

Planning Proposal -Caledonia Precinct (Bensley, Mercedes and Oxford Roads, Ingleburn) Campbelltown City Council

Planning Proposal (PP)

Caledonia Precinct

Background

The East Edge Scenic Protection Lands form a strategic transitionary landscape unit located between the eastern urban edge of Campbelltown City and the proposed "Georges River Parkway" (Road). The Landscape Unit has been the subject of numerous scenic landscape and urban capability investigations over recently years. Most recently, at the Council meeting of 21 June 2016, Council reinforced the broad-ranging development principles for the future of the Landscape Unit, including the East Edge Scenic Protection Lands – Ingleburn – EE2 (inclusive of the Caledonia Precinct).

The subject principles applying to the Caledonia precinct in summary include:

- Any future developments within the precinct should reflect a transition from the existing residential density (generally 500sqm) to large lot residential development of 1,000sqm and 2,000sqm allotments.
- Retention/management of remnant woodland and reinstatement of an informal rural /woodland verge character of perimeter roads should be pursued where practical.

These principles have evolved during the review of a Planning Proposal Request (PPR) submitted for the part of the Ingleburn EE2 precinct known as the Caledonia Precinct.

Existing situation

The site comprises some 17.65 hectares of rural residential land generally bounded by Mercedes Road, Bensley Road and Oxford Road. It forms part of the eastern edge of the suburb of Ingleburn and part of a landscape unit which is known as the East Edge Scenic Projection Lands or 'the Edgelands'. Generally, to the immediate east is the reservation of the proposed 'Georges River Parkway' (Road), which forms a clear divide to the densely vegetated George River environs.

Some two kilometres to the west of the site is the Ingleburn Town Centre, Industrial Precinct and transport hub focused on Ingleburn Railway Station.

An aerial photograph extract of the subject site in its immediate context is produced below.



Figure 1 – Subject site and immediate locality

The real property description of the land is as follows:

- Lot 41 DP 1021880 (No. 26 Mercedes Road)
- Lots 55-68 (inclusive) Sec A2 DP 2189 (No. 28 Mercedes Road)
- Lot 25 DP 617465 (No. 9 Daimler Place)
- Lot 2 DP 550894 (No. 308 Bensley Road)
- Lot 1 DP 597774 (No. 306 Bensley Road)
- Lot 2 DP 597774 (No. 304 Bensley Road)
- Lot 3 DP 597774 (No. 302 Bensley Road)
- Lot 47 DP 595243 (No. 300 Bensley Road)
- Lot 4 DP 261609 (Oxford Road) & Lot 1 DP 261609 (No. 233 Oxford Road)

The site has a general open scattered remnant woodland, rural - residential character, a dominant feature being the informal grouping of tress which creates a distinct natural edge to Bensley and Oxford Roads.

Further, the site transitions into more heavily vegetated land to the immediate north and east and generally open rural residential land to the immediate south east and an operational poultry farm. The western interface comprises low density and medium density residential development. The perimeter roads (Mercedes and Oxford Roads) form the only connectivity with the existing residential communities.

The site has access to reticulated service provision, excluding sewer.

Part 1 – Objectives or Intended Outcomes

The objective of the planning proposal (PP) is to amend Campbelltown Local Environmental Plan 2015 (CLEP 2015) so as to facilitate the development of the subject land holding for principally low density residential purposes together with support public recreation opportunities and infrastructure provision.

In seeking to realise such objective the PP aims to deliver the following outcomes:

- a transition in residential densities and building typologies from the existing urban edge to the interface with the proposed "Georges River Parkway"
- conservation of the most significant on-site vegetation
- enhanced water quality outcomes
- preserve that part of the proposed Georges River Parkway reservation which impacts the site
- retention and embellishment of the exiting rural verge on the perimeter roads
- minimisation of potential heritage impacts and implementation of a relevant conservation strategy
- augmentation and reticulation of all essential services.

Part 2 – Explanation of provisions

2.1 Proposed amendments to CLEP 2015

It is proposed that CLEP 2015 be amended to reflect the envisaged land use distribution across the site. In this regard the following zoning controls are proposed:

- R2 low density residential from the exiting urban edge
- R5 large lot residential generally for the road frontage perimeter of the site
- RE1 for the open space area generally aligning with the area of vegetation to be retrained and storm water management control point.

The proposed Zoning Map in annexure 1 reflects the above.

It is noted that the SP2 - Infrastructure Zone is to be retained where it aligns with the proposed Georges River Parkway Reservation (Road).

The proposed Minimum Lot Size Map in annexure 2 reflects lot sizes commensurate with the above referenced residential zones as follows;

- R2 low density residential 500sqm
- R5 large lot residential 1000 and 2000 sqm

The Maximum Building Height Map at nine metres is to remain unchanged.

The Land Reservation Acquisition Map is also to remain unchanged.

It is also proposed to introduce a local clause for the Caledonia Site under CLEP 2015 (as shown in annexure 3), the clause shall relate to the preparation of a Development Control Plan which addresses the following elements of the Vision for Caledonia beyond the principal development controls in CLEP 2015 as proposed to be amended:

- a transition in residential densities and building typologies from the existing urban edge to the interface with proposed Georges River Parkway
- conservation of the most significant on-site vegetation
- enhanced water quality outcomes
- preservation of that part of the proposed Georges River Parkway reservation which impacts the site
- retention and embellishment of the exiting rural verge on the perimeter roads
- minimisation of potential heritage impact and implementation of a relevant conservation strategy
- the servicing of the land.

Additionally, dual occupancy (attached) development is to be controlled in the R5 Large Lot Residential zone by amending clause 2.6 by introducing a reference to the m subdivision lot size as follows:

(3) Development consent must not be granted for the subdivision of land on which an attached dual occupancy is situated in the R5 large lot residential zone, if the subdivision would result in two dwellings situated on separate lots, unless the

resulting lots are not less than the minimum size shown on the Lot Size Map in relation to that land.

Part 3 – Justification

Section A - Need for the planning proposal

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

The PP is not the result of a strategic study or report. It is however, consistent with a recent review of the planning provisions for the subject locality (Council meeting of 21 June 2016).

It is noted that the PPR submitted in respect of the subject land is a professionally compiled report supported by a range of specialist studies.

The supporting reports address the following specific area;

- storm water management
- traffic management and accessibility
- service infrastructure provision
- ecology (as amended)
- heritage
- bushfire hazard
- odour impacts
- preliminary Concept Plan
- planning framework compliance.

The subject reports are included in the PPR.

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

The planning proposal is considered to be the best means of achieving the planning objective and intended outcomes detailed in Part 1. There are no other relevant means of accommodating the proposed development than to amend CLEP 2015 as promoted by this PP.

Section B - Relationship to Strategic Planning Framework

3. 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 sub-regional planning framework is under review as the Greater Sydney Commission seeks to overhaul previous sub-regional planning initiatives and recent issue specific planning exercises.

The PP is importantly not inconsistent with the relevant areas of the former draft Sub-Regional Planning Strategy and in particular the dwellings target objectives and general locational criterion.

4. Is the planning proposal consistent with the local Council's Community Strategic Plans?

Campbelltown Community Strategic Plan 2013 - 2023

This overarching Council/Community Strategic Plan represents the principal community outcome focused strategic plan guiding Council's policy initiatives and actions.

The PP at a generic level maybe considered to not be inconsistent with the relevant objectives headed accordingly;

- a sustainable environment
- a strong economy
- an accessible city
- a safe, healthy and connected community.

Draft Campbelltown Local Planning Strategy 2013

The Edgelands is identified as a sensitive landscape unit which provides limited environmental living opportunities in the form of large lot residential development which has regard to the general bushland character.

They are identified to fulfil a transitional function between the urban edge and heavily vegetated extensive Georges River 'foreshore areas'; it being noted that 'requests for smaller residential/rural – residential/lifestyle housing development need to be balanced with the existing rural character and prevailing environmental quality of the area'.

Opportunities for limited 4,000sqm and large lot environmentally sensitive residential development were flagged to represent the general expectation in the fringing woodland areas. The strategy is less definitive in respect of the more open areas contiguous with existing urban communities. These areas may have some form of potential for transitionary urban development as reflected in the Preliminary Concept Plan accompanying the PPR and Council's acknowledgement in its Planning Policy Position for the subject precinct, adopted at its meeting on 21 June 2016.

The PP is consistent with the above-mentioned Planning Policy Position.

Campbelltown Residential Development Strategy 2013

The Campbelltown Residential Development Strategy provided a broad strategic plan for delivering sub-regional housing supply objectives at a local level. It is heavily focused on urban renewal/infill areas and major Greenfield urban release areas.

Some passing reference is made to lifestyle housing opportunities. It does not however, address in any detail the transitionary fringe rural/urban interface areas.

The PP could be considered to be consistent to the extent of fulfilling underpinning housing supply and housing diversity objectives.

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

The planning proposal is consistent with applicable State Environmental Planning Policies. See Table 1 below;

State Environmental Planning Policies (SEPPs)	Consistency	Comments
SEPP No 1 Development Standards	N/A	CLEP 2015 is a Standard Instrument Local Environmental Plan. It incorporates Clause 4.6 Exceptions to Development Standards, which negates the need for consistency with SEPP 1.
SEPP No. 4 - Development Without Consent and Miscellaneous Complying Development	N/A	N/A
SEPP No.6 - Number of Stories in a Building	Yes	The planning proposal does not contain provisions that will contradict or will hinder the application of the SEPP.
SEPP No. 14 - Coastal Wetlands	N/A	Not applicable in the Campbelltown City LGA.

SEPP No. 19 - Bushland in Urban Areas	Yes	The Planning Proposal facilitates a balanced planning outcome. Commentary needs to be expanded.
SEPP No. 21 - Caravan Parks	N/A	Not applicable to this Planning Proposal.
SEPP No. 22 - Shops and Commercial Premises	N/A	Not applicable to this Planning Proposal.
SEPP No. 26 - Littoral Rainforests	N/A	Not applicable in the Campbelltown City LGA.
SEPP No. 30 - Intensive Agriculture	N/A	Not applicable to this Planning Proposal.
SEPP No. 33 - Hazardous and Offensive Development	N/A	Not applicable to this Planning Proposal.
SEPP No. 36 - Manufactured Home Estates	N/A	Not applicable in the Campbelltown City LGA.
SEPP No. 44 - Koala Habitat Protection	Potential to be	Further consideration is required if a Gateway Determination is issued. However, it is unlikely that koala management issues will hinder development.
SEPP No. 47 - Moore Park Showground	N/A	Not applicable in the Campbelltown City LGA.
SEPP No. 50 - Canal Estates	N/A	Not applicable to this Planning Proposal.
SEPP No. 52 - Farm Dams and Other Works in Land and Water Management Plan Areas	N/A	Not applicable in the Campbelltown City LGA.
SEPP No. 60 - Exempt and Complying Development	Yes	The planning proposal will not contain provisions that will contradict or would hinder the application of the SEPP.
SEPP No. 62 - Sustainable Aquaculture	N/A	Not applicable to this Planning Proposal.
SEPP No. 64 - Advertising and Signage	N/A	Not applicable to this Planning Proposal.
SEPP No. 65 - Design Quality of Residential Flat Development	Yes	The Planning Proposal does not apply to zones where residential flat buildings are permissible.

SEPP No. 70 - Affordable Housing (Revised Schemes)	N/A	Not applicable in the Campbelltown City LGA
SEPP No. 71 - Coastal Protection	N/A	Not applicable in the Campbelltown City LGA.
SEPP (Affordable Rental Housing) 2009	Yes	The planning proposal will not contain provisions that will contradict or would hinder the application of the SEPP.
SEPP (Housing for Seniors or People with a Disability)	Yes	The planning proposal does not contain provisions that will contradict or would hinder a future application for SEPP (HSPD) housing.
SEPP (Building Sustainability Index: BASIX) 2004	Yes	The planning proposal will not contain provisions that will contradict or would hinder the application of the SEPP. Future development applications for dwellings will need to comply with this policy.
SEPP (Kurnell Peninsula) 1989	N/A	Not applicable in the Campbelltown City LGA.
SEPP (Major Development) 2005	N/A	Not applicable to this Planning Proposal.
SEPP (Sydney Region Growth Centres) 2006	N/A	Not applicable to this Planning Proposal.
SEPP (Mining, Petroleum Production and Extractive (Industries) 2007	Yes	This Planning Proposal does not contain provisions which would contradict or hinder the application of this SEPP.
SEPP (Temporary Structures) 2007	N/A	Not applicable to this Planning Proposal.
SEPP (Infrastructure) 2007	Yes	Certain infrastructure required to service residential development would be permissible in accordance with this SEPP.
SEPP (Kosciuszko National Park - Alpine Resorts) 2007	N/A	Not applicable in the Campbelltown City LGA.

SEPP (Rural Lands) 2008	N/A	Not applicable in the Campbelltown City LGA.
SEPP (Exempt and Complying Development Codes) 2008	Yes	The planning proposal does not contain provisions that will contradict or would hinder the application of the SEPP at future stages, post rezoning.
SEPP (Western Sydney Parklands) 2009	N/A	Not applicable in the Campbelltown City LGA.
SEPP (Western Sydney Employment Area) 2009	N/A	Not applicable in the Campbelltown City LGA.
SEPP (Sydney Drinking Water Catchment) 2011	N/A	Not applicable in the Campbelltown City LGA.
Deemed State Environmental Planning Policies (Formerly Regional Environmental Plans)	Consistency	Comments
REP No.2 – Georges River Catchment	Potential to be	Documented provisions need to be more comprehensively addressed.
REP No.9 - Extractive Industry (No 2)	N/A	Not applicable to this Planning Proposal.
REP No.20 - Hawkesbury-Nepean River (No 2 1997)	N/A	Not applicable to this Planning proposal.
Drinking Water Catchments REP No.1	N/A	Not applicable in the Campbelltown City LGA.

Table 1 – Consistency with State Environmental Planning Policies and deemed State Environmental Planning Policies.

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

Ministerial Direction	Applicable to LEP	Consistency of LEP with Direction	Assessment	
1. Employment and Re	1. Employment and Resources			
1.1 Business and industrial Zones	No	N/A	N/A	
1.2 Rural Zones	No	N/A	N/A	
1.3 Mining, Petroleum Production and Extractive Industries	No	N/A	N/A	
1.4 Oyster Production	No	N/A	N/A	
1.5 Rural Lands	No	N/A	N/A	
2. Environment and H	eritage			
2.1 Environmental Protection Zones	Yes	Justifiably Inconsistent	The Planning Proposal does adversely impact on an "environmentally sensitive area" currently zoned "Environmentally Living". In accordance with the Direction the inconsistency is largely justified by a supporting specialist ecological study and is considered to be of minor significance in accordance with the Direction exception criterion. Additional Koala investigations still however, need to be undertaken.	
2.2 Coastal Protection	No	N/A	N/A	
2.3 Heritage Conservation	Yes	Potential	The site includes a heritage item. Further investigation is required to establish that the Planning Proposal is consistent with this Direction. At this point-of-time, however, on the knowledge available, appropriate heritage outcomes are likely to be identified through appropriate investigations.	
2.4 Recreation Vehicle Area	No	No	Direction does not apply.	

3. Housing, Infrastructure and Urban Development			
3.1 Residential Zones	Yes	Justifiably Inconsistent	The proposed R2 Low Density Residential and R5 Large Lot residential zones permit a range of types of residential development adjacent to an existing urban area. The Direction is considered to be generally fulfilled. The "consumption" of land for urban purposes is not however, fulfilled. This inconsistently is considered to be justified by Council's recently adopted urban edge transition philosophy.
3.2 Caravan Parks and Manufactured Home Estates	Yes	Yes	Caravan Parks are currently precluded in both proposed residential zones.
3.3 Home Occupations	Yes	Yes	The R5 Large Lot Residential and R2 Low Density Residential zone permit "Home occupations" without consent.
3.4 Integrating Land Use and transport	Yes	Yes	The Planning Proposal seeks to rezone land adjoining an existing urban area for residential development. The site is proximate to public transport and will potentially facilitate expanded and enhanced bus services. Opportunities to optimise pedestrian/cycleway should be optimised.
3.5 Development Near Licensed Aerodromes	No	N/A	Direction does not apply.
3.6 Shooting Ranges	No	N/A	Direction does not apply.
4. Hazard and Risk			
4.1 Acid Sulphate Soils	No	N/A	Land not known to exhibit acid sulphate qualities.
4.2 Mine Subsidence and Unstable Land	No	N/A	Direction does not apply.
4.3 Flood Prone Land	No	N/A	Land not recorded to be flood prone.

4.4 Planning for Bushfire Protection	Yes	Potentially	Further investigation is required to establish that the planning proposal is consistent with this direction. Sufficient information is however, available to suggest a relevant management strategy can be achieved.
5. Regional Planning			
5.1 Implementation of Regional Strategies	No	N/A	Not applicable in the Campbelltown City LGA
5.2 Sydney Drinking Water Catchments	No	N/A	Not applicable in the Campbelltown City LGA
5.3 Farmland of State and Regional Significance on the NSW Far North Coast	No	N/A	Not applicable in the Campbelltown City LGA.
5.4 Commercial and Retail Development along the Pacific Highway, North Coast	No	N/A	Not applicable in the Campbelltown City LGA.
5.5 Development in the vicinity of Ellalong, Paxton and Millfield (Cessnock LGA)	No	N/A	Revoked.
5.6 Sydney to Canberra Corridor	No	N/A	Revoked.
5.7 Central Coast	No	N/A	Revoked.
5.8 Second Sydney Airport: Badgerys Creek	No	N/A	Not applicable in the Campbelltown City LGA
6. Local Plan Making			
6.1 Approval and Referral Requirements	Yes	Yes	The proposal is consistent with this direction because it does not alter the provisions relating to approval and referral requirements.
6.2 Reserving Land for Public Purposes	Yes	Potential to be	The proposed dedication of land identified as RE1 will need to be finally accepted by Council.
6.3 Site Specific Provisions	No	N/A	Not applicable in the Campbelltown City LGA

7. Metropolitan Plann	7. Metropolitan Planning			
7.1 Implementation of A Plan for Growing Sydney	Yes	Yes	Consistent – Seeks to increase housing supply at a local scale in a location which is generally consistent with the locational commentary of the Plan.	
7.2 Implementation of Greater Macarthur Land Release Investigation	N/A	N/A	The land is not in the subject investigation area.	

Table 2 assesses the Planning Proposal against Section 117(2) Ministerial Directions issued under the *Environmental Planning and Assessment Act (EP&A)* 1979.

Section C - Environmental, Social and Economic Impact

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

The PP will impact adversely upon the critically endangered Cumberland Plain Woodland ecological community. The impact however, from initial review, is not considered to be significant. No core Koala habitat is importantly likely to be threatened. This impact will need to be further documented as the PP is advanced.

It is noted in this regard that it is proposed to enter Voluntary Planning Agreement (VPA) to ensure that the on-site vegetation to be retained in the proposed open space area is rehabilitated to a maintainable standard and then maintained in perpetuity, in accordance with a relevant Vegetation Management Plan. Additionally, funding is proposed to facilitate enhanced controlled public access to the off-site local woodland areas in public ownership.

Further, an "offsetting" strategy may need to be brokered as part of the VPA to "compensate" for the medium quality vegetation proposed for removal.

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

There are a number of potential environmental effects associated with the proposal beyond local ecology which require specific management strategies so as to ensure acceptable and sustainable environmental outcomes.

The relationship to the retained vegetation and fringing off-site vegetation requires a range of bushfire management measures. Modest asset protection zone requirements at Bushfire Attack

Level 29 (BAL29) construction level are proposed to manage the potential bushfire hazard impacts.

The presence of a heritage item (local) at 28 Mercedes Road will require its retention, conservation and establishment of an appropriate curtilage. Further heritage analysis will be required as the PP is advanced.

Advanced storm-water management practices will be required to ensure appropriate stormwater management outcomes, particularly given the relationship to the nearby Georges River. The storm-water management principles detailed in the accompanying storm-water management study will need to be reviewed and further documented as the PP is progressed.

A preliminary contamination investigation, as a minimum, should be undertaken given the past rural residential usage of the land, as the PP is advanced.

Amplification and reticulation of all service infrastructure including in particular water and sewer will need to be further documented in the PP.

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

The rezoning for residential purposes will result in positive economic effects. The planning proposal will potentially result in short and medium term employment opportunities related to development and construction activities associated with the sub-divisional works and the subsequent erection of dwellings.

The increased supply of diverse housing stock will also have positive social impacts. Additionally, an increase in the resident population will potentially have positive social and economic impacts on the Ingleburn Town Centre as a centre of commerce and recreation; this being reflected in increased employment and purchasing power.

Section D - State and Commonwealth Interests

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

Preliminary infrastructure investigations accompanied the PPR. These investigations were undertaken by Northrop Consulting Engineer and concluded that the existing service infrastructure network (water, sewer, electricity, telecommunications and gas servicing) was available in the locality and could be economically augmented and reticulated. Perimeter roads will be upgraded as a requirement of development and likewise requisite stormwater management infrastructure and service roads.

Open space will be provide and embellished in accordance with Council's relevant standards.

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

These views will be documented after the Gateway Determination is actioned.

Part 4 – Mapping

In seeking to achieve the PP objective and outcomes the following map amendments are proposed:

- 4.1 amendments to Zoning Map (refer to annexure 1)
- 4.2 amendments to Lot Size Map (refer to annexure 2)
- 4.3 amendments to Lot Size for Dual Occupancy Development Map (refer to annexure 4)
- 4.4 amendments to Lot Averaging Map (refer to annexure 5)
- 4.5 addition of Proposed Clause Application Map (refer to annexure 6)

It is noted that it is not proposed to amend the existing;

- Height of Buildings Map
- Infrastructure Map
- Land Reservation Acquisition Map.

Part 5 - Community Consultation

Public consultation will take place in accordance with a relevant Gateway determination. It is considered appropriate given the nature of the proposal and the subject locality that a 28 day minimum public exhibition period is enacted.

Consultation with relevant authorities and agencies should also correspondingly occur over the public exhibition period.

Part 6 - Project Timeline

The following notional project timeline is proposed:

Council endorsement of Planning Proposal	October 2016
Referral for a Gateway Determination	November 2016
Gateway Determination	December 2016
Completion of additional supporting documentation	February 2017
Public Exhibition	March 2017
Consideration of submissions (Report to Council)	May 2017
Referral to Department of Planning and Environment for finalisation	June 2017
Plan amendment made	September 2017









7. Caledonia Precinct

(1) The objectives for development of the Caledonia Precinct are as follows:

(a) to ensure development of land known as the Caledonia Precinct takes place in an orderly manner

(b) to ensure appropriate built form and specific integrated landscape and bushfire hazard management outcomes

- (c) to ensure appropriate conservation and general hazard management outcomes
- (2) This clause applies to land identified as the "Caledonia Precinct" on the "Clause Application Map"
- (3) Development Consent must not be granted for development on land to which this clause applies unless the consent authority has taken into consideration a development control plan approved by Council for that purpose that contains comprehensive provisions relating to, but not limited to:

(a) a transition in residential densities and building types from the existing urban edge to the interface with the proposed Georges River Parkway

(b) the long term conservation of the most significant vegetation

(c) sustainable stormwater and water quality management

(d) retention and embellishment of the existing rural verge of the precinct perimeter roads

(e) minimisation of the impact of development on the heritage significance of the precinct and proposed means of conservation management

(f) the servicing of the land

(g) preservation of the proposed Georges River Parkway land reservation.









