



**Planning Proposal**  
**Kellicar Road Precinct**

**June 2020**

## 1. Introduction

This Planning Proposal explains the intent of, and justification for, the proposed amendment to *Campbelltown Local Environmental Plan 2015* for the following sites:

- Bunnings – 12/1 Kellicar Road (Lot 1, DP882496) having an approximate area of 2.3ha and owned by Dumarchand Holdings Pty Ltd & Dankur Pty Ltd
- Fit HQ – 1 Tindall Street (Lot 1, DP747811), 1.03ha and owned by Senkhun Two Pty Ltd
- Ex-RMS site – 3 Tindall Street (Lot 2614, DP262484), 0.45ha and owned by Morad Group Pty Ltd
- Marketfair Shopping Centre – 4 Tindall Street (Lot 2341, DP830786) with an area of 2.341ha and owned by Fort Street Real Estate Capital Group

The Planning Proposal also encompasses adjacent land owned by NSW Health at 6 Bugden Place (Lot 22, DP862080). This land is approximately 0.3ha in area and is currently occupied by the Macarthur Women's Health Centre (WILMA). NSW Health is not part of the applicant group but is aware of the proposal and has not raised objection to its lodgement.

The site occupies three (3) blocks of land between Kellicar Road (to the south), Gilchrist Drive (to the west), Menangle Road (to the north) and Narellan Road (east). The combined parcel has a total area of approximately 6.4ha, not including the public roads that it spans.

The whole of the site, except for a sliver of land adjacent to Menangle Road, is zoned B4 Mixed Use under *Campbelltown Local Environmental Plan (CLEP) 2015*. Part of the Bunnings and Wilma sites, with frontage to Menangle Road, are zoned for road widening. The Planning Proposal suggests that this land is best utilised for open space purposes, incorporated with the site's proposed provisions.

The proponent seeks an amendment to the *Campbelltown Local Environmental Plan (CLEP) 2015* Height of Building Map to increase the permissible building height from 32m (approximately 10 levels) to allow a range of buildings from 5-25 levels. No change to the land's primary B4 zoning is sought.

The proposed building height adjustment allows for a master-planned arrangement of buildings across the site, intermixed with a pedestrian 'walk' and various pockets of open space, including a civic piazza, a central park and a linear park along Menangle Road. A range of building heights is proposed, including 3 buildings x 25 levels, 2 x 23 levels, 1 x 22 level and 1 x 17 level building, with all other buildings at 10 storeys or less. The resultant scale is befitting of the Campbelltown-Macarthur Strategic Centre.

The masterplan proposed by the proponent enables a total gross floor area of 224,000m<sup>2</sup>, at a floor space ratio (FSR) of 3.5:1. *CLEP 2015* does not currently incorporate FSR controls for the Campbelltown-Macarthur CBD. The applicant has suggested an FSR ceiling via an amendment to the LEP, accompanied by a site-specific DCP.

*Table 1: Summary of Existing and Proposed LEP Controls*

Control	Existing	Proposed
Height	32m (10 storeys)	80m (25 storeys)
FSR	NA	3.5:1 maximum

*\*Note: These controls are proposed to be complemented by a site-specific DCP applying to the land*

Whilst no change to the land's primary B4 zoning is currently sought, ultimately, parts of the site may be classified for specific purposes – e.g. proposed civic parks and plazas may be zoned public open space. It is necessary at this stage of the project's assessment, however, to maximise flexibility in terms of how the project is considered and delivered.

The inclusion of a specific clause in 'Part 7 Additional local provisions' of the CLEP 2015 is proposed to detail particular controls for the future development of the site including a limit the number of towers, a limit on the floor plate size of these towers of 700sqm, a minimum tower separation of 24m, require variation in the vertical height plane, set a minimum FSR for employment uses and ensure the provision of open space in the manner detailed in the planning proposal. The proposed FSR would be further examined after Gateway Determination and prior to public exhibition to ensure that it correlates with the proposed heights across the site.

## **2. Local Planning Panel's Recommendation and Council's Current Consideration**

The Planning Proposal was considered by the Local Planning Panel on 25 March 2020. The Panel noted the strategic importance of the site and recommended that Council consider the Planning Proposal following the adoption of the Reimagining Campbelltown CBD master plan.

The Panel also noted that the Planning Proposal raises a wide range of matters relating to development in the Campbelltown-Macarthur centre (mainly relating to traffic and transport issues) and suggested that these matters be investigated further should a Gateway determination be achieved.

Council 'endorsed' the draft Reimagining Campbelltown CBD master plan for exhibition at its meeting on 14 April 2020, clearing the way for the current Planning Proposal to be formally considered. Notably:

- The Reimagining Campbelltown master plan is not a statutory document but importantly provides a blueprint and future vision for the future development of the Leumeah-Campbelltown-Macarthur city centre.
- Reimagining Campbelltown is very much a schematic document. It will not alter any of the current planning controls across the city centre nor set a specific street hierarchy or carparking rate for new development. Further capacity studies will more precisely identify site opportunities and subsequent planning proposals post the adoption of reimagining Campbelltown Master Plan may alter building heights and related planning controls.
- The process required to ratify a fully 'reimagined Campbelltown' could take years to implement. Putting new development on hold until this process is complete would put Campbelltown at a distinct market disadvantage. It is not in the best interest of the LGA for new development in the Leumeah-Campbelltown-Macarthur city centre not to be considered during this time.
- Council has, during the preparation of Reimagining Campbelltown, considered other proposals including the RSL redevelopment and 22-32 Queen Street. The site of the current Planning Proposal is as strategically important as these other sites that have now progressed through Gateway.

- The current Planning Proposal was first lodged with Council in May 2018. It was subsequently 'put on ice' by the applicant pending Council's parallel consideration of the Reimagining Campbelltown initiative. The applicant has worked closely with Council during this time. A substantial amendment to the planning proposal was made in 2019, reducing the height of its tallest towers from 35 levels down to 25 levels and, in doing so, reducing the combined site's gross floor area by 36,000m<sup>2</sup>.

The refined Planning Proposal aligns with the draft Reimagining Campbelltown strategy. The proposal presents a high-quality, master-planned approach that encompasses three city blocks. It is unique in terms of the opportunities it offers, particularly at its ground level which features an impressively enhanced public domain and generous open spaces.

The Planning Proposal envisages a mix of residential, retail, hospitality and commercial floorspace that is suited to health, education, innovation and start-up workspace, consistent with the future role of Macarthur under the Reimagining framework. Part of the commercial floorspace will be allocated to community uses, including the re-housing of WILMA. The Planning Proposal paves the way for new private investment in Macarthur, consolidating its twin centre status and presenting opportunities for a better-connected city.

### **3. Matters for Further Consideration**

The Planning Proposal is large in scale and, importantly, presents as a substantial kick-start project for the Reimagining initiative. Whilst the proposal has aesthetic appeal and is consistent with the built form outcomes envisaged by Reimagining Campbelltown, it does raise issues of site capacity that will require a broader, CBD-wide consideration. These matters are discussed below:

- Drainage – there is an existing culvert beneath the Marketfair shopping centre site that is proposed to be upgraded to contain a 1:100-year storm event. The applicant's initial studies demonstrate that this flood planning level can be accommodated. Consideration is also required, however, of the potential for higher order flooding – particularly with respect to the design of basement entries. The applicant will work with Council's engineers in undertaking further flood modelling, but this will occur post-Gateway. The modelling will inform other considerations such as the transformation of Bow Bowing Creek, a key 'city making move' and 'priority project' identified by Reimagining Campbelltown.
- Traffic and transport – the applicant's study of traffic impacts identifies a series of road upgrades to accommodate the project. The applicant has also detailed a framework for the further consideration of broader transport issues, having regard for the cumulative impact of development across the city centre and the Greater Macarthur Strategic Growth Area, as well as the implications of future transport infrastructure including the Outer Sydney Orbital, the Spring Farm Parkway and the North South Rail Line. This detailed micro-simulation modelling could be undertaken following a Gateway determination of the Planning Proposal, preferably with input from key agencies. The need to develop a place-based Integrated Transport and Parking Strategy that reduces reliance on private transport is identified by Reimagining Campbelltown as a key 'foundational study' to inform further city centre decision-making.
- City connectivity – the Planning Proposal suggests a pedestrian-cycle-bus only connection between Macarthur and Campbelltown stations. The concept could deliver a sophisticated 'city walk' that enhances the sense of arrival for city visitors / commuters and activates key

land parcels either side of the overbridge. Whilst consistent with the 'city centre stitch' theme of Reimagining Campbelltown, the concept relies upon a direct connection beneath the Narellan Road rail overpass and clearly requires transport agency support. The concept, nonetheless, is worthy of further post-Gateway consideration and could tie in with the abovementioned transport investigations.

A distinct advantage of the Planning Proposal's progress through to Gateway is that these issues can be addressed from a city-wide perspective that simultaneously sheds light on site and overall city capacity.

Importantly, whilst the Planning Proposal raises broader questions relating to the city centre it is not, of itself, solely responsible for their solution. A key outcome of further investigations therefore is to ensure that the function of the city centre is not compromised by the project and that future development is not sterilised as a result of the proposal.

#### 4. Site and Project Context

The site context and location of individual properties that comprise the Planning Proposal is depicted below.



Figure 1: Location Map - Subject site and its immediate locality

The site is one of few large, unconstrained 'mixed-use' sites in the city centre – a pivotal site that links the Campbelltown and Macarthur centres and the existing health and education campuses.





Figure 2: Site Ownership

The site is identified as having 'Mixed Use & Residential' potential under the Macarthur Precinct Plan issued by NSW Planning & Environment in November 2017. Under the draft Reimagining Campbelltown master plan Macarthur is identified as evolving into a regionally significant 'Health, Knowledge and Innovation Precinct'. The site's development, as suggested by the Planning Proposal, is consistent with both hypotheses. It proposes:

- 144,000m<sup>2</sup> of residential floorspace, providing between 1,600-1,800 new homes
- 25,000m<sup>2</sup> of retail floorspace – replacing what is presently on the site
- 10,000m<sup>2</sup> allocated to a hotel (with interest expressed by Marriott and Intercontinental)
- 45,000m<sup>2</sup> for general commercial and health/education uses, involving innovation employment and co-work space, with a partial allocation to community uses, including the re-housing of WILMA

The proposed 80,000m<sup>2</sup> of employment floorspace could generate 2,000+ jobs for the precinct.

The Kellicar Precinct will be developed over a 5-20-year horizon, subject to market interest, with development occurring in stages as current site leases expire.

A site-specific DCP is proposed to ensure that development proceeds in accordance with pre-determined outcomes. The development scheme for the site is shown below.

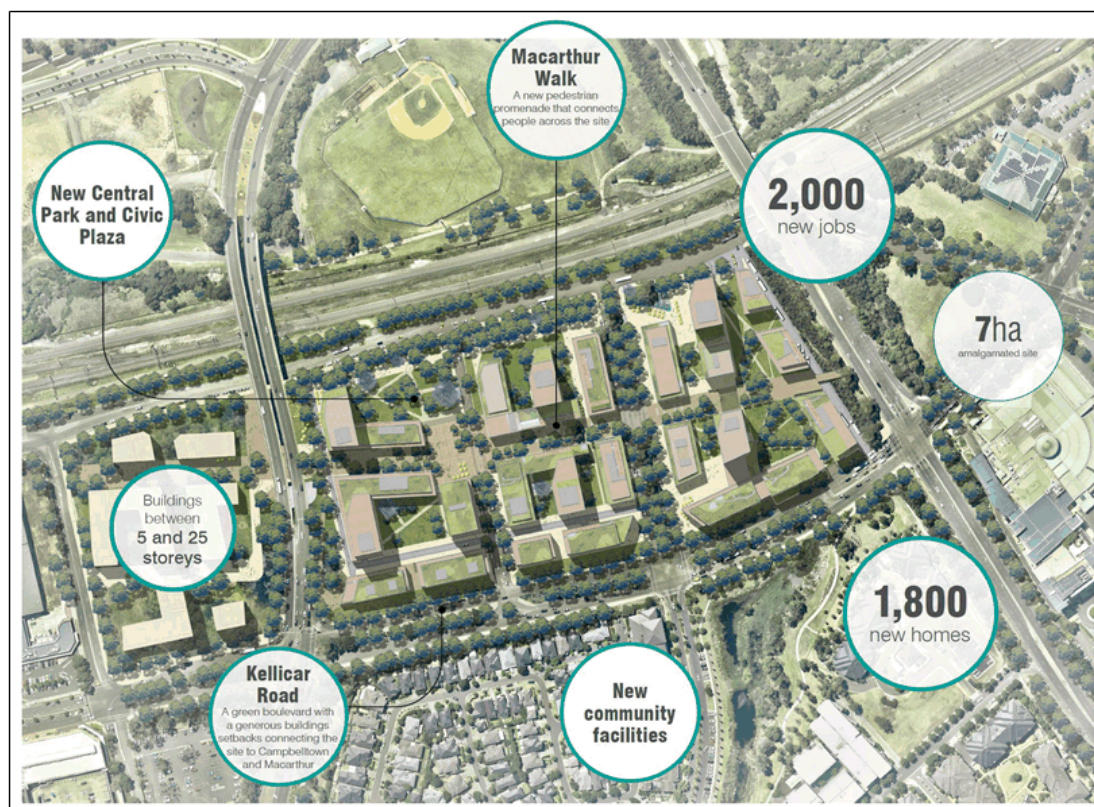


Figure 3: Planning Proposal – Site Masterplan

## 5. Legislative Requirements for the Preparation of a Planning Proposal

The Planning Proposal has been prepared in accordance with the *Environmental Planning and Assessment Act 1979* (EP&A Act) and the Department of Planning and Environment's 'A Guide to Preparing Planning Proposals' August 2016.

### Part 1 – Objectives or intended outcomes

The objective or intended outcomes of the Planning Proposal are:

- To nominate a building height and floor space ratio that provides for an appropriate built form and land use intensity across the site,
- To ensure that the scale of development is suitable to the locality,
- To facilitate the provision of additional housing and employment opportunity close to transport services,
- To consolidate the role of Macarthur as a mixed-use centre that supports its progression to a regionally significant health and innovation precinct,
- To promote Campbelltown-Macarthur as the key south-west metropolitan centre,
- To ensure that future residents and workers have access to quality open space within their reach,

- To incorporate a civic park, a central pedestrian walkway and other open space provisions within the precinct, and
- To ensure that public domain improvements are delivered in sync with the site's future development

## **Part 2 – Explanation of provisions**

### **2.1 Proposed amendments to CLEP 2015**

It is proposed to amend the CLEP 2015 'Height of Building Map' to achieve an increase in maximum building height from 32m to 80m (maximum) for the site and to introduce a floor space ratio limit for the site of 3.5:1. These provisions will be supported by a site-specific DCP.

Further, a new inclusion under 'Part 7 Additional Local Provisions' is proposed, although the detail of this clause will be fine-tuned as the assessment of the Planning Proposal is progressed. An example of new clause and what it could include follows:

### **Part 7 Additional Local Provisions**

#### **7.23 Development within the Kellicar Precinct**

- (1) This clause applies to land at Lot 1, DP882496, Lot 1, DP747811, Lot 2614, DP262484 and Lot 2341, DP830786, bound by Kellicar Road, Gilchrist Drive, Menangle Road and Narellan Road, Macarthur.
- (2) The objectives of this clause are to –
  - (a) to facilitate the provision of additional housing and employment opportunity in a manner that promotes Campbelltown-Macarthur as the key south-west metropolitan centre
  - (b) to ensure that the density of land uses across the precinct is integrated with nearby transport infrastructure and encourages travel by public transport, walking and cycling
  - (c) to achieve a high-quality urban form by ensuring that new development exhibits design excellence and responds to the character of the local area
  - (e) to ensure that quality open space is incorporated with development within the precinct and includes a civic park, a central pedestrian walkway and other open provisions
  - (d) to promote ecologically sustainable development
  - (e) to ensure the development is consistent with the principles of the reimagining Campbelltown City Centre Master Plan
- (3) The consent authority must not consent to development on land within the Kellicar Precinct unless it is satisfied that the development delivers the following outcomes:
  - (a) will not result in a gross floor area across the site that exceeds 224,000 square metres,



- (b) will contribute to the provision of employment and community uses on the site and the achievement of at least 80,000 square metres of gross floor area for non-residential (employment and community) purposes across the whole site,
- (c) development that is consistent with a public domain strategy for the precinct which incorporates a civic park, a central pedestrian walkway and other land for publicly accessible open space.
- (d) the maximum height of any development adjacent to any public road boundary is 11m
- (e) any development above 11m in height shall be set back at least 10m from any public road boundary
- (f) the maximum floor plate for any development (tower) above 11m shall be 700m square metres
- (g) there shall be a minimum building separation of 24 metres between any buildings or parts of buildings that are located more than 11m above ground level
- (h) there is a variation of the overall height of any buildings within the precinct with a height of more than 11 metres

### **Part 3 – Justification**

#### **Section A – Need for the planning proposal**

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

No, the planning proposal was initiated by the owners of the site, who collectively seek to achieve a more fitting development outcome for the land than would otherwise be achievable under current controls.

The site is identified for urban renewal in several key planning strategies including the Glenfield to Macarthur Urban Transformation Corridor (Macarthur Precinct), the Greater Sydney Region Plan, the Western District Plan.

The Planning Proposal relates to land that is a key site in the transformation of Campbelltown-Macarthur as a metropolitan centre. It is identified in the Greater Sydney Commission's 'Campbelltown-Macarthur Place Strategy' (March 2020) and in Council's 'draft Reimagining Campbelltown CBD master plan' (April 2020) as having high-density mixed-use potential that supports the future role of Macarthur in a twin-city context.

The proposal to increase the permissible building height complements state and local government strategies and will facilitate the provision of new housing and jobs close to transport services.

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

Yes.

Proceeding with a stand-alone planning proposal is considered appropriate in this instance to enable the timely consideration of urban design, traffic and other city-centre capacity issues.

The Planning Proposal is worthy of independent consideration. It presents a high-quality, master-planned approach that encompasses three city blocks. It offers an enhanced public domain together with a mix of residential, retail, hospitality and commercial floorspace that is suited to health, education, innovation and start-up workspace.

The Planning Proposal paves the way for new private investment in Macarthur and presents opportunities for a better-connected city.

## **Section B – Relationship to strategic planning framework**

### **3. Is the planning proposal consistent with the objectives and actions of the applicable regional, sub-regional or district plan or strategy (including any exhibited draft plans or strategies)?**

Yes.

The Planning Proposal is consistent with the relevant objectives and actions outlined in the Sydney Metropolitan Strategy 'A Plan for Growing Sydney', Greater Sydney Region Plan and the Western City District Plan.

#### **A Plan for Growing Sydney**

'A Plan for Growing Sydney' sets a strategy for accommodating Sydney's future population growth and its employment needs. The Plan identifies that the most suitable areas for new housing and jobs are in locations close to public transport, community facilities and services.

The proposal is consistent with the strategy. It provides for a mix of uses that are suited to and will help to promote the twin-city centre of Campbelltown-Macarthur.

#### **Greater Sydney Region Plan**

Key forecasts of the Region Plan include 725,000 additional dwellings for Sydney from 2016-2036 and 817,000 additional jobs for this same period.

The Plan identifies the site as falling within the Western 'Parkland' City District which will contribute 29.2% of the total dwelling growth across Sydney by 2036. The proposal contributes to the achievement of several of the objectives of the plan, specifically the achievement of a metropolis of three 30-minute cities through four key themes – infrastructure and collaboration, liveability, productivity and sustainability.

- Infrastructure and collaboration – the proposal is proximate to Macarthur and Campbelltown stations, Campbelltown Hospital, the Western Sydney University and the city centre's cultural facilities. The site is also less than 30km to the Western Sydney Airport.
- Liveability – the concept masterplan supplied with the Planning Proposal demonstrates a significantly enhanced public domain with a variety of public open spaces. Additional private open space in the form of activated rooftops will supplement the site's public provisions, ensuring an attractive, activated and liveable environment in the heart of Macarthur.

- **Productivity** – the proposal incorporates a generous inclusion of employment floorspace – 80,000m<sup>2</sup> at a FSR of 1.25:1. This floorspace is eminently suited to educational, health and knowledge-intensive pursuits which require and are attracted to districts of high amenity. The employment floorspace could generate 2,000+ jobs for the precinct, consolidating Macarthur's role as a regionally significant health and innovation precinct.
- **Sustainability** – the Planning Proposal outlines a range of possibilities to achieve a Green Star Communities rating for the project. The applicant will work closely with Council to incorporate energy renewal, waste and grey water recycling, and integrated waste removal.

The Planning Proposal is an appropriate means of achieving additional housing and employment opportunity. It presents a 'kick-start' opportunity for the implementation of the vision outlined for Campbelltown-Macarthur in the GSC's Collaboration Area Place Strategy and in Council's Reimagining Campbelltown initiative.

### **Western City District Plan**

The Western City District Plan sets out priorities and actions for the Western Parkland City which are structured on the key themes presented in the Greater Sydney Region Plan.

The District Plan sets a 5-year housing target for the Campbelltown LGA of 6,800 and a 20-year District target of 184,500. The Plan recognises the critical role that urban renewal in strategic centres will play in achieving these targets.

The District Plan also sets a jobs target for the combined Campbelltown-Macarthur centre of 27,000-31,000 by 2036, representing an increase of around 6,600-10,600 jobs.

The District Plan identifies Campbelltown-Macarthur as a health and education precinct, designated as a 'Collaboration Area' – which also includes Macarthur Square, Campbelltown Mall and surrounding areas. The Kellicar Precinct is central to this area.

The Plan suggests that the Collaborative Area has the potential to grow up to 31,000 new jobs (a 32% increase) by 2036 and identifies the need to review current planning controls to create capacity accordingly.

The proposal contributes fittingly to this capacity.

### **Glenfield to Macarthur Urban Renewal Precinct**

The Strategy identifies that urban renewal will be key to meeting housing and employment targets over the next 20 years (664,000 homes and 689,000 jobs) in the South West.

Accordingly, the strategy aims to accelerate urban renewal within the Glenfield to Macarthur rail corridor by identifying those areas where additional density can be achieved, particularly near to train stations (400m-800m).

The final Macarthur Precinct Plan, released in November 2017, is shown below. Notably, the whole of the Kellicar land parcel is identified as being located within a 'Mixed Use Retail & Residential (7 storeys and over)' zone, with no maximum height set.

[illegible]

This conceptual landscape architectural plan illustrates a proposed urban development along a curved road. The plan includes labels for 'Campbelltown Station', 'RSL', 'Campbelltown future development', 'Koshigaya Park', 'Site 4', 'Site 3', and 'Site 1'. The development features a mix of building footprints, green spaces, and a winding path.



The Planning Proposal appropriately responds to the Glenfield-Macarthur Corridor Strategy.

#### **Draft Greater Macarthur 2040 Interim Plan**

In November 2018, the Department of Planning and Environment released a 20-year vision, entitled Greater Macarthur 2040: An interim Plan for the Greater Macarthur Growth Area (the draft Plan 2040) that sets out the strategic planning framework for the Growth Area. This is the most recent state-government strategy that relates specifically to the site of the Planning Proposal.

The draft Plan aims to provide new homes and local centres in addition to improving transport connections, providing open space and parks and protecting koala habitat.

Its key actions include the rezoning of precincts as agreed with Council, specifically identifying an opportunity for land owners to bring forward the release and rezoning of land where there is no financial impost on Government.

Under the 2040 Strategy Campbelltown-Macarthur is recognised as:

- a **metropolitan city cluster** that will provide substantial housing and employment growth for the Western City District.
- an important **health and education precinct** that is critical to the region's growth in knowledge intensive jobs, building education and skills and servicing the employment needs of its growing population
- one of several rail-oriented precincts identified in the **Greater Macarthur 2040** as ready for development, subject to its consistency with the long-term vision for the precinct and growth area

Greater Macarthur 2040 recognises the strategic importance of Campbelltown-Macarthur as the region's primary centre:

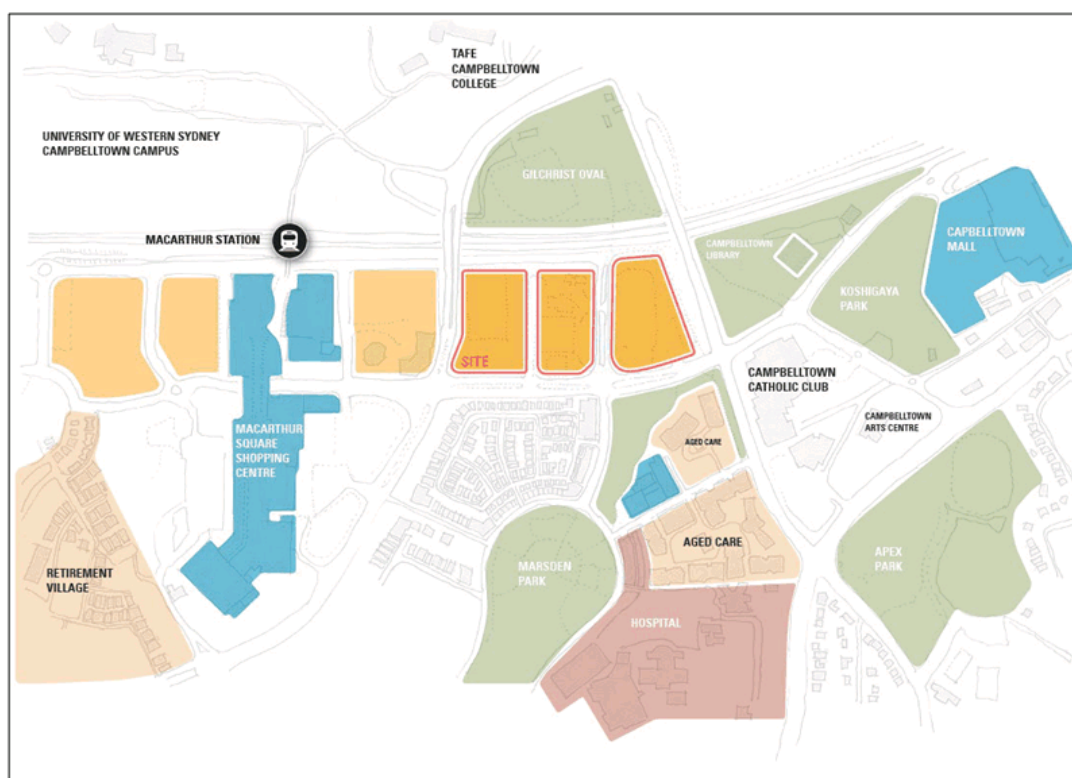
"The Greater Macarthur Growth Area pivots on Campbelltown-Macarthur" (page 2)

"Campbelltown-Macarthur will thrive as part of the burgeoning metropolitan cluster. With further investment in tertiary education and health and connection to the Western Sydney Airport via a new rail line, the centre will grow to provide an economic and social hub for the Growth Area and region." (page 7)

Importantly, under the Strategy, Campbelltown-Macarthur is the only major centre identified. No other metropolitan centre is required, although other centres will evolve to fulfill different functions.

Pursuant to the strategy's intentions, the Kellicar Precinct presents a unique opportunity to:

- Consolidate Campbelltown-Macarthur; and to
- Realise higher density mixed-use development on unconstrained and available land that is rail-focused, whilst protecting the historical fabric and heritage character of Campbelltown.



*The site adjoins an important retail, health and education precinct and is proximate to key open spaces and rail transport.*

The future development of Macarthur is further identified under Greater Macarthur 2040 as:

- Provide(ing) a range of building heights, with taller buildings close to the station to maximise pedestrian activity and increase trade for local businesses
- Retain(ing) the character of areas east of Gilchrist Avenue, with a mix of detached dwellings, townhouses and terraces
- Plan for a large floor plate, campus-style office park west of the station

The submitted planning proposal for the Kellicar Precinct is consistent with these objectives and will enable achievement of other key elements of the 2040 strategy that seek to encourage:

- transport-oriented development in urban renewal precincts
- homes in a variety of forms to meet the needs of people of different ages and incomes
- a highly accessible transport corridor
- public open space and amenities for new communities
- walkable neighbourhoods for all age groups

- cycle paths connecting neighbourhoods with public transport, jobs, education and open space
- economic opportunities through an economically strong Campbelltown-Macarthur

Greater Macarthur 2040 identifies that the Macarthur precinct could accommodate a housing yield of 4,650 new dwellings based on an initial assessment of suitable locations for higher, medium and low-density development, although noting that precinct planning will allow this estimated yield and capacity to be further refined.

Greater Macarthur does not explicitly nominate job targets for each of its rail-based centres or for the new release precincts south of the primary Campbelltown-Macarthur city centre. Instead it references a City Deal focus on “supercharging the Aerotropolis and delivering industry precincts to create 200,000 new jobs across Western Sydney” and suggests that the Strategy itself provides opportunity for employment and social services, “creating 40,000 local jobs, with opportunities for small business ownership in and around local centres and more intensive employment activities in designated areas” (page 24).

The Kellicar Planning Proposal incorporates provision for 2,000 + dwellings and 2,000 + jobs across key retail, commercial, hospitality, health and education sectors and contributes considerably to the Greater Macarthur 2040 housing and job targets.

The built form vision for Greater Macarthur 2040 incorporates the following key principles, each of which is consistent with the public domain and innovative built form focus of the Kellicar Planning Proposal:

- High quality urban design of the public and private realm (to) complement areas of conservation to provide high amenity
- A connected urban community (where) people can come together in public places in streets, plazas, parks and recreation spaces providing opportunities for community events, markets and festivals
- Engaging, well designed places – better design, guided by green and sustainable planning controls and complemented by innovative approaches by the private sector (to) create places where people want to live and work
- Great streets with taller buildings set-back behind human scale street edges
- Built-form shaped to ensure sunny public spaces in winter combined with ‘cooling’ public domain treatments for pedestrian amenity during the summer months
- City-scale homes and offices near transit nodes – a variety of building forms will include multi-storey development near train stations and centres and along transport corridors
- Compact walkable neighbourhoods - towns within the Growth Area will be attractive places where it is easy to walk and cycle to schools, open space, services and employment.

The Strategy suggests that further precinct planning will seek to create innovative and creative places, improve public space, and deliver a high-quality public domain.

The Kellicar PP proposes a built form outcome that is consistent with these objectives. It proposes a series of buildings that range in height (some tall, others more of a campus-style) that have been carefully sited to minimise the effect of shadow and to maximise solar access at the ground level. The proposal is supported by a retail curation strategy that identifies appropriate ground and upper floor land uses to interface with the generous north-south pedestrian spine that binds and connects the site to adjacent developments.

Overall, the Planning Proposal is considered to be consistent with the desired outcomes expressed in the Kellicar Precinct Plan (2017) and the broader Greater Macarthur 2040 Interim Plan (2018).

#### **4. Is the Planning Proposal consistent with a council's local strategy or other local strategic plan?**

##### **Campbelltown Community Strategic Plan – Campbelltown 2027**

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

The Planning Proposal is consistent with this Plan's overarching objectives, which include:

- A vibrant, liveable city
- A respected and protected natural environment
- A thriving attractive city
- A successful city

The proposed increase in building height anchors the site's enhanced public domain and provides the opportunity for the site's revitalisation. The master-planned approach delivers a permeable and high-amenity outcome that would otherwise not be achievable across the of the three-block precinct. The Planning Proposal is unique in this aspect.

The Planning Proposal presents an early opportunity for Campbelltown-Macarthur to achieve its 'confident and self-driven' aspirations. The proposal delivers future housing and employment opportunity and embeds community floorspace within its provisions.

##### **Campbelltown Local Planning Strategy 2013**

The Strategy is a background document used to inform the preparation of the CLEP 2015. It seeks to guide future planning decisions to realise a community-shared vision. Its intentions remain relevant, albeit now updated via the recent Reimagining Campbelltown process and outcomes.

The Planning Proposal is consistent with the directions of the Local Planning Strategy.

##### **Campbelltown Residential Development Strategy 2014**

The 2014 Strategy is a background document which informed the preparation of the CLEP 2015. The proposal assists in the provision of affordable, well-placed housing by increasing the availability of housing options in proximity to transport services.

The Residential Strategy notes that the LGA's changing demographic will continue to require new housing that is both sustainable and accessible, particularly for its ageing component. The Planning Proposal offers a range of housing possibilities within the city centre and is consistent with the objectives of the Residential Strategy.



### Draft Reimagining Campbelltown Master Plan

The Reimagining Campbelltown City Centre Master Plan applies to Campbelltown-Macarthur and extends to include Leumeah due to its regional role as the hub of sports and events.

The master plan provides a framework for the future planning of the city centre.

Specifically, of relevance to the Planning Proposal, the master plan identifies Macarthur as a mixed-use wellbeing precinct with private health, education, research and high density mixed residential living. It is further identified under commitment 3.2 of the 'City of Opportunity' pillar as "Intensive, Innovative Macarthur", noting that its health, knowledge and innovation potential cross-pollinates business, research and ideas through higher intensity mixed use development.

Notably, Commitment 5.3 under the 'City and Bush' pillar includes a schematic building height map which identifies the subject site as having a 'tall' (but not the tallest) height potential. The building height of the Planning Proposal is consistent with this guidance map.

The Planning Proposal seeks to achieve additional height on the site to allow for an FSR of 3.5:1, consistent with the role of Macarthur as envisaged in state-government precinct and growth area strategies and with those being achieved at comparable strategic centres.

The proposed varied height approach (5-25 levels) enables a built form that maintains district sight lines and is in keeping with the 'city in a valley' aspiration of the Reimagining strategy. Tower buildings at the Kellicar Precinct are from 17-25 storeys and have been designed with a slender form to allow solar access and views between buildings.

The building height proposed by the Planning Proposal is addressed in detail by the *Urban Design Study* (by CHROFI and Architectus) and submitted to Council with the amended proposal in June 2019.

The Design Study justifies the provision of tall towers on the 7ha site by considering the views of the property from key vantage points at city approaches. Additional site specific controls are proposed to limit the height of street walls and ensure a 24m separation between towers. Further, the site specific control proposes to limit the floor plate of the towers to 700 square metres to ensure towers are of slim design.

With respect to other matters and to further inform ongoing decision-making for the city centre, the Reimagining master plan identifies a series of further foundational studies to consider, inter alia, active transport options, parking strategies and city connections. The progress of the Planning Proposal through Gateway will fast-track the consideration given to these issues.

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

The following table provides a brief assessment of consistency against each State Environmental Planning Policy (SEPP) relevant to the Planning Proposal.

State Environmental Planning Policies	Comment
SEPP No. 1 Development Standards	Not applicable as Clause 4.6 of the CLEP 2015 negates the need for SEPP 1.
SEPP 14 – Coastal Wetlands	Not applicable.
SEPP 19 – Bushland in Urban Areas	The site does not contain any significant vegetation.

SEPP 21 – Caravan Parks	Not relevant to the proposal.
SEPP 26 – Littoral Rainforests	Not relevant to the proposal.
SEPP 30 – Intensive Agriculture	Not relevant to the proposal.
SEPP 33 – Hazardous or Offensive Development	Not relevant to the proposal.
SEPP 36 – Manufactured Home Estates	Not relevant to the proposal.
SEPP 44 – Koala Habitat Protection	This site does not contain any koala habitat.
SEPP 47 – Moore Park Showground	Does not apply to land within Campbelltown.
SEPP 50 – Canal Estate Development	Not relevant to the proposal.
SEPP 52 – Farm Dams	Not relevant to the proposal.
SEPP 55 – Remediation of Lands	The existing urban use of the land is unlikely to result in land contamination. Future development of the site will need to address the requirements of the SEPP.
SEPP 62 – Sustainable Aquaculture	Not relevant to the proposal.
SEPP 64 – Advertising and Signage	The planning proposal is consistent with the SEPP. Future development of the site would need to take the SEPP into consideration.
SEPP 65 – Design Quality of Residential Apartment Development	The Planning Proposal seeks to facilitate high rise residential development. The proposal's masterplan has considered the various design specifications of the SEPP – relating to solar access, overshadowing and building separation and is consistent with its requirements.
SEPP 70 – Affordable Housing Schemes	Future development on the site may incorporate affordable housing provisions. The applicant will work with Campbelltown Council in this regard.
SEPP 71 – Coastal Protection	Not relevant to this proposal.
SEPP (Building Sustainability Index: BASIX) 2004	Future development of the site will have regard for the requirements of the SEPP.
SEPP (Educational Establishments and Child Care Facilities) 2017	The planning proposal is consistent with the SEPP. The proposed commercial floorspace is conducive to educational and child care use.
SEPP (Affordable Rental Housing) 2009	The proposal is consistent with the SEPP. Future development on the site may incorporate affordable housing provisions.
SEPP (Exempt and Complying Development Codes) 2008	Not relevant to the Proposal.
SEPP (Infrastructure) 2007	Future development of the site may constitute traffic generating development and trigger an assessment under this SEPP. Agency input into the post-gateway assessment of the proposal is necessary.
SEPP (Housing for Seniors or People with a Disability)	The Planning Proposal does not nominate specific residential uses. Any future proposal for seniors housing would be assessed according to the SEPP.

SEPP (Integration and Repeals) 2016	Not relevant to the proposal.
SEPP (Kosciusko National Park) 2007	The SEPP does not apply to the land.
SEPP (Kurnell Peninsular) 1989	The SEPP does not apply to the land.
SEPP (Mining and Extractive Industries) 2007	Not relevant to the proposal.
SEPP (Miscellaneous Consent Provisions)	Not relevant to the proposal.
SEPP (Penrith Lakes Scheme) 1989	Not relevant to the proposal.
SEPP (Rural Lands) 2008	Not relevant to the proposal.
SEPP (State and Regional Development) 2011	Future development of the site may constitute 'regional development', requiring assessment and determination by the regional panel.
SEPP (State Significant Precincts) 2005	The SEPP does not apply to the land.
SEPP (Sydney Drinking Water Catchment) 2011	The SEPP does not apply to the land.
SEPP (Sydney Region Growth Centres) 2006	The SEPP does not apply to the land.
SEPP (Three Ports) 2013	The SEPP does not apply to the land.
SEPP (Urban Renewal) 2010	The SEPP does not apply to the land.
SEPP (Western Sydney Employment Area) 2009	The SEPP does not apply to the land.
SEPP (Western Sydney Parklands) 2009	The SEPP does not apply to the land.
SEPP (Vegetation in Non-Rural Areas) 2017	The subject site is located within a built-up urban area and is currently developed. The proposal does not impact any significant vegetation.

The following table provides a brief assessment of consistency against each Deemed SEPP relevant to the Planning Proposal.

<b>Consideration of Deemed SEPPs</b>	<b>Comment</b>
REP (Sydney Harbour Catchment) 2005	Not relevant to this Planning Proposal.
Greater Metropolitan Regional Environmental Plan No.2 – Georges River Catchment	Consistent. The proposal does not impact on the water quality and river flows of the Georges River and its tributaries. The Proposal would be subject to further assessment relating to stormwater and drainage should a future development application be lodged.

## 6. Is the Planning Proposal consistent with applicable Ministerial Directions (s9.1 directions)?

The following table provides a brief assessment of consistency against each section 9.1 direction relevant to the planning proposal.

Consideration of s9.1 Directions	Comment
<b>1. Employment and Resources</b>	
1.1 Business and Industrial Zones	<p>The proposal is consistent with this Direction as the amendment to the Height of Building Map and the inclusion of a Floor Space Ratio Map would not seek to reduce the amount of commercial/retail floor space available within the Campbelltown CBD.</p> <p>The proposed amendment seeks to allow an increased provision of retail/commercial floorspace consistent with the site's B4 zoning.</p>
1.2 Rural Zones	Not applicable.
1.3 Mining, Petroleum Production and Extractive Industries	Not applicable.
1.4 Oyster Aquaculture	Not applicable.
1.5 Rural Lands	Not applicable.
<b>2. Environment and Heritage</b>	
2.1 Environment Protection Zones	Not applicable.
2.2 Coastal Protection	Not applicable.
2.3 Heritage Conservation	Not applicable.
2.4 Recreation Vehicle Areas	Not applicable.
<b>3. Housing, Infrastructure and Urban Development</b>	
3.1 Residential Zones	<p>Consistent.</p> <p>The subject site is not located within a residential zone, although shop-top housing is encouraged within the B4 Mixed Business zone. The proposal is consistent with this Direction as additional dwellings will be provided close to existing infrastructure and services.</p>
3.2 Caravan Parks and Manufactured Homes Estates	Not applicable.
3.3 Home Occupations	Not applicable.
3.4 Integrating Land Use and Transport	<p>Consistent.</p> <p>The subject site is within 400m of the Macarthur rail station and other transport services.</p>
3.5 Development Near Licensed Aerodromes	Not applicable.
3.6 Shooting Ranges	Not applicable.
<b>4. Hazard and Risk</b>	
4.1 Acid Sulfate Soils	Not applicable.



4.2 Mine Subsidence and Unstable Land	Not applicable.
4.3 Flood Prone Land	Not applicable.
4.4 Planning for Bushfire Protection	Not applicable.
<b>5. Regional Planning</b>	
5.1 Implementation of Regional Strategies	Not applicable.
5.2 Sydney Drinking Water Catchments	Not applicable.
5.3 Farmland of State and Regional Significance on the NSW Far North Coast	Not applicable.
5.4 Commercial and Retail Development along the Pacific Highway, North Coast	Not applicable.
5.5 – 5.7	Repealed
5.8 Second Sydney Airport	Not applicable.
5.9 North West Rail Link Corridor Strategy	Not applicable.
5.10 Implementation of Regional Plans	Not applicable.
<b>6. Local Plan Making</b>	
6.1 Approval and Referral Requirements	The planning proposal does not trigger the need for any additional concurrence, consultation or referral to a Minister or Public Authority.
6.2 Reserving Land for Public Purposes	The Planning Proposal suggests that part of the Bunnings and Wilma sites, with frontage to Menangle Road, and zoned SP2 for road widening would be best utilised for open space purposes, incorporated with the site's provisions. The proposal suggests that Menangle Road could be converted to a pedestrian-cycle-bus only connection between Macarthur and Campbelltown stations. This part of the Planning Proposal will require agency consideration post-Gateway although it is noted that the proposal is not dependent upon the change in status of Menangle Road. Its primary objective to alter building height and floor space ratio provisions can be considered regardless of the future role of Menangle Road.
6.3 Site Specific Provisions	The proposal is relating primarily to building height, and therefore is consistent with this Direction.
<b>7. Metropolitan Planning</b>	
7.1 Implementation of a Plan for Growing Sydney	The proposal is consistent with the requirements of the strategy as discussed in Part 3 of this Planning Proposal.
7.2 Implementation of Greater Macarthur Land Release Investigation	Not applicable.

7.3 Parramatta Road Corridor Urban Transformation Strategy	Not applicable.
7.4 Implementation of North West Priority Growth Area Land Use and Infrastructure Implementation Plan	Not applicable.
7.5 Implementation of Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	Not applicable.
7.6 Implementation of Wilton Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	Not applicable.
7.7 Implementation of Glenfield to Macarthur Urban Renewal Corridor	<p>The proposal is consistent with this Direction as it allows for the revitalisation and intensification of land within the Macarthur Precinct.</p> <p>The 7+-storeys building height assigned to high-density precincts by the Corridor Strategy is tested by the Planning Proposal's <i>Urban Design Study</i> (by CHROFI and Architectus). The Design Study provides justification for the proposed building heights (from 5-25 storeys) having regard for the proposal's substantial public domain and the lack of impact associated with its tower buildings. The project's thin building towers are limited in number, well-spaced, do not shed unreasonable shadow and complement the site's central location and proximity to transport services.</p> <p>The concept masterplan suggests a range of building heights that is appropriate to the site's central location and to the future metropolitan role of Campbelltown-Macarthur. This is proposed to be reinforced through a site specific control.</p> <p>The proposal incorporates a substantially improved public domain and will incorporate community uses within the precinct.</p>

### 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?**

No.

The subject site does not contain any known critical habitat or threatened species, populations' or ecological communities, or any other habitat. The proposal will not impact upon any ecological communities.

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

Yes.

The Planning Proposal seeks to increase the maximum building height across three blocks of land that are centrally located within the Macarthur centre. The site of the proposal is not environmentally or heritage-constrained, but the proposal will have various impacts relating to urban design, traffic management, drainage, solar access and sustainable building outcomes that require careful and ongoing consideration.

A series of further investigations are anticipated post-Gateway, primarily relating to both site and CBD capacity. These will address site drainage, the traffic / transport implications of the proposal and the consideration of best-fit sustainability measures for the project. Close liaison with Council and key agencies will be required. The further studies will help to ensure that the function of the city centre is not compromised by the project and that future development is not sterilised as a result of it.

A site-specific DCP is also proposed to 'lock in' design and associated measures to ensure a consistent project quality over the project's duration.

The additional studies and investigations required of the Planning Proposal include:

- Additional Traffic/Transport Investigations relating to city centre capacity and the impact of new transport infrastructure and mode-shift initiatives
- Examination of the impact of the Probable Maximum Flood (PMF) on site designs and city centre infrastructure
- A Public Domain Strategy
- A Site Sustainability Approach – working with Council to identify realistic and practical precinct-level sustainability measures
- A Voluntary Planning Agreement (VPA) that considers opportunities for the inclusion of social infrastructure on the site and open space provisions to be dedicated to the public

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

The Planning Proposal is supported by social or economic assessments undertaken by expert consultants.

The *Community Needs and Social Impact Assessment* by Architectus (May 2018) considers the demographic characteristics of the locality and benchmarks the provision of community facilities and open space.

A substantial provision of open space is planned for the precinct, commensurate with its future population, involving up to 30% of the site and including a central park (4,680m<sup>2</sup>), an under-bridge park (1,800m<sup>2</sup>), a fountain park (1,690m<sup>2</sup>), a civic piazza (2,293m<sup>2</sup>), Macarthur Walk (7,704m<sup>2</sup>) and an optional linear park (1,800m<sup>2</sup>) along the Menangle Road corridor. These spaces will be complemented by a series of roof-top green spaces and ground-level communal areas for the enjoyment of residents and workers.

The proposed public domain and open space provisions exceed comparable renewal precincts in other parts of Sydney, which generally deliver between 10-15% of site area as public space (e.g. Green Square, Victoria Park, Central Park, Rhodes West).

Other communal facilities/uses can be incorporated within project's commercial floorspace allocation – whether this involves specific provisions (e.g. a library, multi-functional meeting rooms or the re-housing of WILMA) or dedicated recreational facilities. Details of a VPA offer for the project will be informed by ongoing discussions with Council. It is also expected that a public domain strategy will form part of a site-specific DCP for the site.

The site's floorspace provisions have been carefully considered having regard for both site capacity and the broader needs of the Campbelltown-Macarthur city centre, as documented in MacroPlan's *Market Analysis* (May 2018).

Based on the early projections of Reimagining Campbelltown, the Planning Proposal's residential offering will contribute less than 15% of the city centre's required housing yield.

<b>Housing Strategy</b>	<b>Dwelling Targets (dwellings)</b>
<b>Kellicar PP</b>	<b>1,600-1,800 new apartments</b>
<b>Greater Sydney Regional Plan 2056</b>	+ 725,000 additional dwellings
<b>Western City District 2036 – District target</b>	+ 184,500 additional dwellings
<b>Western District Plan – Campbelltown LGA</b>	+ 6,800 additional dwellings
<b>0-5-year housing supply target 2016-2021</b>	
<b>Reimagining Campbelltown - Macarthur Region</b>	+ 186,000 additional dwellings
<b>Reimagining Campbelltown - CBD Study Area</b>	16,000 (+11,000) dwellings, accommodating 35,500 CBD residents

It is noted that the Western City District Plan's 5-year housing target of 6,800 new dwellings by 2021 (for the Campbelltown LGA) is a minimum target. This target reflects existing development pipelines and existing planning circumstances.

Councils are required to identify new housing opportunities to achieve the overall target for Greater Sydney of an additional 725,000 dwellings by 2036. Achieving the Sydney-wide target will require the market to deliver new housing at higher than peak production rates consistently for the next 20 years.

The scale and mix of the Planning Proposal's retail/commercial floorspace provisions are confirmed by a separate assessment undertaken by MacroPlan (2018) which identifies market demand for its various components. Key findings from this work demonstrate that:

- The projected growth in the local population within the Campbelltown-Macarthur city centre (using TPA projections) will drive demand for an additional 20,000m<sup>2</sup> of traditional retail floorspace by 2036, whilst projected growth in the broader main trade area served by Campbelltown-Macarthur is estimated to require an additional circa 250,000m<sup>2</sup> of traditional retail floorspace by 2036.
- The projected growth in the local workforce within the Campbelltown-Macarthur centre alone is estimated to drive demand for a further 2,000-3,000m<sup>2</sup> of retail floorspace by 2036.



- A recommended quantum of around 20,000-25,000m<sup>2</sup> of (replacement) retail GFA is proposed for the precinct, representing a small portion of the additional floorspace required by 2036.
- The workforce within the Campbelltown-Macarthur city centre is projected to grow by around 5,000+ workers to reach around 22,000 by 2036 (using TPA figures), an increase of 30-35%. This additional workforce will require an additional provision of 125,000-150,000m<sup>2</sup> of employment floorspace.
- For the Kellicar precinct a minimum provision of around 45,000m<sup>2</sup> of general commercial and health/educational floorspace is recommended, with additional potential for a city-based hotel offering.

The mix and scale of non-residential floorspace has been carefully selected for the site. It represents a small portion of the total additional GFA expected of the centre over the next 20 years. These forecasts are modest and will be driven significantly higher with the advent of a North-South Rail connection at Campbelltown-Macarthur.

The Planning Proposal will contribute to 5% of the Reimagining Campbelltown's jobs projection.

Employment Strategy	Job Targets
Kellicar PP	2,000+ (ret/com, hotel + other) – 80,000m <sup>2</sup>
Greater Sydney Regional Plan 2036	+ 817,000 additional jobs
Western City District 2036 – Campbelltown-Macarthur Strategic Centre (pg.84)	27,000-31,000 jobs
Reimagining Campbelltown – Campbelltown CBD Study Area (jobs)	+6,000-10,000 jobs (from 21,000 current)
Reimagining Campbelltown – CBD employment floorspace	55,500 (+ 38,000) jobs (servicing a regional population of 800,000 people)
	1,600,000m <sup>2</sup> GFA (current 525,000m <sup>2</sup> incl. approx. 250,000m <sup>2</sup> retail/commercial GFA)

## Section D – State and Commonwealth Interests

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

Yes, however further improvements are necessary.

The site is within walking distance of the Macarthur rail station and is accessible by existing bus services. Road network improvements will be required, however, to accommodate the project. Additional public open space will also be required to meet the needs of residents and workers attracted to the site.

Other community services are available in the vicinity of the site although there is opportunity for some new and some existing services to be housed within the project, including accommodation for the Macarthur Women's Health Centre (WILMA).

A specific desired outcome of the Planning Proposal is to encourage greater use of the public transport services that are available to the site. Further transport investigations, as identified by Reimagining Campbelltown, will seek to develop an integrated transport and parking strategy that reduces reliance on private vehicles. Ultimately, through its improved permeability, enhanced ground level environment and co-location of housing and employment floorspace, the proposal seeks to encourage a modal shift to public transport.

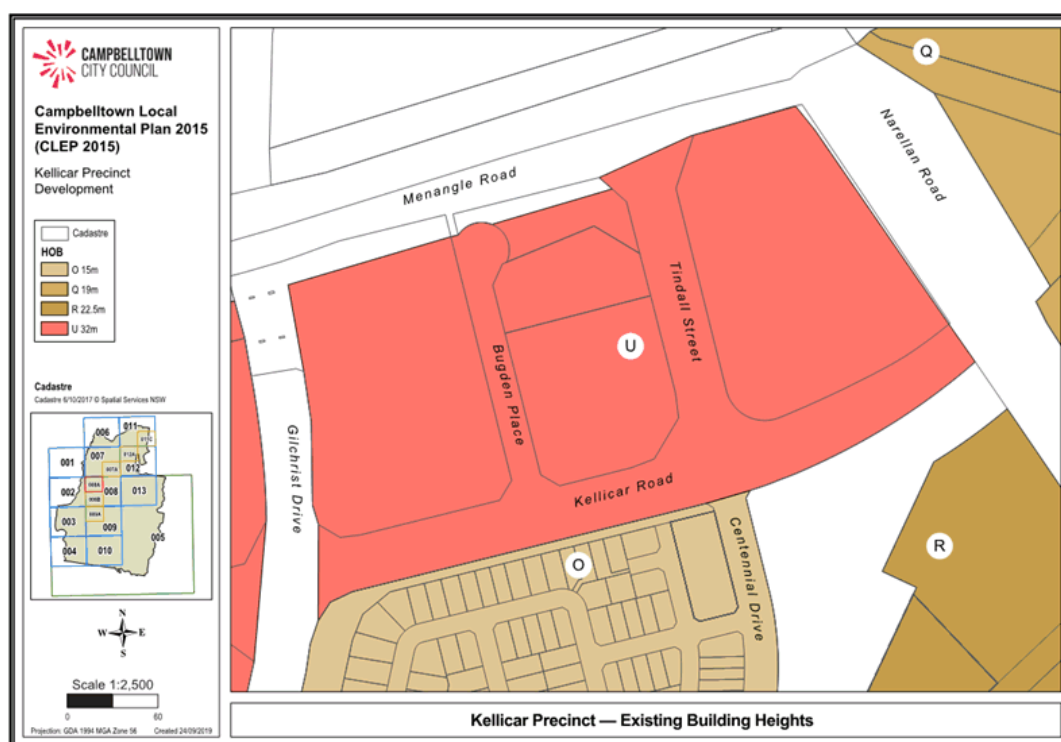
# 11. What are the views of the State and Commonwealth public authorities consulted in accordance with the Gateway Determination?

Consultation will occur with the public authorities identified in the Gateway Determination, including Transport for NSW, NSW Police and the Office of Environment and Heritage.

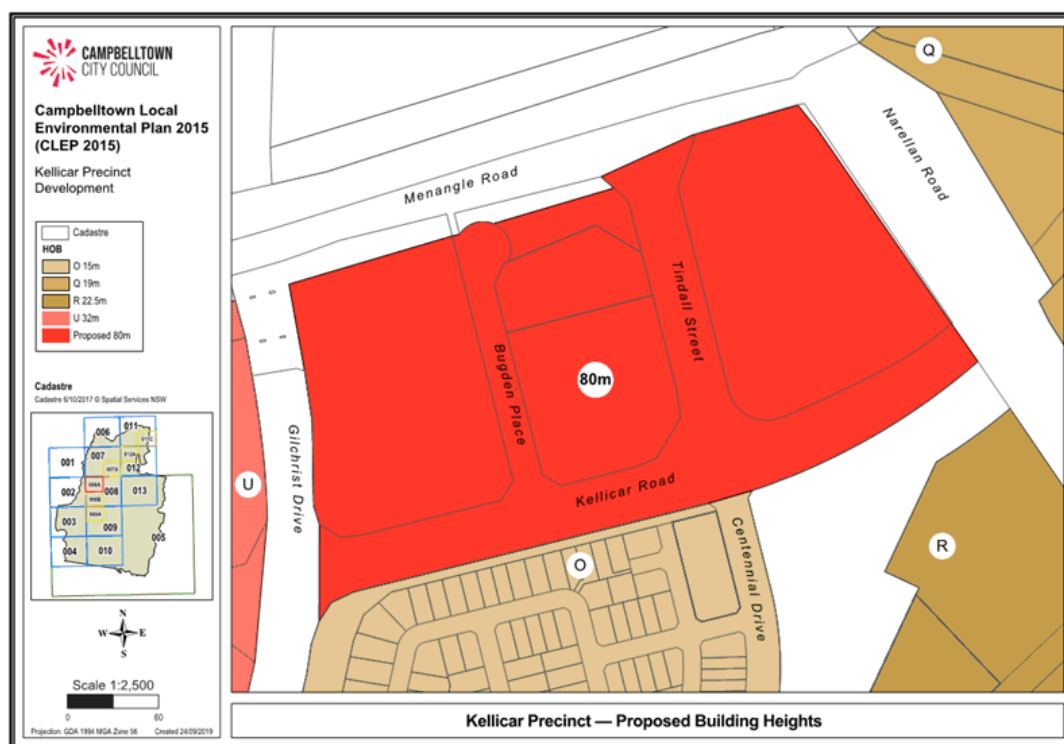
## Part 4 – Mapping

The Planning Proposal seeks to amend the Campbelltown LEP Height of Building Maps as proposed below: -

Map	No	Requested Amendment
Height of Buildings Map	Sheet HOB_008 Date 11 March 2016	Amend the height of building map for properties located between Gilchrist Drive, Menangle Road, Narellan Road and Kellicar Road, Macarthur from 32m to a maximum of 80m.
Floor Space Ratio Map	Sheet FSR_008	Amend the Floor Space ratio map so that the maximum permissible floor space ratio for this site is 3.5:1



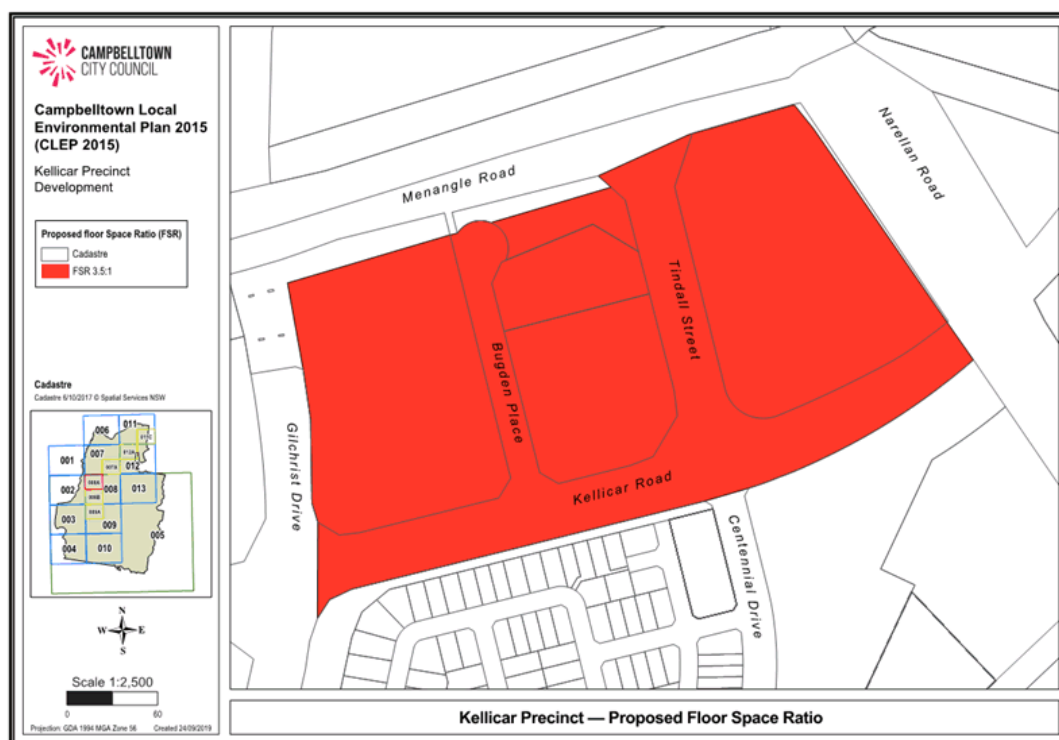
Current CLEP 2015 Height of Building Map



*Proposed CLEP 2015 Height of Building Map*

The Planning Proposal also seeks to incorporate a floor space ratio limitation by introducing a floor space ratio limitation for the subject site as described below:

Map	No	Requested Amendment
Floor Space Ratio Map	Sheet FSR_008 Date 11 March 2016	Amend the Floor Space ratio Map by introducing a limit of 3.5:1 for the subject site, bounded by Gilchrist Drive, Menangle Road, Narellan Road and Kellicar Road, Macarthur.



Proposed CLEP 2015 Floor Space Ratio Map

### Part 5 – Community consultation

In accordance with “A guide to preparing local environmental plans” prepared by the Department of Planning and Environment (2016), the consultation strategy would include:

#### Advertisement on the Council website

The Planning Proposal would be exhibited on Council's website ([www.campbelltown.nsw.gov.au](http://www.campbelltown.nsw.gov.au)). Council's libraries also have access to the website.

Documentation relating to the Planning Proposal will be available online (Council's web site and the NSW Planning Portal) for the duration of exhibition period.

#### Letters to affected owners

A letter would be sent to landowners who adjoin or are in close proximity to the site, advising them of the exhibition of the Proposal and inviting submissions.

### Part 6 – Project Timeline

Weeks after Gateway Determination	Item
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0	Gateway Determination
12	Response to Gateway Requirements
16	Consultation with government agencies
16	Preparation of draft DCP and consultation with Design Excellence Panel
20	Approval to exhibit draft DCP
24	Exhibition Start for Planning Proposal, Draft DCP and Public Domain Plan
28	Exhibition End
32	Consideration of submissions from exhibition
36	Report to Council on submissions
40	Request draft instrument be prepared