

8.5 Ingleburn CBD - Planning Proposal and Development Control Plan

Reporting Officer

Executive Manager Urban Centres
City Development

Community Strategic Plan

Objective	Strategy
4 Outcome Four: A Successful City	4.3 - Responsibly manage growth and development, with respect for the environment, heritage and character of our city

Officer's Recommendation

1. That the revised Ingleburn CBD Planning Proposal be forwarded to the NSW Department of Planning, Industry and Environment for a Gateway determination.
2. That subject to the receipt of a satisfactory Gateway determination, the Planning Proposal be exhibited along with the attached Draft Site Specific Ingleburn CBD Development Control Plan Amendment and supporting studies.
3. That a further report be presented to Council outlining options for a design excellence process for the development of the future car park site for a mixed use building and a public park. This report is to consider the appropriateness of this site for a possible iconic building.
4. That a further report be presented to Council outlining options for developer contributions planning for the Ingleburn CBD.

Purpose

To update Council on the status of the Ingleburn CBD Planning Proposal (the Proposal) and to seek direction to progress the Proposal and accompanying development control plan amendment.

History

The history of this Proposal is summarised below:

Date	Description
May 2004 to October 2014	Council prepared 2 structure plans (2006, 2014) for Ingleburn in consultation with and support from the NSW Department of Planning, Industry and Environment under a number of previous names (DPIE).

Date	Description
October 2014 to July 2015	Structure planning for Ingleburn was placed on hold at the request of DPIE pending the outcome of a corridor strategy for the renewal of the urban railway corridor between Glenfield to Macarthur.
July 2015 to December 2017	The NSW Government released the final Corridor Strategy which included precinct plans for the areas around the Macarthur, Campbelltown, Leumeah, Minto, Ingleburn and Macquarie Fields railway stations.
June 2018	A Proposal for the Ingleburn CBD (the first Proposal) was presented to Councillors.
August 2018	The first Proposal was reported to the Campbelltown Local Planning Panel for advice.
April 2019	After being revised in response to the advice of the Campbelltown Local Planning Panel, the first Proposal was reported to Council. Council supported the first Proposal and resolved to seek a Gateway determination. The first Proposal was forwarded to DPIE for a Gateway determination.
March 2020	A Gateway determination (the first Gateway determination) was issued supporting the first Proposal subject to conditions requiring a number of specialist studies, supporting plans and public exhibition. The first Gateway determination had a 12 month time limit. COVID-19 lockdowns began in the weeks following the issue of the first Gateway determination.
March 2020 to March 2021	Council works towards satisfying the first Gateway determination. Flooding and economic impact issues sufficiently resolved to allow public exhibition and the preparation of later specialist studies and supporting documents. DPIE begins a series of reforms to encourage economic recovery from the effects of COVID-19. One of these changes is to move the Gateway determination later in the planning proposal process.
March 2021	The first Gateway determination expires. Council seeks an extension.
March 2021 to May 2021	Council continues working towards satisfying the first Gateway determination.
June 2021	DPIE advises that the first Gateway determination will not be extended as a result of the recent reforms. Council is encouraged to lodge a fresh planning proposal closer to being ready for exhibition. DPIE makes clear their continued support for the proposed urban renewal of Ingleburn and agrees to provide financial assistance for preparing the required studies. The urban design and public domain study results in changes to the proposal.
August 2021	A revised Proposal is reported to Council.

Report

Introduction

As summarised above, Council has had a long standing position to facilitate urban renewal of the Ingleburn CBD. This report is provided in support of a revised Proposal that is responsive to the latest flood and urban design studies undertaken for the precinct. A draft Development Control Plan is also provided for endorsement for public exhibition.

Urban Design

An urban design and public domain strategy has been prepared to accompany the Proposal. The outcomes of the study are:

- The previously proposed floor space ratio of 2.7:1 has been validated and confirmed as appropriate.
- The urban form of the previously proposed 8 storey height limit has been modelled and shown to be appropriate from urban design, amenity and solar access perspectives.
- The previously proposed maximum building height for residential flat buildings of 26 m has been validated and confirmed as appropriate.
- The previously proposed maximum building height for mixed use buildings has been increased from 26 m to 28 m to ensure the ground floor commercial level can have adequate ceiling heights.
- Setbacks should be variable from 0 m to 10 m to ensure adequate solar access to key public spaces at ground level.
- The qualifying site areas of 2,000 m² for residential flat buildings and 1,200 m² for mixed use buildings (both with a 30 m minimum width) have been validated and confirmed as appropriate.
- The locations of the proposed public open spaces have been validated and confirmed as appropriate from a public domain design and solar access perspective.
- Possible road closures of Oxford and Macquarie Roads to make way for pedestrian malls have been proposed for consideration in future infrastructure planning by Council.
- The existing road network and existing widening reserves on Boots Lane have been confirmed as adequate to accommodate future public domain works without additional widening.

Generally, the outcome of the urban design study has validated the first Proposal endorsed by Council and this revised Proposal is therefore substantially the same except for a small increase to the proposed maximum height for mixed use buildings.

Flooding

The existing flood modelling and investigations has been reviewed and consolidated into a new summary report. This review found that the diversion of flood water around the precinct is the most sensible approach to reduce flood risks in the precinct. This will come at significant cost (circa \$20 million) but is plausible in the long term.

The incorporation of second storey evacuation routes is proposed in the draft DCP to provide additional reduction of risk associated with the short duration flood events in Ingleburn. Restrictions are also proposed to avoid basement car parking on certain higher risk sites.

The delivery of one or both of these proposals would significantly reduce flood risk in the precinct. The diversion works would reduce flood depths and velocity in the precinct while the second storey access would provide connections between isolated islands that form during floods and the surrounding land above the flood level.

Remaining Studies

Additional studies are being procured and prepared for traffic and car parking and social infrastructure. It is proposed to append these studies to the Proposal for Gateway determination and public exhibition.

The studies are to be included with the Proposal to ensure that relevant state government agencies and the community understand the future infrastructure needs of the precinct. These studies are, however, unlikely to result in any significant changes to the Proposal itself or to any of the proposed LEP and DCP provisions. These studies will instead inform the provisions of the development contributions plan as part of the review of that plan that is to follow the finalisation of this Proposal.

The Planning Proposal

The Proposal seeks to amend the maps and text of Campbelltown Local Environmental Plan 2015 (CLEP 2015). The map changes proposed include:

- Rezoning the Ingleburn CBD to a mix of SP2 Infrastructure (Road), B4 Mixed Use, R4 High Density Residential and RE1 Public Recreation.
- Increasing maximum buildings heights for the R4 part of the precinct to 26 m and the B4 zone to 28 m.
- Amending the floor space ratio (FSR) map to provide a ratio of 2.7:1 would apply to the precinct.

The clauses of the CLEP would also be amended. These amendments would:

- Detail the differential floor space ratios in the B4 zone to allocate 60-80 per cent of the FSR for residential development and the balance to commercial development
- Restrict development prior to the making of a new contributions plan
- Provide minimum lot sizes for high rise development to require lot consolidation.
- Require replacement car parking as part of a future mixed use development of Council land at the centre of the precinct to replace parking lost through public domain improvements and new public open space.

The proposed maps and clauses are included in the Proposal attached to this report. The attached Proposal also details the planning assessment of the proposed amendment to the CLEP 2015.

The Development Control Plan Amendment

The proposed DCP amendment would create a range of site specific provisions for the precinct. These provisions are summarised in the table below:

Provision Type	Provision	Assessor Comment
Site Requirements	No isolated allotments	The proposed controls would ensure that the fragmentation of land ownership in the precinct is consolidated without leaving isolated parcels that are incapable of being development to a higher density.
Built Form and Urban Design	Setbacks	The proposed setbacks are derived from the Concept Urban Design and Public Domain Strategy provided as an appendix to the Proposal. The resulting urban form is considered suitable for public exhibition purposes.
Built Form and Urban Design	Pedestrian Linkages	The proposed pedestrian linkages will promote walkability in the Ingleburn CBD and contribute to the broader amenity of the precinct.
Built Form and Urban Design	Awnings are required along front frontages and pedestrian linkages within the B4 Mixed Use Zone	The proposed awning control will maximise pedestrian linkages and amenity and result in a consistent and attractive built form.
Built Form and Urban Design	Continuous second storey public access to facilitate flood access in certain parts of the CBD.	The proposed controls will provide for second storey flood free access for pedestrians during short duration high intensity flood events.
Built Form and Urban Design	Second storey development in the B4 Mixed Use Zone	Controls are proposed to require commercial development on the second storey of high rise buildings in the B4 zone. This will provide for increased employment opportunities and streetscape outcomes.
Built Form and Urban Design	Awning to buildings in the B4 zone	This control will maximise pedestrian connectivity by providing all weather pedestrian linkages.
Car Parking	Adaptable Parking Spaces	Controls are proposed to require that car parking spaces be adaptable so that when future technology reduce demand for parking that floor space can be repurposed.
Public Domain	New pedestrian linkages and the enhancement of existing laneways	These controls will improve pedestrian connectivity by providing additional pedestrian links and improving existing links in the precinct.

Provision Type	Provision	Assessor Comment
Open Space	Communal Open Space for residential flat buildings	Controls are proposed to require communal open space for future high rise development in the precinct. These controls have included discounts for sites close to public open space that have reduced building heights to allow for solar access to those public open space areas.
Flooding	Flood planning controls based on 4 flood planning levels.	A detailed set of flood controls are proposed in response to the particular flood risks present in this location.
Solar Access	Preserving solar access to key public spaces	This control will require 2 hours of solar access to 50% of each area of key public space on the day of the winter solstice.

Iconic Building Sites

The potential for one or more iconic buildings in Ingleburn has not been addressed at this stage.

Further investigation and consultation will be required as part of that planning exercise. It is recommended that this be considered through a separate planning proposal or proposals to allow the current proposal to proceed without delay.

Council's car park adjacent Cambridge Road is to be developed for a mixed use building with additional parking and public open space. This site should be investigated as a possible iconic building site for the following reasons:

- The site is located at the centre of the CBD and will front on to the major area of public open space
- The site is adjacent the key link between Oxford Road and the new major area of public open space
- The site will provide car parking for the precinct and there will opportunity to link that car parking to other buildings to provide flood free access
- The site is optimally located within the road network at a corner with a minor road / laneway
- The site is ideally situated in terms of overshadowing being south of the proposed public open space and one block set back from Oxford Road
- The site is a substantial land holding

There is not presently a sound basis to present a Proposal to provide for an iconic building in this location. It is recommended, however, that Council investigate this opportunity further.

Conclusion

The revised Planning Proposal and draft Development Control Plan is responsive to the latest flood and urban design studies undertaken for the Ingleburn CBD precinct. It is considered that these plans are ready for Gateway determination and public exhibition. The revised Planning Proposal only has minor differences compared to the first Planning Proposal supported by Council.

The Council land to be developed for car parking and public open space may include a suitable site for an iconic building and further investigation of this possibility is recommended.

Attachments

1. Ingleburn CBD – Planning Proposal (contained within this report) [↓](#)
2. Ingleburn CBD Draft DCP (contained within this report) [↓](#)
3. BBBC Creek FRMSP – Ingleburn CBD Summary (contained within this report) [↓](#)
4. Ingleburn CBD Urban Design Study (due to size) (67 pages) (distributed under separate cover)

8.5 Ingleburn CBD - Planning Proposal and Development Control Plan

It was **Moved** Councillor Manoto, **Seconded** Councillor Rowell:

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A Division was recorded in regard to the Resolution for Item 8.5 with those voting for the Motion being Councillors G Brticevic, M Oates, M Chowdhury, K Hunt, R Manoto, M Chivers, B Moroney, P Lake, W Morrison and T Rowell.

Voting against the Resolution were Nil.

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

Meeting note: At the conclusion of the discussion regarding Items 8.3, 8.4 and 8.5 Councillor Gilholme returned to the meeting at 7:11 pm.

Procedural Motion

It was **Moved** Councillor Hunt, **Seconded** Councillor Manoto:

That Item 8.8 – Macarthur Football Club Community Partnership Funding Report be brought forward to be considered after Item 8.5.

150 The Motion on being Put was **CARRIED**.
