



8.2 Planning Proposal Request - Hollylea Road, Leumeah

Reporting Officer

Executive Manager Urban Centres
City Planning and Environment

Community Strategic Plan

Objective	Strategy
4 Economic Prosperity	4.1.1 Provide high quality and diverse local job opportunities for all residents
2 Places For People	2.3.1 Ensure all people in Campbelltown have access to safe, secure, and affordable housing

Delivery Program

Principal Activity
4.1.1.1 Attract new businesses to Campbelltown to create a range of jobs for our community

Officer's Recommendation

1. That Council endorse the Planning Proposal at attachment 1 to this report, and the Planning Proposal be forwarded to the Department of Planning, Housing and Infrastructure for a Gateway Determination.
2. That subject to the receipt of a Gateway Approval, Council proceeds to publicly exhibit the Planning Proposal.
3. That the applicant be requested to address any outstanding matters including the preparation of a draft site-specific Development Control Plan.
4. That Council request the Minister delegate the authority for the making/finalising of the Planning Proposal to the General Manager.
5. That following the completion of public exhibition either:
 - a. where submissions are received by Council in response to public exhibition, a submissions report be presented to Council, or
 - b. where no submissions are received by Council in response to public exhibition, the Planning Proposal be finalised.

Executive Summary

- An owner-initiated Planning Proposal Request (PPR) was lodged with Council in February 2019 for land generally known as 2A-14 Hollylea Road and 5-7 Plough Inn Road, Leumeah (the Site). The Site is located on the western side of Leumeah Railway Station and has an area of 3.8 ha. The Site contains commercial and industrial buildings and hardstand areas, which are occupied by a variety of industrial and commercial land uses.
- The PPR proposed the amendment of the land use zoning of the Site from the current E3 Productivity Support under Campbelltown Local Environmental Plan 2015 (the LEP) to MU1 Mixed Use, and proposes to amend the current maximum building height from 15 m to building heights of 43.0 m, 38.5 m 22.0 m and 5.0 m. The PPR also seeks to implement a maximum Floor Space Ratio (FSR) of 2.7:1 and includes the provision of open space and the enhancement of the Bow Bowling Creek corridor enabling and catalysing its use for active transport.
- In addition to the measures mentioned above, it is also proposed that Schedule 1 of the LEP be amended in order to make Industrial Retail Outlets and Industrial Training Facilities additional permitted uses on the site. Each of these uses would, by LEP definition, be required to be in association with an industrial use on site and as such would be limited to light industrial uses which, again by LEP definition, must “not interfere with the amenity of the neighbourhood...”. The amendment is proposed in order to support and facilitate the use of the site for high tech industries.
- As a procedural measure, it is also proposed that the LEP Land Reservation Acquisition Map be amended to designate the RE1 Public Recreation portions of the precinct as Local Open Space.
- The PPR is accompanied by studies including an urban design report providing an urban renewal vision for the site, including conceptual building envelopes, a public plaza and park, and a public promenade along a widened Bow Bowling Creek corridor.
- Advice has been obtained from the Campbelltown Local Planning Panel (the Panel) who were of the view that further work needed to be undertaken to accompany the PPR to address the matters raised by the Panel prior to the matter being referred for a Gateway Determination.
- The proponent has worked with Council and undertaken to revise the original PPR and has also provided additional requested supporting reports in the intervening time period, as requested by the Panel.
- The PPR, and amendments made to it by the proponent, were referred to the Design Excellence Panel (DEP) on 29 October 2021, 17 December 2021 and 10 February 2022. The DEP was generally supportive of the revised layout and the urban design aspects of the PPR.
- The revised PPR has been assessed in accordance with the relevant state and local strategic planning framework and has been found to be consistent with all relevant plans and strategies.

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- The proponents request to amend the LEP is considered to have sufficient site specific and strategic merit.
- A Planning Proposal is now being formally presented to the Council for its endorsement and approval to be referred to the Department of Planning, Housing and Infrastructure for a Gateway Determination.

Purpose

The purpose of this report is for Council to consider a PPR for 2A-14 Hollylea Road and 5-7 Plough Inn Road, Leumeah, and seek Council's endorsement of the Planning Proposal (PP) at attachment 1 and refer it to the Department of Planning, Housing and Infrastructure (DPHI) for a Gateway Determination.

Property Description	2A-14 Hollylea Road and 5-7 Plough Inn Road, Leumeah Lot 3 DP 258315, Lot 3 DP 258315, Lot 12 DP 845149, Lot 16 DP 623923, Lot 4 SP 70043, Lot 27 DP 611186, Lot 27 DP 611186, Lot 125 DP 575481, Lot 301 DP 621274, Lot 9 DP 234601, Lot 4 SP 52179, Lot 1 DP 565611
Application No	545/2019/E-PP
Applicant	Michael Brown Planning Strategies
Owners	Banrun Pty Ltd Synelg Custodian Pty Ltd Mr Richard King Pacific Markets Pty Ltd Mr Steven Collins Mr Cameron Barrett Mr Ronald Mazuran and Ms Christine Mazuran Hollylea Nominees Pty Limited Nujubi Pty Ltd Mr David Andrews
Date Received	20 February 2019

History

- The subject site was zoned 4(b) – Industry B zone under the Campbelltown (Urban Area) Local Environmental Plan 2002. The site was rezoned under the CLEP 2015 to B5 Business Development and subsequently E3 Productivity Support under the Employment Lands Zoning Reform in 2023.
- Councillors were briefed on the PPR by the applicant in June 2019 and in August 2022.
- The PPR was originally lodged with Council in February 2019, prior to the public exhibition of Reimagining Campbelltown City Centre Master Plan in April 2020.

- Advice was obtained from Campbelltown Local Planning Panel (the Panel) on 25 November 2020 to assist Council's determination on this proposal in accordance with Section 2.19 of the EP&A Act. The Panel was of the view that further work was needed to be undertaken to address the matters raised by the Panel before a Planning Proposal (Proposal) could be submitted to Council seeking its endorsement and forwarding to the Department of Planning, Housing and Infrastructure for a Gateway Determination. The proponent has submitted a number of iterations of their PPR and has also provided additional requested supporting reports in the intervening time period.
- The PPR was referred to the Campbelltown Design Excellence Panel (DEP) on 29 October 2021 for input into the urban design aspect of the proposal. This resulted in adjustment to the originally proposed layout of the site. Two follow up sessions with the DEP occurred on 17 December 2021 and on 10 February 2022 and the DEP was generally supportive of the final revised layout and the urban design aspects of the proponents PPR.

Report

1. Introduction

The original intended outcome of the original PPR was to permit a high rise residential and mixed-use development outcome ranging from 5 to 22 storeys, with a proposal to provide a linear public open space corridor fronting Bow Bowling Creek and a green link through the site.

This original iteration of the PPR would have represented an increase in the height controls from 15.0 m to 63.0 m on key parts of the combined site, with lower (albeit increased) limits applying to the remainder of the site. The original iteration of the PPR also proposed a majority of the site being rezoned to R4 High Density Residential to enable high rise residential towers. This would have resulted in a partial loss of employment lands.

The PPR was reviewed and found to be largely inconsistent with a number of local and regional plans that were prepared after the PPR was lodged with Council. In addition, the PPR was not consistent with Local Planning Direction No 7.1 Business and Industrial Zones (previously known as Ministerial Directions).

Council staff have reviewed the PPR and have, in collaboration with the applicant, landowners and key stakeholders including the DPHI, and a number of refinements have been made to the original PPR.

2. Site Description

The Site is located on the south-eastern side of Hollylea Road, Leumeah. It is within a broader area on the western side of Leumeah Railway Station that is zoned E3 Productivity Support and contains a variety of industrial and commercial land uses. The Site is adjoined to the east by the Bow Bowling Creek, which is itself adjoined to its east by the Main Southern Railway Line.

The Site has an area of 3.8 ha and has frontages to Hollylea Road of approximately 360 m, to Plough Inn Road of approximately 120 m and to Bow Bowling Creek of approximately 450 m.

The Site consists of 12 separate allotments, 2 of which have been strata subdivided. The lots contain commercial and industrial buildings of varying styles and ages as well as hardstand areas and minimal vegetation.

The Site is occupied by a variety of industrial and commercial land uses.

To the north and west of the Site across Plough Inn Road and Hollylea Road respectively is land zoned E3 Productivity Support that contains a variety of commercial and industrial buildings and land uses.

To the north-west of the Site across the intersection of Hollylea Road and Plough Inn Road is Hollylea Reserve which contains a skate park and picnic tables.

To the east of the Site is Bow Bowling Creek and beyond the creek, the Main Southern Railway Line, Leumeah Railway Station and associated commuter car parking.

Leumeah Town Centre is located to the east of the Site and on the eastern side of the railway station.

To the south and south-west of the Site is vacant Council-owned land that is bisected by Bow Bowling Creek.

Both Leumeah town centre and the commuter car park are in the MU1 zone.

In the Leumeah Town Centre, a separate Planning Proposal is currently on public exhibition for the site on the corner of O'Sullivan Road and Pembroke Road (80 O'Sullivan Road), which seeks approval for maximum building heights of 38.5 m and 32 m and an FSR of 2:1.

3. Existing Zoning, development standards and local provisions under the CLEP 2015

Existing Zoning: E3 Productivity Support

Existing Maximum Building Height: 15 m

Floor Space Ratio: The site is not currently subject to a maximum Floor Space Ratio (FSR)

4. Summary of the Applicant's Planning Proposal Request (PPR)

The applicant's PPR seeks:

- A building height range up to 52.4 m on the northern and southern portions of the site.
- An FSR of 3.1:1
- A zoning of MU1 Mixed Use

5. Council's Planning Proposal (the Proposal)

Council officers have prepared a Planning Proposal (the Proposal) for the Site, which is attachment 1 to this report.

The Proposal seeks approval to rezone the Site to MU1 Mixed Use, an approval for a maximum building height ranging up to 43.0 m, and an FSR of 2.7:1.

The Proposal seeks the following amendments to Campbelltown Local Environmental Plan 2015 for 2A-14 Hollylea Road and 5-7 Plough Inn Road, Leumeah:

- a. Amend the zoning of the site from E3 Productivity Support to MU1 Mixed use, with supporting RE1 Public Recreation and RE2 Private Recreation areas.
- b. Amend the Height of Buildings Map to apply a series of maximum building heights across the site, between 5.0 m and 43.0 m for the sections of the site proposed to be zoned MU1 Mixed Use and no height limit for the section of the site that is proposed to be zoned RE1 Public Recreation/RE2 Private Recreation.
- c. Apply of a maximum floor space ratio (FSR) of 2.7:1 to the site.
- d. Amend the Land Reservation Acquisition Map to denote Council as the relevant acquisition authority for the RE1 Public Recreation portions of the site.
- e. Amend Schedule 1 of the LEP to permit Industrial Retail Outlets and Industrial Training Centres on the site, with consent, as additional permitted uses.

These recommendations have been informed by the following:

1. Assessment against Reimagining Campbelltown City Centre Master Plan including centre hierarchies.
2. Detailed analysis of the RLs within the Campbelltown CBD including the RLs from key points and sites.

The Proposal is recommended for endorsement as it will strengthen the opportunity for well-placed high density urban renewal around the Leumeah Town Centre. Increased density will enhance business within the centre as well increase the supply of dwellings near public transport.

6. Assessment – State Planning Policies, State Environmental Planning Policies and Ministerial Directions

A comprehensive assessment of the Proposal has been undertaken in relation to consistency with the following regional and state planning strategies:

- Greater Sydney Region Plan 2018 – A Metropolis of Three Cities
- Western City District Plan
- Greater Macarthur 2040: An Interim Plan for the Greater Macarthur Area
- Glenfield to Macarthur Urban Renewal Corridor Strategy

The PPR was also assessed against consistency with the relevant State Environmental Planning Policies (SEPPs).

6.1 Greater Sydney Region Plan 2018 – A Metropolis of Three Cities

The Plan provides a framework for the predicted growth in Greater Sydney. The Plan identifies key goals of delivering a metropolis of three 30-minute cities through four key themes, infrastructure and collaboration, liveability, productivity and sustainability.

Through the iterative refinement of the proponents PPR, the Proposal is now considered to be consistent with the Greater Sydney Region Plan as it aims to provide a local centre with a mixed-use centre comprising of commercial and residential uses.

6.2 Western City District Plan

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

Leumeah is part of the Campbelltown-Macarthur metropolitan cluster identified within the Western City District Plan. Its location has been identified as providing the metropolitan functions within the Macarthur region including concentration of jobs, a wide range of goods and services, entertainment, leisure and recreational activities. Campbelltown-Macarthur has been identified as a Collaboration Area which is led by the Greater Sydney Commission to support growth and change, deliver improved outcomes and address complex issues that require cross stakeholder solutions.

The Campbelltown-Macarthur Place Strategy is a key outcome of the Collaboration Area and has been prepared in alignment with the Reimagining Campbelltown City Centre Master Plan.

The Proposal is considered to align with the Campbelltown Macarthur Place Strategy.

6.3 Greater Macarthur 2040

The Proposal is closely aligned with the Goals for Leumeah listed within GM2040. Specifically, the goal to:

Create ground floor retail and mixed residential uses in the enhanced local centre to generate activity around the highly visible station.

The proximity to Leumeah Station creates the potential for a connected urban community in the precinct, in line with the vision of the plan.

The proposed MU1 zone will enable ground floor retail and mixed residential uses in line with the goal.

6.4 Glenfield to Macarthur Urban Renewal Corridor Strategy

The Glenfield to Macarthur Urban Renewal Corridor Strategy (Corridor Strategy) establishes a high-level strategic planning framework to guide future housing, employment opportunities and infrastructure delivery along the Campbelltown rail corridor, forming part of the Greater Macarthur Priority Growth Area.

The Leumeah Precinct Plan was prepared and finalised by the Department in 2017 as part of the Urban Renewal Corridor Strategy.

The Site is within the area covered by the Leumeah Precinct Plan, being one of the seven train station precincts identified under the Corridor Strategy. The Leumeah Precinct Plan provides the vision for the future development of the city centre having regard to the long-term housing and employment needs for the area until 2036.

As part of the desired future character and built form, the subject site is identified under the Precinct Plan for mixed use retail and residential as described below:

This area could accommodate a mix of retail and residential uses that would complement the character of the local area. Buildings would have ground floor retail that would provide local services for residents and commuters, with apartments above ranging from 7+ storeys in height. Detailed planning would be required to identify appropriate height and built form outcomes.

The majority of the Site is proposed to be rezoned to MU1 – Mixed Use, which is consistent with the Leumeah Precinct Plan under the Corridor Strategy.

7. Assessment – Local Planning Policies

The following Local Plans and Strategic Planning Policies are relevant to the consideration of the PPR, and an assessment of the PPR against these plans and strategies is outlined below.

7.1 Campbelltown Community Strategic Plan 2032

Campbelltown Community Strategic Plan 2032 (CSP) is Council's highest level strategic plan and outlines the strategic direction of Council for a 10-year period based on the feedback of the local community and research on successful and resilient communities.

The purpose of the CSP is to identify the community's main priorities and aspirations for the future and to plan an approach to achieve these goals. The CSP has been structured to address 5 key outcomes that Council and other stakeholders will work to achieve. These outcomes are:

- Outcome 1: Community and belonging
- Outcome 2: Places for people
- Outcome 3: Enriched natural environment
- Outcome 4: Economic prosperity
- Outcome 5: Strong leadership

These outcomes will be achieved through the implementation of strategies identified within the CSP. The following strategies are considered the most relevant in the consideration of this Proposal:

- 2.1.1 – Provide public places and facilities that are accessible, safe, shaded and attractive.
- 2.2.1 – Ensure transport networks are integrated, safe and meet the needs of all people.
- 2.3.1 – Ensure all people in Campbelltown have access to safe, secure, and affordable housing.
- 3.1.2 – Ensure urban development is considerate of the natural environment.

- 4.1.1 – Provide high quality and diverse local job opportunities for all residents.
- 4.2.1 – Support the growth, productivity and diversity of the local economy.
- 5.1.1 – Increase opportunities for the community to engage and collaborate with Council and key delivery partners.

The Proposal is considered to be broadly consistent with the above strategies.

7.2 Campbelltown Local Strategic Planning Statement

The Campbelltown Local Strategic Planning Statement (LSPS) came into effect on 31 March 2020. All Planning Proposals are now required to demonstrate consistency with the LSPS.

A number of actions within the LSPS are relevant to the proposal, and an assessment of the Proposal against these actions is contained in the table below:

Action	Assessment of Proposal against action
1.11 Support the creation of walkable neighbourhoods to enhance community health and wellbeing and create liveable, sustainable urban areas.	The redevelopment scenario proposes a through-site link with a variety of landscaped public open space areas as well as facilitating active transport along Bow Bowing Creek.
1.17 Ensure open space is well connected via pedestrian and cycle links	
2.5 Contain urban development to existing urban areas and within identified growth and urban investigation areas, in order to protect the functions and values of scenic lands, environmentally sensitive lands and the Metropolitan Rural Area	The Proposal seeks to increase residential density within close proximity to Leumeah railway station and would therefore help meet the dwelling targets, thus relieving development pressure on scenic lands, environmentally sensitive lands and the Metropolitan Rural Area and help protect their functions.
2.12 Promote housing diversity through local planning controls and initiatives	The Proposal is generally consistent with this action, given that it proposes higher density housing, and this type of housing is currently very limited within the Leumeah Centre.
2.15 Ensure that sufficient, quality and accessible open space is provided for new urban areas.	There is a short supply of embellished public open space within Leumeah and the proposal represents an opportunity to create and enhance the public open space and walkways within the Hollylea Road precinct by providing a green corridor along the Bow Bowing Creek.
2.16 Ensure that quality embellishment for passive and active recreation is provided to new and existing open space to service new residential development and redevelopment of existing urban areas.	

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<p>2.17 Ensure open space is provided where it will experience maximum usage by residents, with maximum frontage to public streets and minimal impediments.</p> <p>6.25 Work towards residents being a maximum of 400 m from quality open space</p>	
<p>7.11 Identify appropriate building heights through design requirements to ensure that solar access is not restricted in open space areas adjoining multi-storey developments</p>	<p>There are no open space areas adjoining the subject site that would be affected by overshadowing.</p> <p>The proposed site layout and building height have been considered by the Campbelltown Design Excellence Panel (DEP), and the final revised layout has been supported by the DEP.</p>
<p>9.8 Promote the development and intensification of Campbelltown's existing agglomerations to boost productivity and competitive edge</p>	<p>The subject site is located within a business zone that provides economic and employment opportunities. The Proposal will maintain this by providing a mix of commercial and residential areas in an accessible area.</p>
<p>10.5 Continue to recognise the dynamic and evolving nature of centres, their ability to become activated and integrated mixed-use hubs which are highly productive and liveable places, and the potential of large and existing retail providers to offer local employment.</p> <p>10.15 Continue to recognise and plan for a range of retail uses within centres, and enable appropriate retail growth in centres that have the capacity and demand to accommodate additional retail growth</p>	<p>Should the Proposal be progressed, it would result in the intensification of the precinct including the provision of additional commercial uses within close proximity to public transport. This would increase activity in this location and would result in a more efficient and productive use of this land by intensifying economic activity on the site and introducing a large number of new residents to Leumeah.</p>
<p>10.10 Investigate opportunities to enhance commercial amenity and ongoing economic viability through improvements to walking, cycling and public transport accessibility to create stronger centres</p>	<p>The Proposal includes commercial space on the ground floor which will contribute to economic growth and employment opportunities. These spaces will be highly walkable and accessible by public transport.</p>
<p>10.22 Implement the Reimagining Campbelltown Phase 2 Master Plan and associated initiatives</p>	<p>An assessment of the Proposal against the Reimagining Campbelltown Phase 2 Master Plan is found below. The Proposal is considered to be generally consistent with the Master Plan, and the Proposal would assist in the achievement of the strategic growth pillars and commitments.</p>

13.1 Plan and implement local infrastructure that enables our growing population to use alternative methods of transport, such as walking and cycling, to move quickly and easily around the city, to connect to public transport and assist in easing traffic congestion	The site is within close proximity to the train station and will provide enhanced pedestrian access to public transport.
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7.3 Reimagining Campbelltown City Centre Master Plan

The Reimagining Campbelltown project commenced in late 2017. Phase 1 outlined the vision for the future of the Campbelltown, Macarthur and Leumeah stating that the economy and built form of these centres will need significant re-structuring to ensure that projected population growth can be accommodated across the Western Parkland City by 2036. This vision formed the basis of the Reimagining Campbelltown City Centre Master Plan.

At its meeting on 14 April 2020, Campbelltown City Council resolved to endorse and exhibit Reimagining (Phase 2) - Campbelltown City Centre Master Plan 2020. The Plan was publicly exhibited until July 2020. Council considered submissions made during exhibition at its meeting on 13 October 2020 and adopted the master plan in the form it was exhibited with only minor changes.

The vision for the plan is to elevate the Campbelltown City Centre (which includes the parts of Leumeah near the Leumeah Railway Station) to the status of a Metropolitan CBD, a leading centre of health services, medical research and tech-related activity that will be achieved through ambition, innovation and opportunity.

The vision for Reimagining Campbelltown City Centre is underpinned by a Place Framework. The Place Framework comprises 6 strategic growth pillars and 25 commitments and is the enduring decision-making framework to guide growth and investment for a more prosperous future.

The 6 strategic growth pillars comprise the following:

- 1. Confident and Self Driven
- 2. Connected Place
- 3. Centre of Opportunity
- 4. No Grey to be Seen
- 5. City and Bush
- 6. The Good Life

An assessment of the Proposal has been undertaken against the 6 strategic growth pillars and corresponding 25 commitments for growing the Campbelltown City Centre. Whilst the Proposal is broadly consistent with a number of pillars and commitments, the assessment below focuses on those that are of particular relevance to the Proposal.

A key component of the Master Plan is the development of a central precinct in Leumeah. The Master Plan provides a vision for Leumeah to be an integrated sports and entertainment precinct and will accommodate a significant amount of housing and employment opportunities for the LGA. The Master Plan describes the area as a ‘city in a valley’ and in this regard the building design will need to respect and respond to the natural landscape and maintain views from surrounding hills. In order to do this, varying building heights will provide a varied skyline.

The Master Plan has identified the site being suitable for high density mixed used development given its close proximity to the train station and sports and entertainment precinct. The key elements in the Master Plan for Leumeah include the following:

- **Urban Village:** A mixed use cluster that will include residential and commercial space and as such will be the heart of activity and services for the local community.
- **Mixed Housing for All:** Leumeah will provide a range of housing choice and affordability catering for the needs of the community and future population growth.
- **Great Connectivity:** Leumeah features 2 major green connections that hold cultural significance to the Dharawal people, provide the community with immediate access to major natural assets and parklands.
- **Green Heart:** the Bow Bowling creek and its surrounds is the green heart which offers open space for passive and active recreation activity.
- **Leumeah Live:** Leumeah Live is a vibrant sports and entertainment precinct anchored by Campbelltown Stadium and co-located with other regional sporting facilities and venues. As a major event precinct, it will include uses such as short-term accommodation, hotels, food and beverage options as well as some commercial space.
- **People Place:** A focus on reducing car dependency.

The PPR submitted by the proponent aimed to increase the residential yield of the site by increasing the current building height and altering the current zoning. However, the proposed R4 zone on this site with up to 22 storeys was not considered consistent with the Urban Village vision for Leumeah within the plan nor in achieving the objectives/strategies for local employment.

The revised proposal as outlined in the Proposal subject of this report and at attachment 1, is considered to better reflect the intentions of the Reimagining Campbelltown City Centre Master Plan for the Site.

The portion of the Site with a proposed building height of 5 storeys along the Bow Bowling corridor, the open space and the variation in the building height are considered to reflect the elements of a 'city in a valley' theme and the urban village feel.

Heights greater than 5 storeys on the parts of the Site further from Bow Bowling Creek are supported, however need to reflect Leumeah's role within the Master Plan.

Recently Council has supported maximum building heights of 38.5 m and 32 m on the other side of the railway at Leumeah and a height similar to this would be more suited for the subject Site.

As such, an alternative outcome that aligns with the above vision for Leumeah is proposed in the attached Proposal.

7.4 Campbelltown Local Housing Strategy

The Campbelltown Local Housing Strategy was endorsed by Council in September 2020. This document seeks to ensure an adequate supply of appropriately zoned land is available to meet

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the future housing needs of Campbelltown, noting that up to 36,000 additional dwellings will be required across the LGA by 2036.

The LHS was conditionally approved by the Department of Planning and Environment (DPE) on 8 July 2021, with an amended approval issued by DPHI on 12 April 2022. It is a requirement of the amended conditions of approval from the DPHI, dated 12 April 2022, that Council review and update of the Campbelltown LHS in 2022/23.

Council resolved at its Ordinary Council Meeting of 11 April 2023, in part, to endorse the updated LHS and forward it back to the DPHI for their endorsement. This referral has occurred and work on the matter is ongoing.

The actions of the Strategy that are relevant to this Proposal are outlined in the table below together with an assessment of the Proposal against these actions.

Action	Assessment
Monitor the progress of housing delivery in the LGA to determine when Leumeah should be rezoned, likely beyond 2021	The Proposal would facilitate additional residential density within walking distance from the railway station and a stronger market/local customer base in which to support a wider and more robust commercial/retail/employment offerings across the Leumeah Centre.
Set clear expectations for unsolicited planning proposals and assess them on their individual merit, with respect to the broader strategic vision	The Proposal has been assessed on its individual merit against the applicable strategic planning framework and is considered to have sufficient merit for progression in the form shown in attachment 1.
Prepare a PP, when needed, to implement the NSW Government's Leumeah precinct plan.	This report and the attached Proposal form part of this process.
Adopt a land use planning approach which broadly seeks to increase housing diversity by encouraging medium rise housing development near train stations in Glenfield, Ingleburn, Minto, Leumeah	The Proposal would facilitate residential density within walking distance from the railway station and a stronger market/local customer base in which to support a wider and more robust commercial/retail/employment offerings at Leumeah.

7.5 Campbelltown-Macarthur Place Strategy

Leumeah is identified as a metropolitan cluster within the Western City District Plan.

Its location has been identified as providing the metropolitan functions within the Macarthur region including concentration of jobs, a wide range of goods and services, entertainment, leisure and recreational activities. Campbelltown-Macarthur has been identified as a Collaboration Area which is led by the Greater Sydney Commission to support growth and change, deliver improved outcomes and address complex issues that require cross stakeholder solutions.

The Campbelltown-Macarthur Place Strategy is a key outcome of the Collaboration Area and has been prepared in alignment with the Reimagining Campbelltown City Centre Master Plan.

The Proposal is considered to be consistent with the Campbelltown-Macarthur Place Strategy.

8. Advice of the Campbelltown Local Planning Panel

The PPR was reported to the Panel for advice on 25 November 2020, as required under Section 2.19 of the EP&A Act. At that stage the PPR proposed a range of building heights up to a maximum building height of 64 m, which is higher than the 52.4 m maximum building height limit subsequently proposed under the revised PPR, and the 43 m proposed in attachment 1 under the Proposal subject of this report. At that time of its presentation to the Panel, the PPR had a different zoning arrangement to that now proposed and 2A Hollylea Road and 5-7 Plough Inn Road were not part of the PPR.

The advice of the Panel, as well as their considerations and reasons for their decision, is presented below.

Advice of the Panel to Council

The Panel was of the view that further work is needed to be undertaken to accompany the PPR to address the matters outlined in the Panel considerations and reasons below prior to the matter being referred for a Gateway Determination.

Panel Considerations and Reasons for Decision

The Panel considers that the PPR had some strategic merit and consistency with the relevant strategic planning documents, including the Leumeah Precinct Plan in the Glenfield to Macarthur Urban Renewal Corridor Strategy. It is also generally consistent with the Reimagining Campbelltown City Centre Master Plan which identifies the site as being part of a sport and entertainment precinct but also suitable for mixed use/high and medium density development. However, the Panel did not believe that the PPR had sufficient strategic merit or design excellence for referral to the Gateway for Determination.

The Panel was of the view that the land to the north of the site, comprising 2A Hollylea Road and 5-7 Plough Inn Road, should be included into the overall area of the proposed rezoning, before any proposal was forwarded to the Department for a Gateway Determination.

The Panel was further of the view that prior to the any proposal progressing to Gateway the following additional work is required to provide an evidence base for decisions on a proposal:

- Further work which demonstrates that the overall employment potential of the precinct is not reduced as a result of the proposal through an analysis of the site's current employment potential under the current zoning as compared to what is proposed to be delivered under the proposal.
- Further work to refine the planning controls for the site. In particular, it is recommended that the DCP should be amended to include building footprints and massing, podium heights and tower setbacks (including setbacks from Bow Bowing Creek), communal open space, through site links etc., as well as controls that outline future geotechnical investigation requirements.
- The RE1 zoned land needs to be widened to a width suitable to deliver a high quality and generous promenade/public domain area that supports active transport and will be an open space asset to the precinct. In this regard an appropriate cross section should be prepared to detail how this part of the site is to be set out.

- The maximum height of the southernmost building should be reduced to preserve the relevant view corridors identified in the Reimagining Campbelltown City Centre Master Plan, particularly those between Kanbyugal Reserve in Woodbine and the high point on the eastern side of the valley. Further visual analysis is required to demonstrate this.
- The completion of a social infrastructure study to ensure satisfactory open space is provided to meet the need of future residents.
- The planning rules (LEP and DCP) should be designed so that the future development of the site complements rather than competes with the Leumeah town centre and the Campbelltown City Centre and to encourage the types of business and employment appropriate to a sport, entertainment and mixed-use precinct.
- Council should be mindful of, and give due consideration to, the priority locations for additional residential development outlined in the Campbelltown Local Housing Strategy which identifies that there is existing capacity to meet residential growth targets. Council should also review the PPR against the finalised version of the Strategic Review of Employment Lands to ensure the proposal is consistent with the recommendations contained therein in respect to employment lands.

Review of Panel Advice and Considerations

In response to the advice of the Panel, the following is noted:

- The land to the north of the site, comprising 2A Hollylea Road and 5-7 Plough Inn Road, has been included into the Proposal, as per the Panel's request.
- By modifying the proposed Zoning of the site to a MU1 – Mixed Use, the entire ground floor of the development is reserved for employment/commercial uses. It is also noted that appropriate commercial uses could occur on levels above the Ground floor. This satisfies Ministerial Direction 7.1, the Panel's comments and increases the employment potential of the Site.
- The draft DCP for the Hollylea Road precinct has been amended to incorporate the standards recommended by the Panel, and it is noted that the DCP can continue to be refined as the proposal progresses.
- The proposed RE1 zoned land was widened by the applicant from 5 m to 10 m, which will allow for a high quality and generous promenade/public domain area to be delivered that supports active transport and will be an open space asset to the precinct. In addition, a cross section of the public promenade/creek area was provided by the applicant, detailing satisfactorily how this part of the site could be set out, which can be further refined as the proposal progresses.
- The applicant did not reduce the maximum height of the southernmost building as recommended by the Panel. Instead, the applicant attempted to justify why the proposed maximum building height should remain, on the basis that the distance between the identified high points across the valley diminishes their significance.

As such, Council has determined that the maximum supportable height is 43.0 m, and a number of lower heights are considered appropriate across the site.

- In response to the Panel's request for a Social Infrastructure Study to ensure satisfactory open space was provided to meet the need of future residents, the applicant provided an addendum to their original Open Space and Recreation Analysis, which examined in far greater detail the impact of the proposal on the existing active open space network within the LGA. The addendum recommended that the site delivers a half court hard court sporting facility (either on or off the site), noting that Council has an identified shortage of this form of facility. Council's Open Space team were generally satisfied with the additional information supplied by the applicant in relation to active open space. The location(s) and method of funding these upgrades and facilities can be determined as the Proposal progresses.
- In relation to the Panel's advice to design the planning rules (LEP and DCP) so that the future development of the site complements rather than competes with the Leumeah town centre and the Campbelltown City Centre and to encourage the types of business and employment appropriate to a sports, entertainment and mixed use precinct, it is noted that future and other current Planning Proposals within the Leumeah and Campbelltown city centres would over time balance the development outcomes throughout the precincts so that the Hollylea Road precinct would not outcompete the existing centres.
- In relation to the Panel's advice regarding existing residential capacity and employment growth in light of Council's Local Housing Strategy and the Strategic Review of Employment Lands, this refined Proposal includes a Mixed-Use zoning across the site in order to balance the competing requirements.

It is therefore considered that the Panel's advice has been addressed in the additional information provided by the applicant and incorporated into the Proposal subject of this report.

9. The Need for a Site Specific DCP

Should Council support the progression of the Proposal, the precinct would be subject to a Site-Specific Development Control Plan located in Volume 2 of the Campbelltown (Sustainable City) Development Control Plan 2015 (SCDCP).

This is considered necessary in order to ensure that future development on the site responds appropriately to the unique characteristics of the Site and the Proposal.

Should the Proposal be endorsed, the contents of the Site-Specific DCP will be presented to Council at a future date as a separate report. It is anticipated that this can be done in time to align public exhibition of the draft DCP with the public exhibition of the Proposal should it be supported by Council and receive a positive Gateway Determination.

10. Plan Making Authority

Given that the Proposal is of local significance only, it is recommended that on this occasion Council request the Minister delegate the authority for the making/finalising of the Planning Proposal to the General Manager.

Conclusion

The proponents revised Planning Proposal Request has been assessed in accordance with the relevant state and local planning framework, and found to be generally consistent with the objectives, findings and recommendations of these studies. With the exception of the maximum permissible height, the main elements of the revised Planning Proposal Request are considered supportable.

The Proposal at attachment 1 with a lower maximum permissible height of 43 m is preferred due to its consistency with the hierarchy in the Reimagining Campbelltown City Centre Master Plan and for consistency with the separate Planning Proposal for 80 O'Sullivan Road, Leumeah which was supported by Council and is now on public exhibition.

It is considered that the Proposal subject of this report has both sufficient site specific and strategic merit and therefore it is recommended that the subject Planning Proposal be endorsed by Council and approval be given to forward the Proposal to the Department of Planning, Housing and Infrastructure for a Gateway Determination.

Attachments

- 8.2.1 Hollylea Road draft Planning Proposal (contained within this report) [↓](#)
- 8.2.2 Proposed Land Zoning Map (contained within this report) [↓](#)
- 8.2.3 Proposed Height of Building (contained within this report) [↓](#)
- 8.2.4 Proposed Floor Space Ratio (contained within this report) [↓](#)
- 8.2.5 Proposed Land Reservation Acquisition Map (contained within this report) [↓](#)