design principles.

Council also expects that it will need to undertake consultation with a range of State Government agencies (outlined later in this planning proposal).

Following completion of these further studies, Council intends to undertake a planning process that may include a charette or workshop to review the planning controls related to all land zoned B2 – Local Centre in the Narellan Town Centre to ensure that they are suitable to achieve the desired outcomes and objectives for this area. This may include consultation with adjoining landowners. It is intended that this planning process would result in a draft DCP for the B2 – Local Centre lands. Important issues that will be considered as part of this planning process are traffic, access and parking arrangements within Narellan and urban design/built environment outcomes including building heights and the proposed pedestrian bridge across Camden Valley Way.

Following completion of a draft DCP, a report will be presented to Council to allow consideration of the draft DCP and (possibly amended) planning proposal prior to placing on public exhibition for a period of 28 days.

Council is therefore seeking a Gateway Determination to indicate whether there is support for proceeding with the planning proposal. It is suggested that should this Gateway Determination recommend proceeding with the planning proposal, it should specify those State and Commonwealth agencies to be consulted and the further planning studies to be undertaken. It is also recommended that the Gateway Determination provide sufficient time for planning studies to be prepared (approx 3 months) and a planning process to be undertaken (approx 2 months) prior to a Council report being prepared and a public exhibition being undertaken (approx 3 months). It is therefore suggested that the Gateway Determination should provide a minimum of 12 months for Council to finalise the planning proposal and submit to the Department for the plan to be made.

Council will require the landowner to fund the preparation of any further planning studies required. If the landowner decides not to fund any further planning studies, then Council will not proceed with this planning proposal. In the event that this occurs, Council will write to the Department and inform them of this decision.

Part 1 - Objectives or Intended Outcomes

It is intended to allow the existing Narellan Town Shopping Centre to expand north of Camden Valley Way on to the Landturn 'triangle' site to establish an integrated and connected centre that encompasses both sides of the road. This will enable the provision of higher order retail facilities, creation of local jobs and improvements in the public domain surrounding Camden Valley Way.

The proposal includes a bridge over Camden Valley Way to connect both parts of the shopping centre to ensure pedestrian access is safe and convenient. It is intended to amend Camden LEP 2010 to enable the pedestrian bridge to be a permissible use.

A series of conceptual 'artist impression' drawings are provided in **Appendix 4** and demonstrate the landowners vision for the future development of the site.

The indicative retail floorspace (net lettable area) on the site could be approximately 45,000 sqm and would result in the expanded shopping centre having a total (existing and proposed) retail floor space of approximately 88,250 sqm, being a net increase of 53,380 sqm.

Part 2 - Explanation of Provisions

The site is currently zoned B5 'Business Development' under Camden LEP 2010, while the adjoining Camden Valley Way road reserve (at the location of the proposed pedestrian bridge) is zoned SP2 'Infrastructure'. Extracts of the LEP maps as they relate to the site are reproduced in Figure 2 below.

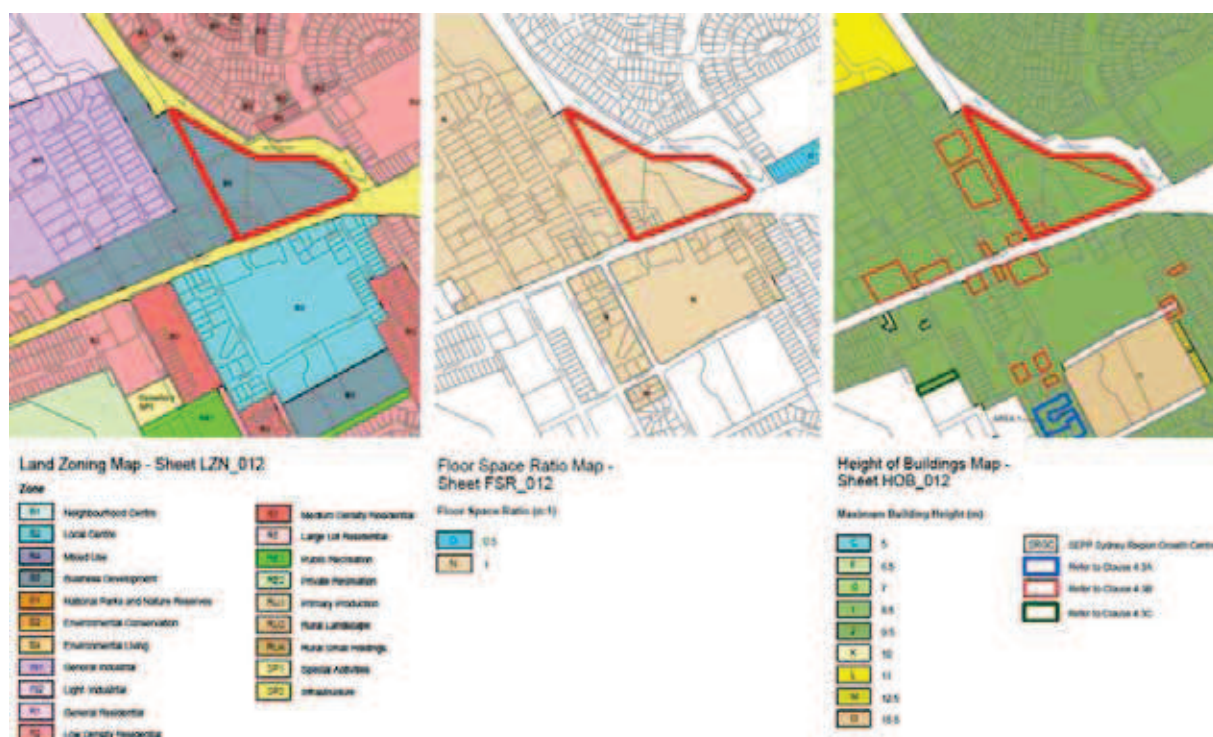


Figure 2 – Current Zoning Maps

It is proposed to amend Camden LEP 2010 as follows:

1. Rezone the site and the adjoining part of Camden Valley Way to 'B2 Local Centre';
2. Amend the relevant Height Control Map to specify a maximum height of 20 metres on the subject site, the adjoining part of Camden Valley Way and the site of the existing Narellan Town Centre Shopping Centre. A planning process will be undertaken to establish DCP controls in relation to height guidelines that will satisfy streetscape and urban design objectives;
3. Amend the relevant Floor Space Ratio Map to allow an FSR of 1:1 across the Landturn 'triangle' site, including the former road reserve on the north eastern part of the site.

Proposed zoning, height and floor space maps are presented in Figure 3 below. No changes to the Minimum Lot Size Map are envisaged. However amendments to Schedule 1 of LEP 2010 and Part D of Camden DCP 2010 will also be required in response to, and to reflect, the new proposed LEP provisions.

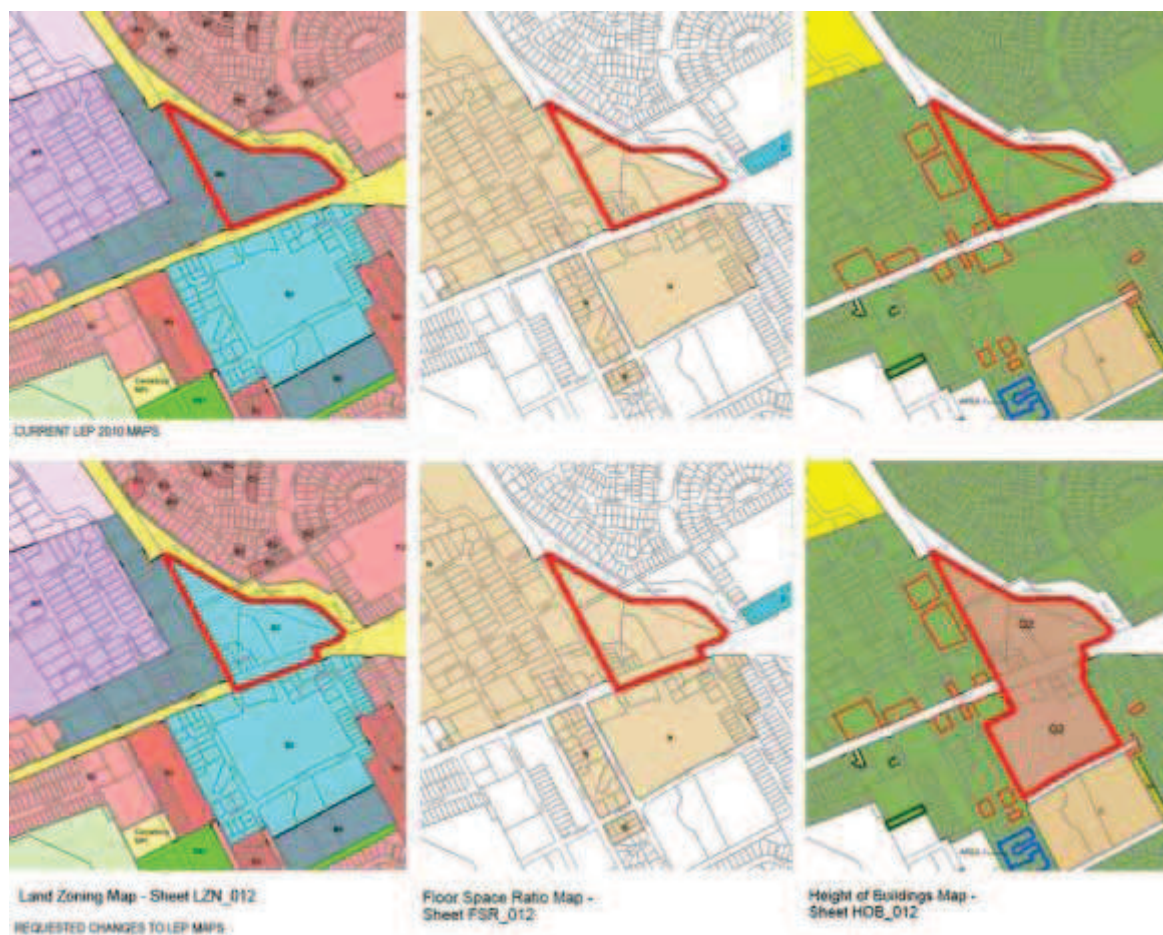


Figure 3 – Proposed Zoning Maps

Part 3 – Justification

Since the original planning for the site in 2004, a number of matters of significance have become apparent:

1. Since 2004 the South West Growth Centre has become firmly established. The findings of retail and commercial floorspace investigations associated with the rezoning of the Leppington Town Centre (as part of The Austral and North Leppington Precincts exhibition) have identified shortfalls in floor space provision that necessitate the need to review the current suite of zones and development standards that apply to town centre lands within the Camden LGA;
2. In many respects the 2004 Narellan masterplan that has been the foundation upon which the current LEP 2010 controls and maps are based has been superseded by the final design, configuration and construction of the Narellan Bypass and Camden Valley Way. The road design limits access and prohibits on-street parking; making obsolete the subsequent LEP and DCP controls and

much of the desired future character for the centre;

3. The design of retail and commercial design has evolved such that the current controls on building siting and height no longer meet contemporary demands;
4. There is an opportunity to configure and focus the distribution of retail premise floorspace within the town centre to accomplish a coordinated masterplanned development by linking the site with the existing Narellan Town Centre Shopping Centre across Camden Valley Way;
5. Development of new suburbs and residential areas in close proximity to the Narellan Town Centre has commenced. New households and residents will require the provision of additional retail premise floorspace to enable objectives that seek convenient access to centre based services and employment to be achieved; and
6. In this context, the retail floor space cap of 11,300 sqm within the subject site prevents convenient access by residents to appropriate levels of well-designed retail premise floor space commensurate with future population demand within the catchment of the Narellan Town Centre.

As a result, it is proposed to amend the existing planning controls to facilitate development of an expanded Narellan Town Shopping Centre that is integrated, connected and contributes to improvement of the Camden Valley Way public domain.

Section A – Need for the planning proposal

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

The proposal has not been the result of a specific strategic study or report. However there are a number of recent State Government strategic initiatives, objectives and investigations that have an impact on the potential future use and zoning of the site, and the planning proposal responds to these initiatives and objectives. These strategies are discussed in Section B below.

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

Yes. The planning proposal is the most appropriate method to enable the planning controls to be amended for the site to facilitate the proposed development. Other methods investigated will not achieve the intended result that is sought. Other options identified include:

- (i) A development application accompanied by use of Clause 4.6 (a request for an exception to the height and floor space cap standards) and Clause 5.3 (development of the pedestrian link over the SP2 zoned road reserve – development near zone boundaries) of Camden LEP 2010.

As long as retail premises remain a permissible use in the B5 zone, the 11,300 sqm floor space cap is a standard, not a prohibition. It thus enables contemplation of the use of Clause 4.6 to achieve the desired floor space and height. However, this option is not considered viable as the request

for an exception to the floor space standard would be significant, and would exceed generally accepted parameters for the consideration of such matters.

- (ii) Await a review of the Camden LEP 2010 in the future. However, the process whereby the proponent awaits a review at an unknown time introduces uncertainty in terms of timeframe and outcome.

3. Is there a net community benefit?

Yes. A Net Community Benefit Test is included in **Appendix 5**. However, a further Economic Impact Assessment is proposed to be undertaken as a 'further study' following Gateway determination.

The Net Community Benefit Test notes that the outcomes of the planning proposal will be:

- an increase in the supply of locally based retail floorspace within the Camden LGA to meet the needs of existing and new residents;
- an increase in employment opportunities in the Camden LGA in one of the most significant employment sectors (retail) in the South West Subregion;
- support for existing and potential public investment in public transport;
- encouragement of the use of bicycles and walking as viable modes of transport, facilitating healthy communities;
- a reduction in travel distances and potential car use required to access facilities, services and employment promoting sustainability, air quality, reduced road congestion, reduced household transport costs and a reduction in greenhouse emissions;
- investment in construction and creation of short and long term employment opportunities; and
- effective use of a large underutilised parcel of land located within an established town centre with access to complementary and support activities, existing public transport and all necessary infrastructure.

Section B – Relationship to Strategic Planning Framework

4. 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)?

Yes. There are a number of State Government Strategies and Policies that provide the strategic context for the development of the Precinct. They comprise:

- The NSW State Plan 2021;
- The Metropolitan Plan for Sydney 2036;

- The Draft South West Subregional Strategy; and
- The Draft Centres Policy 2009.

The NSW State Plan 2021

The planning proposal is consistent with many of the 32 goals in the five strategies of the Plan; particularly with regard to providing quality transport services, building liveable centres and growing business investment. This is detailed in **Appendix 6**.

The Metropolitan Plan for Sydney 2036

The planning proposal contributes to the achievement of a number of the Plan's strategic directions and objectives. This is detailed in **Appendix 7**.

Draft Subregional Strategy

The Draft Subregional Strategy sets an employment capacity target of 208,500 jobs, an increase of 89,000 jobs (+74%) from 2001. It recognises that the Narellan Town Centre has a strategic role within the subregion, and that this role will evolve as urban development proceeds. Specifically, it:

- includes key directions on intensifying areas around retail centres and strengthening centres with public transport (p. 9);
- identifies Narellan as a Town Centre within the Centres' Hierarchy below Campbelltown/Macarthur and the new planned centre at Leppington (p.13);
- recognises that the Landturn 'triangle' site will accommodate retail and other uses to support the centre (p.33);
- recognises that Narellan is a retail based industry concentration accommodating over 2,000 jobs (p. 37);
- notes that Narellan is located at the convergence of four main roads that, while offering good access, and making the Centre an important regional transport node, segment the centre (p.62);
- presents a 'Desired Future Character' statement as follows: "*The construction of Narellan [provides] an opportunity to develop a main street along Camden Valley Way – with complementary activities either side of it – and revitalisation of key sites. A new public transport interchange is to be developed on Camden Valley Way. Narellan is planned to become a focus for the developing urban areas of Spring Farm, Elderslie, Harrington Park and Oran Park.... Narellan should develop complementing Camden Town Centre, rather than competing or duplicating functions*". (p.62);
- recognises that "*Narellan... will change with significant new residential development at Elderslie, Spring Farm, Harrington Park, Oran Park and Turner Road, and the completion of the Narellan Bypass*" (p.64); and
- recognises the strong public transport link between Camden/Narellan and Campbelltown/Macarthur and opportunities to increase public transport use and improve services (p.89).

The Draft Subregional Strategy presents a number of objectives. The planning proposal contributes to the achievement of these objectives. This is detailed in **Appendix 8**.

Draft Centres Policy 2009

The planning proposal responds to the six key principles of the Draft Policy as follows:

- it seeks to focus retail and commercial activity in the existing Narellan Town Centre facilitating the efficient use of transport and other infrastructure, proximity to labour markets, and to improve the amenity and liveability of the centre;
- it seeks to introduce flexibility to enable the centre to grow, and enable the new centre at Leppington to form;
- community demand for floor space has determined the need for additional retail floor space;
- it seeks to promote a planning system that ensures that the supply of available floorspace always accommodates the market demand, to help facilitate new entrants into the market and promote competition;
- it seeks to promote a planning system that supports a wide range of retail and commercial premises in all centres (Narellan, Leppington, Campbelltown-Macarthur, Camden and the South West Growth Centre), contributing to ensuring a competitive retail and commercial market; and
- the development vision proposes a well-designed retail and commercial facility to ensure it contributes to the amenity, accessibility, urban context and sustainability of the Narellan Town Centre.

A Net Community Benefit Test has been for the planning proposal against the 'suitability criteria' presented in Part 8 of the Draft Policy. This is provided in **Appendix 5**. The assessment concludes that the proposed rezoning will provide a net community benefit.

5. Is the planning proposal consistent with the local council's Community Strategic Plan or other local strategic plan?

The planning proposal is consistent with Camden Council's Strategic Plan Camden 2040.

6. Is the planning proposal consistent with applicable state environmental planning policies?

The planning proposal is consistent with applicable state planning policies.

Draft SEPP (Competition) 2010

The planning proposal is also relevant to the Draft SEPP (Competition) 2010.

The aims of the Policy are:

- (a) to promote economic growth and competition, and
- (b) to remove anti-competitive barriers in environmental planning and assessment.

Being a Draft SEPP that has been subject to exhibition and consultation, it would be a matter for consideration in the assessment of any development applications submitted as an outcome of this proposal.

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

The planning proposal is consistent with applicable Ministerial Directions.

S.117 Direction	Contents	Planning Proposal	Consistent
1.1 Business and Industrial Zones	Planning proposals must encourage employment growth in suitable locations, protect employment land in business and industrial zones, and support the viability of identified strategic centres.	The planning proposal provides increased employment opportunities and has no impact on employment zoned land. It responds to a recognised shortfall in the provision of retail floorspace and will have no impact on surrounding existing and planned new centres.	Yes
3.4 Integrating land use and transport	Planning proposals must be consistent with DUAP publications "Improving Transport Choice" and "The Right Place for Business and Services".	The planning proposal is consistent with these documents in providing opportunity for development of a new retail floorspace within the established Narellan Town Centre in an area well served by existing infrastructure, transport and services.	Yes
4.1 Acid Sulphate Soils	The relevant planning authority must consider the Acid Sulphate Soils Planning Guidelines adopted by the Director-General of the Department of Planning when preparing a planning proposal that applies to any land identified on the Acid Sulphate Soil Risk Maps prepared by the Department of Natural Resources.	Detailed investigation will be undertaken at the time of making an application for development consent.	Yes
6.3 Site Specific Provisions	The objective of this direction is to discourage unnecessarily restrictive site specific planning controls.	The proposed LEP zoning, height and FSR standards are not considered to be particularly restrictive and therefore are consistent with this Direction.	Yes
7.1 Implementation of the Metropolitan Plan for Sydney 2036	The objective of this direction is to give legal effect to the vision, transport and land use strategy, policies, outcomes and actions contained in the Metropolitan Plan for Sydney 2036.	The planning proposal is considered to be consistent with the Plan as described in Question 4 above.	Yes

Section C – Environmental, Social and Economic Impact

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

Given the modified character of the site, there is no likelihood of any adverse affect on any critical habitat or threatened species, populations or ecological communities, or their habitats, as a result of this proposal.

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

The planning proposal will result in a future development of the site that may have the following environmental impacts:

- access, traffic and parking;
- noise;
- visual;
- built form and architectural character;
- energy consumption;
- streetscape and public domain character; and
- safety and security.

Preliminary observations suggest that the character of the site, particularly its significant modification, its frontage to major roads and its minimal interface with adjoining land uses should ensure that any environmental impacts are minimal and manageable. Should the planning proposal receive a Gateway determination to proceed, Council will require a number of planning studies to be undertaken to understand the site planning issues. A planning process will be undertaken in consultation with the landowner to respond to the site issues and prepare a DCP with planning controls that manage environmental impacts.

Additionally, a thorough assessment of the environmental impacts will be undertaken in accordance with S.79C of the *Environmental Planning and Assessment Act* when details are known following lodgement of the development application, should the planning proposal result in gazetted amendments to Camden LEP 2010.

10. How has the planning proposal adequately addressed any social and economic affects?

Comment on potential social effects, and in particular the potential community benefits, is provided in this planning proposal and particularly the Net Community Benefit Test in **Appendix 5**. Council will also be requiring an Economic Impact Assessment to be undertaken for the planning proposal should a Gateway Determination be received to proceed with the proposal. The Hill PDA peer review report prepared on behalf of Council contains a number of criteria to be addressed in the Economic Impact Assessment, provided in **Appendix 3**.

In summary:

- the site has access to public transport (buses) and the development will encourage walking and cycling thereby reducing dependence on private vehicles and enhance and provide improved access by the community to employment and a broader range and choice in retail and commercial facilities in the Camden LGA; and
- development of the site will provide additional employment opportunities within a significant employment sector (retail) within the South West Growth Centre.

A retail demand analysis prepared by Deep End Services and peer reviewed by Hill PDA concluded the following:

- The population within the existing catchment for the Narellan Town Centre will grow from 86,660 people to 205,827. A retail floorspace supply-demand analysis points to a looming undersupply of retail floorspace in the future;
- Beyond the catchment to the north, the catchment of the future Leppington Major Centre will be 241,500 persons, which will comfortably support the development of the Leppington Town Centre. It is apparent that that the planned centre and floorspace provisions in the South West Growth Centre will be deficient to meet the higher order needs of this area;
- Given the overall floorspace provisions and demand levels, the rezoning will not undermine, deter or delay investment in the major centre of Leppington or impact on the Macarthur – Campbelltown Major Centre.

Section D – State and Commonwealth interests

11. Is there adequate public infrastructure for the planning proposal?

Public Infrastructure encompasses:

- public transport;
- civil infrastructure (sewer, stormwater, power, potable water, gas);
- emergency services; and
- road access.

Public Transport

It would be expected that an intensification of activity would require review and possible augmentation of public transport services. Currently existing services are underutilised and level of service reflects the low patronage. However, as the South West Growth Centre progresses, particularly the neighbouring suburbs of Oran Park and Gregory Hills (and their respective employment centres) in the short term, and the Leppington Town Centre and Railway Station to the north in the longer term, public transport networks servicing the Camden LGA will improve to meet the new demands placed upon them by

new residents and activities. In this context development of the site can capitalise on (and assist justification in) Government investment in improvements in transport infrastructure.

Civil Infrastructure

All civil infrastructure networks serve the site. The existing networks in the vicinity of the site and town centre are currently being improved. In particular improvements to trunk water infrastructure are underway in the vicinity of the Narellan Town Centre Shopping Centre. The proposed intensification of activity within the site will increase demands on civil infrastructure. However the current development controls and standards envisage a significant amount of floor space within the site, which is yet to be realised. While the planning proposal will change the nature of the use and intensity, the extent of increased demand upon infrastructure will be minimal and within reasonable expectations of the requirement to augment services to accommodate development of this nature. Augmentation of services will require resolution via discussion with relevant agencies and corporations.

With regard to stormwater, two existing stormwater drainage routes bisect the site. Comprehensive stormwater modelling will be required to ensure that there are no impacts on downstream infrastructure by any potential increase in stormwater discharging from the site. A further study will be required should a Gateway Determination be received to proceed with the planning proposal.

Emergency Services

Existing fire and police emergency services are located in Narellan and can effectively service the site.

Road Access

The site is bound on all three sides by major roads under the jurisdiction of the NSW Roads and Maritime Services and the roads currently have capacity to accommodate increased volumes, particularly as a result of the recent construction of the Narellan By-pass that adjoins the site and the upgrading of Camden Valley Way underway at this time. The Northern Road will also be upgraded in the future as the development of the Growth Centre progresses. Amendments and improvements to the existing and approved intersections to accommodate the increased volumes of traffic accessing and egressing the site are expected. This will require liaison with, and concurrence of, NSW Roads and Maritime Services. A further study regarding access, traffic and parking will be required should a Gateway Determination be received to proceed with the planning proposal.

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

As part of the Gateway Rezoning process Council will consult with a range of government agencies that are relevant. No consultation with Commonwealth authorities has been undertaken to date on the planning proposal.

The following state agencies are proposed to be consulted with:

- NSW Transport – Roads and Maritime Services;
- Sydney Water; and
- Endeavour Energy.

Part 4 – Community Consultation

Should a Gateway Determination be received that supports proceeding with the planning proposal, Council will first require some further planning studies to be undertaken. Council will then undertake a planning process to consider the planning controls required for the subject site, in addition to land within the Narellan Town Centre that is zoned B2 – Local Centre to ensure that Council is satisfied that the planning controls will support achievement of the desired outcomes. This may include consultation with surrounding land owners in the form of a charette or workshop, which is yet to be decided. Following preparation of a draft DCP, Council will publicly exhibit the planning proposal and draft DCP to consult the community. It is recommended that the plans be publicly exhibited for a period of 28 days.