

## Report to Sydney West Joint Regional Planning Panel

<b>JRPP No:</b>	<b>2013SWY050</b>
<b>DA No:</b>	<b>JRPP-13-745</b>
<b>Local Government Area:</b>	<b>Blacktown</b>
<b>Proposed Development:</b>	<b>Construction of an IKEA Store, car parking and landscaping</b>
<b>Development Type:</b>	<b>"Regional Development" – Capital Investment Value &gt; \$20 million</b>
<b>Lodgement Date:</b>	<b>3 May 2013</b>
<b>Land/Address:</b>	<b>Lot 1 DP 1177861 Hollinsworth Road, Marsden Park</b>
<b>Land Zoning:</b>	<b>B5 Business Development pursuant to State Environmental Planning Policy (Sydney Region Growth Centres) 2006</b>
<b>Value of Development:</b>	<b>\$41,410,432</b>
<b>Applicant:</b>	<b>Mr Sean Schmidt of IKEA</b>
<b>Report Author:</b>	<b>Sara Smith, Assistant Team Leader</b>
<b>Recommendation:</b>	<b>Approval with Conditions</b>
<b>Instructing Officers:</b>	<b>Judith Portelli, Manager Development Services &amp; Administration and David Apps, Acting Director City Strategy &amp; Development</b>
<b>Date Submitted to JRPP:</b>	<b>3 December 2013</b>



BICMORAD AND THOMSON ROAD PERSPECTIVE

Figure 1. Photomontage

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## ASSESSMENT REPORT

### CONTENTS

1. Executive Summary	Page 3
2. Location	Page 4
3. Site Description and Locality	Page 5
4. History and Current Use of the Site	Page 5
5. The Proposal	Page 5
6. Planning Controls	Page 7
7. External Referrals	Page 16
8. Internal Referrals	Page 17
9. Public Comment	Page 18
10. Council Assessment	Page 18
11. Section 79C Consideration	Page 21
12. General Comments	Page 22
13. Recommendation	Page 23

### FIGURES

Figure 1	Photomontage	Page 1
Figure 2	Location and zoning map	Page 4
Figure 3	Aerial Photo of Site and Surrounds	Page 5

### ATTACHMENTS

Attachment 1	Proposed Conditions of Consent
Attachment 2	Development Application Plans

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## 1. Executive Summary

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- 1.1 Council is in receipt of a Development Application (DA) from Mr Sean Schmidt on behalf of IKEA for the construction of a 28,084sqm. IKEA store, with associated car parking, landscaping, signage and site works on Lot 1 DP 1177861 Hollinsworth Road, Marsden Park. The proposed development has a Capital Investment Value of \$41,410,432.
- 1.2 The proposed development is located on the south side of the newly constructed intersection of Richmond Road and Townson Road on land subdivided via DA-12-485 within the Marsden Park Industrial Precinct. The site is considered to be a gateway to the new industrial estate.
- 1.3 The subject site is zoned B5-Business Development pursuant to State Environmental Planning Policy (Sydney Region Growth Centres) 2006. The proposed IKEA store is permissible within the zone with development consent as a bulky goods premises. The proposal complies with the Growth Centre Precincts Development Control Plan 2010, including Schedule 3 – Marsden Park Industrial Precinct, with the exception of the amount of communal open space for staff, the number of bicycle parking spaces, and car parking within the 20 metre building setback to Richmond Road. The variations to the controls are considered acceptable and supported by Council.
- 1.4 The DA was notified to adjoining and neighbouring property owners for a period of 18 days between 7 June 2013 and 25 June 2013. During this period **no submissions were received**.
- 1.5 The DA was also referred to 2 external authorities for comment, Roads and Maritime Services (RMS) due to its proximity to an Arterial Road and NSW Police for Safer by Design compliance. No objections were raised from either authority to the proposal subject to **conditions** of consent which will be included in any consent granted.
- 1.6 The proposed development has been assessed against the relevant matters for consideration pursuant to Section 79C of the Environmental Planning and Assessment Act 1979, including site suitability and the public interest, and is considered satisfactory.
- 1.7 In light of the above, it is recommended that the Sydney West Joint Regional Planning Panel approve the DA subject to the imposition of suitable **conditions** of consent. Recommended **conditions** are provided at **Attachment 1** to this report.



## 2. Location

2.1 The site is shown on the location map below.

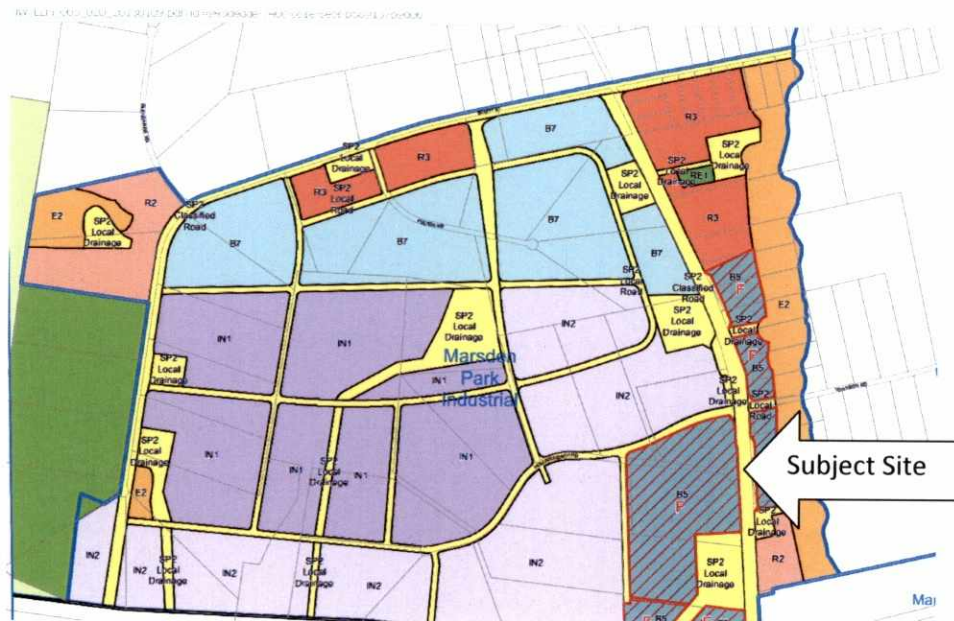


Figure 2. Location and Zoning Map

- 2.2 The site is located within the Marsden Park Industrial Precinct which is located 40 kilometres from Sydney CBD, and is in close proximity to the M7 motorway. The area encompassing the Marsden Park Industrial Precinct was rezoned in November 2010 for industrial, commercial, bulky goods retailing, and residential use, and conservation land / open space.
- 2.3 The site is located on the south side of the newly constructed intersection of Richmond Road and Townson Road. Richmond Road is an Arterial Road taking high volumes of traffic between Blacktown and Richmond. The site is currently surrounded by vacant land.

### 3. Site Description and Locality

- 3.1 The subject site is Lot 1, DP 1177861 known as Hollinsworth, Marsden Park.



- 3.2 The site is currently vacant is generally regular in shape and has an area of 71,514sqm with frontage to 4 roads, including 333 metres to Richmond Road.

### 4. History and Current Use of the Site

- 4.1 The subject site has been used for rural residential purposes for a number of years.
- 4.2 On 18 November 2010 the Marsden Park Industrial Precinct Growth Centres SEPP Amendment was gazetted which allowed the rezoning and reconfiguration of land uses within the Marsden Park Industrial precinct for employment and residential purposes the proposed development is permissible with consent.
- 4.3 DA-12-485 was approved under delegated authority on 31 August 2012 for a torrens title subdivision into 2 residue lots (proposed Lots 137 and 138), tree removal, bulk earthworks, construction of roads including a temporary access road off Richmond Road, stormwater infrastructure, street tree planting and associated subdivision works. The works associated with this DA have been completed and the allotments were registered with the Land Property Information on 7 November 2013.

### 5. The Proposal

- 5.1. Approval is sought by IKEA for the construction of a 28,084sqm IKEA store with associated car parking, landscaping and site works.
- 5.2. Details of the proposal are as follows:
- (a) Site preparation works.
  - (b) Construction of a single storey L shaped building with an overall height of 13.55 metres comprising of:



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- i. An 11,682sqm showroom sales area and market area which offers a range of furniture and homewares.
  - ii. An 11,450sqm warehouse area where products from the showroom are available in flat packs.
  - iii. A 2,243sqm ancillary IKEA café / restaurant
  - iv. 2,709sqm of operational facilities including back of house area for unloading goods, a home delivery loading area and a recycling / compacting area.
  - v. Staff amenities including a staff lunch room having a floor area of 131sqm and 2 outdoor communal areas having a combined area of 200sqm.
- (c) The façade of the IKEA building will comprise of prefinished metal sandwich panels in the corporate colours of IKEA blue and IKEA yellow.
  - (d) Car parking for 816 vehicles including 17 disabled spaces, 22 parents with pram spaces, 101 staff parking spaces and 10 motorcycle spaces. A total of 20 bicycle spaces are provided on site.
  - (e) Access is proposed via a constructed private road that extends south off the new Hollinsworth Road alignment. No direct vehicular access is proposed to Richmond Road.
  - (f) Signage will include 11 wall mounted signs, 3 clusters of 8 – 12 IKEA flags and directional parking signs.
  - (g) Landscaping.
- 5.3 Vehicular access to the site is provided via a private estate road that extends south from the new Hollinsworth Road alignment. The primary customer access driveway will be located centrally within the western road frontage and will connect directly with the primary parking area. The southern access road will only serve the IKEA car park and the adjacent future Masters Store; in this regard this area of the car park has been designed as a circulation aisle, providing multiple connections to the car park. A commercial vehicle driveway is provided along the eastern boundary providing access to and from the southern road, where B-Doubles will access the site (the largest vehicle that can enter / exit the site). No access is proposed for trucks onto Hollinsworth Road.
- 5.4 Access to the regional road network is off Richmond Road via Hollinsworth Road. The site is ideally located in close proximity to the on and off ramps to the M7 Motorway.
- 5.5 The Store is proposed to operate between the hours of 9:30am to 10:00pm, 7 days a week. A maximum of 5 service vehicles will make daily stock deliveries between 4am and 10am.
- 5.6 The site will provide employment for 300 workers with a maximum of 190 workers at any given time.
- 5.7 The proposed development has been accompanied by a Traffic Report prepared by Parking and Traffic Consultants dated April 2013. The store will have a weekday evening peak of 700 trips, and a weekend peak of 1,820 trips, amounting to approximately 120 two way vehicle movements per hour during peak periods. This is examined in more detail in Section 10 of this report.
- 5.8 The Applicant also seeks as part of this DA, variations to the provision of staff communal open space, bicycle parking and car parking within the 20 metre building setback. These issues will be discussed in more detail in Section 6 of this report.
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5.9 The Development Application plans are contained at **Attachment 2** to this report.

## 6. Planning Controls

6.1 The planning controls that relate to the proposed development are:

- (a) State Environmental Planning Policy (State and Regional Development) 2011
- (b) State Environmental Planning Policy (Infrastructure) 2007
- (c) State Environmental Planning Policy (Sydney Region Growth Centres) 2006
- (d) State Environmental Planning Policy 64 – Advertising Signage

6.2 An assessment of the proposed development under the relevant planning controls is provided below:

**(a) State Environmental Planning Policy (State and Regional Development) 2011**

SEPP (State and Regional Development) 2011 identifies development classified as “Regional Development”, which requires referral for determination to a Joint Regional Planning Panel (JRPP) in accordance with Clause 20 of the SEPP.

The development is classified as Regional Development as the capital investment cost of the application is more than \$20 million. Accordingly, Council is responsible for the assessment of the application, whilst determination falls with the Sydney West JRPP.

**(b) State Environmental Planning Policy (Infrastructure) 2007**

Schedule 3 of SEPP (Infrastructure) 2007 identifies traffic generating development which requires referral to the Roads and Maritime Services (RMS). The SEPP requires referral to RMS where new premises have a floor area greater than 20,000sqm and where parking facilities of 200 or more motor vehicles with access to any road are proposed. The IKEA store has a floor area of 28,084sqm and will provide car parking for 816 vehicles.

The DA was referred to RMS on 10 May 2013 and considered by the Sydney Regional Development Advisory Committee (SRDAC) on 29 May 2013. The RMS have raised no objections to the proposal subject to the imposition of **conditions**. Refer to Section 7 for further details on RMS comments.

**(c) State Environmental Planning Policy (Sydney Region Growth Centres) 2006**

The land is zoned B5 - Business Development under the provisions of State Environmental Planning Policy (Sydney Regional Growth Centres) 2006. The provisions of Appendix 5 of the SEPP – Marsden Park Industrial Precinct are relevant to the proposal. The following table outlines that the Application is generally compliant with the relevant provisions of the SEPP.



Control	Requirement	Proposal	Compliance
Height of the Building	16 metres	13.6 metres	Yes
Floor Space Ratio	1:1	0.39:1	Yes
Allotment size	Minimum 2000sqm	71,514sqm	Yes
Streetscape and allotment frontages	A minimum 7 metre wide landscaping strip must be provided along the street frontage, except where zero setback controls apply	7 metre landscaping strip provided to Townson Road and 10m landscaping strip to Richmond Road	Yes
Allotment landscape	<ul style="list-style-type: none"> <li>- A landscape plan must be submitted</li> <li>- Landscaped areas are required between buildings</li> <li>- Landscaping must be integrated to reduce the scale of development, identify entries</li> <li>- Landscaping should incorporate hard and soft landscape elements in pavements, retaining walls, low walls and terracing, trees, garden bed planting and turfed areas and irrigation</li> <li>- Landscaping area must be provided with an automatic trickle irrigation system installed below mulch level and be connected to the rainwater tank</li> <li>- Landscaped areas are to be separated from vehicular access areas by an appropriate edge, preferable a raised kerb</li> <li>- No storage is allowed within landscaped areas</li> </ul>	<p>A landscape plan has been submitted</p> <p>The landscaping is considered suitable for the proposed development and compliments the site. All landscaped areas are separated by hard surfaces by a raised kerb. The proposal does not include any storage areas within landscaped areas.</p>	<p>Yes</p> <p><b>(Condition 12.7.1)</b></p>
Landscaping of car parking areas	<ul style="list-style-type: none"> <li>- Large canopy tree plantings maximum intervals of 25 metre (9 parking bays)</li> <li>- Tree plantings minimum 2m bay of deep soil</li> <li>- Car parking bays to have raised kerb barrier and</li> </ul>	<p>Suitable landscaping is proposed for the car parking areas with large canopy trees provided at 25 metre intervals. All car parking areas are provided with raised kerbs</p> <p>No retaining walls are greater than 3 metres in</p>	Yes



	native groundcover planting  - Lighting shall be designed to coordinate with tree layout  - Retaining walls no greater than 3 metres in height	height	
Communal areas	- Minimum 3% of the total site area shall be provided as a communal area for use and enjoyment of employees and visitors  - Shall be suitably landscaped and accessible from the main office component  - Communal areas shall be embellished with shade, tables and chairs  - Communal areas must be provided with a minimum of 2 hours direct sunlight between 11am and 3pm on 21 <sup>st</sup> June	A co-worker restaurant with an area of 131sqm is provided for sole use of staff and two separate outdoor communal areas with a combined area of approximately 200sqm are provided  Whilst the areas do not achieve compliance with the 3% of the site area requirement, the areas provided are considered acceptable and will provide staff with opportunities for both indoor and outdoor areas. The outdoor area will be embellished with shade, tables and chairs and sufficient solar access is achieved.	No. Applicant seeks a variation to the 3% rule. This is examined separately below.
Setbacks	- 7.5 metres  - Under Schedule 3 – Marsden Park Industrial Precinct 20 metre setback required to Richmond Road.	The building has a setback of 7.5 metres from Townson Road and the estate roads. The building has a 20 metre building setback to Richmond Road of which 10 metre is proposed to be landscaped.	Yes
Building design and siting	- Blank building facades facing the primary street frontage are not permitted  - The built form and architecture of buildings located at street corners should enhance its location  - The location of roller shutters, loading docks and other building openings should be so that they do not detract from the overall appearance of the building. Where possible,	The proposal does not include blank walls; the design of the building involves IKEA's corporate design and colour scheme.  Whilst the loading area and water tanks will be located fronting Hollinsworth Road and Richmond Road, these areas are proposed to be screened by louvered screens around the water tanks and dense landscaping around the perimeter of the site to ensure the appearance of the building from the intersection are	Yes

	roller shutters and the like should not be located on the primary street frontage.	appealing.	
External building materials and colours	<ul style="list-style-type: none"> <li>- External finishes should be constructed of durable, high-quality and low maintenance materials</li> <li>- External finishes should contain a combination of materials and colours</li> </ul>	The façade of the IKEA building will comprise of prefinished metal sandwich panels in IKEA blue and IKEA yellow. All materials are in accordance with corporate IKEA colours.	Yes
Entrance Treatment	<ul style="list-style-type: none"> <li>- Entries to buildings should be clearly visible, well signed posted and lit to pedestrians and motorists.</li> </ul>	The entrance to the building is clearly defined and well signposted with suitable lighting	Yes
Ancillary buildings, storage and service areas	<ul style="list-style-type: none"> <li>- Must be located behind the setbacks lines and be consistent with the design of the main building</li> <li>- Provision of one shower and changing facility that is accessible to the building users</li> <li>- Above ground water tanks must not be located forward of the front façade of the primary buildings</li> </ul>	<p>There are no ancillary buildings or storage within the setbacks</p> <p>The proposed water tanks are located behind the building line and will be suitably screened with louvered screens and landscaping.</p> <p>Shower and changing facilities will be provided for staff.</p>	Yes
Ecologically Sustainable Development	<ul style="list-style-type: none"> <li>- New buildings must achieve a minimum 4 star Green Star rating from the Green Building Council of Australia</li> <li>- Development shall incorporate water efficient fixtures such as taps, shower taps, and toilets. The fixtures must be AAA rated under the National Water Conservation Rating and Labelling Scheme.</li> </ul>	The building achieves a 4 star Green Star rating and water efficient fixtures are used in the construction	Yes
Fencing	<ul style="list-style-type: none"> <li>- Low features walls are encouraged at entry driveways</li> <li>- Front and side fences forward of the building line shall be open wrought iron palisade style fence, either dark green or black</li> <li>- Side fencing behind the</li> </ul>	<p>All proposed fencing is considered acceptable 2 metre high palisade fencing is provided to the loading dock area.</p> <p>The water tanks will be suitably screened with louvered panels matching the building colour and</p>	Yes



	<p>building line may be chain wire mesh or similar open style fence plastic coated in dark green or black</p> <ul style="list-style-type: none"> <li>- Fencing must be setback 1m from the front property boundary</li> <li>- Fencing along boundaries must not exceed 3 metres</li> </ul>	landscaping.	
Signage and lighting	<ul style="list-style-type: none"> <li>- Signage is to relate to the use and identify the business name</li> <li>- Business identification signage should be attached to the wall of the main building</li> <li>- Free standing signs will only be permitted where signs are integrated with landscaping and the visual character</li> <li>- Signage shall not exceed 10% of any façade or wall of a building</li> <li>- Signage shall not be moveable or have flashing components</li> </ul>	Signage for the proposal is considered acceptable and the proposed signage does not exceed more than 10% of any façade or wall. An assessment has been undertaken against SEPP 64, see comments below.	Yes
Vehicular access	<ul style="list-style-type: none"> <li>- Vehicular access shall be designed to avoid conflicts with pedestrians</li> <li>- Adequate space shall be provided for loading and unloading</li> <li>- Loading facilities should be located at the rear of developments</li> <li>- All vehicles must enter and exit the site in a forward direction</li> </ul>	<p>Vehicular access to the site will be provided via the private roads.</p> <p>No vehicular access is proposed directly from Richmond Road or Hollinsworth Road. Whilst a driveway crossing is provided to Hollinsworth Road, the gate is required to be locked at all times, and this access is for emergency use only.</p>	<p>Yes</p> <p>This gate will be <b>conditioned</b> for use only in emergencies in the consent. <b>(condition 13.10.2).</b></p>
Parking	<p>B5 zoning (bulky goods retailing)</p> <p>1 space per 45sqm GFA</p>	<p>28,084sqm requires 625 spaces</p> <p>A total of 816 spaces are provided including:</p> <p>16 disabled spaces, 22 parents with prams spaces, 101 staff spaces and 10 motorcycle spaces</p>	Yes

	1 bicycle locker or form of storage per 200sqm GFA	141 are required, a total of 20 are provided.	No, Applicant seeks a variation to this requirement. This is discussed in more detail below.
	Parking is not permitted within the front setback area	53 parking spaces will be provided within the 20 metre front setback area along Richmond Road.	No, This is discussed below.
Waste Management	- Appropriate waste management processes in place	Appropriate waste management measures are proposed to be implemented. A <b>condition</b> of consent will be imposed requiring compliance with the approved Waste Management Plan.	Yes
Safety and Surveillance	- Submission of a crime Risk Assessment Report - Buildings shall be designed to provide casual surveillance	A crime risk assessment has been submitted and is considered acceptable. The building has been designed to provide casual surveillance. In addition no objections have been raised by NSW Police to the application.	Yes

#### (d) Variations to DCP Controls

##### i. Car parking in building setback

The DCP states that car parking is not permitted within setback areas. A 20 metre building setback is required and provided to Richmond Road. The applicant seeks a variation to permit the provision of car parking within this area. The variation involves the provision of 53 car parking spaces along the building and within the main car park. A 10m setback is proposed along Richmond Road which is intended to be well landscaped.

The applicant seeks a departure from this control on the grounds that the proposed setback provides sufficient area for landscaping, which assists to minimise the appearance of hardstand areas.

It is considered that the proposal is acceptable and the variation should be supported in this instance as the 10 metre landscaped setback satisfied the intent of the DCP which is to ensure that carparking does not dominate the appearance of the development.

##### ii. Communal open space

Table 6.2 of the DCP requires a minimum 3% of the total site area to be dedicated to communal areas. 3% of the total site area equates to 2,145sqm. The proposal will provide a co-worker restaurant with an area of 131sqm for sole use of staff



and two separate outdoor communal areas with a combined area of approximately 200sqm.

The IKEA store will employ up to 190 persons during peak trading times. The current site has an area 71,514sqm which is significant and it is unlikely that the DCP anticipated such a large site. The provision of 2,145sqm is considered excessive and unnecessary and a combined external area of 200sqm is considered acceptable in this instance as the area proposed will cater for staffing needs as it does in all the IKEA stores in the state. The proposed staff areas will be provided with sufficient solar access and will be screened from public view. It is also noted that the provision of communal areas is consistent with the provision of communal area for the approved Bunnings warehouse nearby.

**iii. Bicycle parking**

The DCP requires 1 bicycle locker or form of storage per 200sqm GFA. A total of 141 are required, whilst the applicant proposes a total of 20 bicycle lockers.

The IKEA store will employ up to 300 persons with up to 190 persons during peak trading times. The area is well serviced with public transport and sufficient staff parking is provided for on site. Also, due to the nature of the development being a bulky goods retailer where large items can be purchased, it is considered majority of shoppers will travel by vehicle.

Whilst this is a numerical non compliance it is considered acceptable in this instance. Due to the nature of the proposed development and intended location it is considered that the need for bicycle parking will be adequately catered for.

On this basis all the variations to the DCP are only minor and considered reasonable for support without potentially creating any undesirable precedent.

**(e) State Environmental Planning Policy 64 – Advertising and Signage**

The aim of this SEPP is to improve the amenity of urban and natural settings by managing the impact of outdoor advertising. The policy responds to growing concerns from the community, the advertising industry and local government that existing controls and guidelines were not effective.

The application seeks consent for 11 wall mounted signs, 3 clusters of 8-12 IKEA flags and directional parking signs. The signage includes;

- i. Eastern Elevation (Richmond Road)
  - Wall mounted 'IKEA' illuminated sign measuring 20 metres x 3.5 metres (70sqm)
  - Wall mounted 'Home Furnishings' illuminated sign measuring 19.3 metres x 2.5 metres (48.25sqm)
  - Wall mounted furniture sign measuring 12 metres x 6 metres (72sqm)
- ii. Southern Elevation

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- Wall mounted 'IKEA' illuminated sign measuring 20 metres x 3.5 metres (70sqm)
  - Wall mounted 'IKEA' illuminated sign measuring 12 metres x 2.1 metres (25.2sqm)
  - Wall mounted 'Entrance' illuminated sign measuring 3 metres x 0.5 metre (1.5sqm)
- iii. Western Elevation
- Wall mounted 'IKEA' illuminated sign measuring 12 metres x 2.1 metres (25.2sqm)
  - Wall mounted 'IKEA' illuminated sign measuring 11.4 metres x 3 metres (34.2sqm)
  - Wall mounted 'Exit' illuminated sign measuring 31.5 metres x 0.5 metres (0.75sqm)
  - Wall mounted Furniture sign measuring 12 metres x 6 metres (72sqm)
- iv. Northern Elevation (Townson Road)
- Wall mounted "IKEA' illuminated sign measuring 17.1 metres x 3 metres (51.3sqm)
- v. Customer Vehicle Access
- Two clusters of 8-12 IKEA Flags at the two main entrances to the customer car park off the estate roads measuring 12 metres in height and the flag 2 metre x 5.5 metre (11sqm)
- vi. North East Corner (corner of Richmond Road and Townson Road)
- Cluster of 8-12 IKEA Flags measuring 12 metres in height and the flag 2metre x 5.5 metres (11sqm)
- vii. Southern Boundary
- Directional parking signage, 4 signs in total measuring 2.5 metres x 2 metres (5sqm)
- viii. Eastern Boundary
- Directional parking signage near vehicle access measuring 2.5 metres x 2 metres (5sqm)
- ix. Store Entrance
- Welcome and Directional signage measuring 2.5 metres x 2 metres (5sqm)

The signs are defined as business identification signs as they indicate the address the name of the business carried out on the premises where the signage is displayed. Part 2 of the SEPP applies to signage generally, and states:

A consent authority must not grant development consent to an application to display signage unless the consent authority is satisfied:



- (a) that the signage is consistent with the objectives of this Policy as set out in Clause 3(1)(a), and
- (b) that the signage the subject of the application satisfied the assessment criteria specified in Schedule 1.

The signage complies with the objectives as outlined below:

### Schedule 1

Schedule 1 of SEPP 64 sets out assessment criteria for signage including character of the area, views and vistas, streetscape, site and building, illumination and safety.

The following table indicates compliance with Schedule 1 of SEPP 64:

Criteria	Comment
<b>Character of the area</b>	
Is the proposal compatible with the existing or desired future character of the area or locality in which it is proposed to be located?	The proposed signage is compatible with the existing and future character of the area. The scale and location of the signage is consistent with the scale of the proposed development. The signage is consistent in scale with the approved signage for the Bunnings Warehouse (DA-11-785 approved in May 2012). The signs are of a simple and modern design that is compatible with the future development and use of the site. The signs will have a high quality and consistent appearance which will compliment the overall appearance of the site and its strategic location into the Marsden Park Industrial Estate.
Is the proposal consistent with a particular theme for outdoor advertising in the area or locality?	
<b>Special Areas</b>	
Does the proposal detract from the amenity or visual quality of any environmentally sensitive areas, heritage areas, natural or other conservation areas, open space areas, waterways, rural landscapes or residential areas?	There are no areas of particular sensitivity that will be affected by the proposed signage. The signage is not viewed from any environmental area, open space or residential area.
<b>Views and vistas</b>	
Does the proposal obscure or compromise important views?	The proposed signs will not obscure or compromise views. The signs will not dominate the skyline or reduce the quality of vistas. The proposed signage is complimentary to existing signage and proposed signage for the approved Masters and Bunnings Stores.
Does the proposal dominate the skyline and reduce the quality of vistas?	
Does the proposal respect the rights of other advertisers?	
<b>Streetscape, setting or landscape</b>	
Is the scale, proportion and form of the proposal appropriate for the streetscape, setting or landscape?	The size of the proposed signs are considered reasonable and in proportion to the buildings scale, location and siting. The signs will be constructed of high quality and durable materials.
Does the proposal contribute to the visual interest of the streetscape, setting or landscape?	
	A coherent and integrated colour theme based on

<p>Does the proposal reduce clutter by rationalising and simplifying existing advertising/</p> <p>Does the proposal screen unsightliness?</p> <p>Does the proposal protrude above buildings, structures or tree canopies in the area or locality?</p>	<p>IKEA's corporate colours is proposed. The proposed signage is considered to be visually pleasing. The signs are consistent for the height of the building and the use as a bulky goods retailer.</p> <p>Visual clutter is minimised and the signs do not dominate any façade with the signage being less than 8.5% of any façade.</p>
<b>Site and Building</b>	
<p>Is the proposal compatible with the scale, proportion and other characteristics of the site or building, or both, on which the proposed signage is to be located?</p> <p>Does the proposal respect important features of the site or building, or both?</p> <p>Does the proposal show innovation and imagination in its relationship to the site or building or both?</p>	<p>The dimensions of the proposed signs are considered appropriate for the size and overall scale of the building. The proposed signage has been appropriately positioned and proportioned to identify principal entry points for customers.</p> <p>The freestanding flag signs will be located at the site frontage, to provide sufficient notice for vehicles to identify the entry point and enter the site safely.</p>
<b>Associated devices and logos with advertisements and advertising structures</b>	
<p>Have any safety devices, platforms, lighting devices or logos been designed as an integral part of the signage or structure on which it is to be displayed?</p>	<p>All lighting and required safety devices will be concealed within the structure of the signs.</p>
<b>Illumination</b>	
<p>Would illumination result in unacceptable glare?</p> <p>Would illumination affect safety for pedestrians, vehicles or aircraft?</p> <p>Would illumination detract from the amenity of any residence or other form of accommodation?</p> <p>Can the intensity of the illumination be adjusted, if necessary?</p> <p>Is illumination subject to a curfew?</p>	<p>The signs are proposed to be illuminated during operating hours, and will not result in an unacceptable level of glare. The illumination of the car park will continue longer than trading hours to ensure safety for customers and staff.</p> <p>The illumination of the signs will not impact on the safety for pedestrians, vehicles or aircrafts.</p> <p>Yes the intensity of lighting can be adjusted if required.</p>
<b>Safety</b>	
<p>Would the proposal reduce the safety for any public road?</p> <p>Would the proposal reduce the safety for pedestrians or bicyclists?</p> <p>Would the proposal reduce the safety for pedestrians, particularly children, by obscuring sightlines form public areas?</p>	<p>It is not considered that the signs will reduce the safety for people moving along any public road, or reduce the safety of pedestrians or cyclists.</p>

## 7. External Referrals

7.1 The subject Development Application was referred to the following public agencies as summarised in the table below:



Agency	Comments
<b>Roads and Maritime Service (RMS)</b>	<p>The application was referred to the RMS on 10 May 2013 and the matter was considered at the Sydney Regional Development Advisory Committee (SRDAC) on 29 May 2013, where no objections to the proposal were raised subject to the imposition of <b>conditions</b> of consent including ensuring</p> <ul style="list-style-type: none"> <li>a. no buildings are constructed on land required for future road widening,</li> <li>b. the preparation and submission of a Construction Traffic Management Plan,</li> <li>c. any signage is at no cost to the RMS,</li> <li>d. the car parking areas comply with AS2890.1:2004 and</li> <li>e. landscaping does not impact on sight distances. These will be included in any consent granted. <b>(conditions 1.6, 4.1.4, 4.1.5, 8.3, 13.10)</b></li> </ul>
<b>NSW Police Force</b>	<p>The application was referred to NSW Police on 10 May 2013 to ensure 'Safer by Design' criteria have been met by the applicant and comments were received on 21 May 2013 raising no objections or conditions to the proposal.</p>

## 8. Internal Referrals

8.1 The subject Development Application was referred to the following internal sections of Council as summarised in the table below:

Section	Comments
<b>Engineering</b>	<b>No objections to the proposal subject to the imposition of conditions of consent (conditions 2.4, 6, 10, 12.1, 12.2, 12.3, 12.8.2, 12.8.3, 12.8.4)</b>
<b>Building</b>	No objections to the proposal subject to the imposition of <b>conditions</b> of consent <b>(conditions 1.1, 1.2, 1.3, 1.4, 1.5, 3, 5, 8.1, 8.2, 8.4, 9, 12.4, 12.5, 12.8)</b>
<b>Traffic</b>	<p>Comments from Council's Traffic Management Section (TMS) have been received as follows:</p> <ol style="list-style-type: none"> <li>1. Associated traffic generated from the development can be accommodated within the existing and the future street network in the area.</li> <li>2. The internal layout of the proposed car park generally appears to be satisfactory and complies with AS2890.1.</li> <li>3. The proposed access arrangements appear to be satisfactory in terms of manoeuvrability of heavy vehicles and passenger cars.</li> <li>4. The parking provisions proposed appear to be satisfactory.</li> </ol> <p><b>Conditions</b> ensuring compliance with carparking area standards AS 2890.1:2004 will be <b>included</b>, on any consent granted <b>(conditions 4.1.1, 4.1.2, 4.1.3)</b></p>
<b>Environmental Health</b>	<p>The DA was referred to EHU to assess the impacts of waste management and any noise during construction to ensure no adverse impacts on neighbouring properties. No objections to the proposal were raised subject to the imposition of conditions of consent for the ancillary café/restaurant. <b>(conditions 7, 11, 12.6, 12.9, 14)</b></p>

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## 9. Public Comment

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- 9.1 The Development Application was notified in accordance with Blacktown Development Control Plan Part K – Notification of Development Applications, to adjoining and nearby property owners and occupants for a period of 18 from 7 June 2013 and 25 June 2013. As a result of the notification period, **no submissions were received.**

## 10. Council Assessment

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- 10.1 An assessment of the key issues relating to the proposed development is presented below:

**(a) Site Analysis**

The site is considered appropriate for this development.

**(b) Context and Scale**

The proposal is compatible with the approved yet to be constructed Bunnings store, and the Masters Home Improvement store currently under assessment by Council staff, has appropriate setbacks.

It is considered the design of the building is sufficiently articulated to ensure the massing of the building is appropriate setbacks.

**(c) Building Height and Design**

The IKEA building satisfactorily relates to the height of the proposed adjoining buildings.

**(d) External Appearance**

The IKEA building has been designed in a modern contemporary style and maintains IKEA's corporate appearance and colour scheme. The building is 'L' shaped approximately 100 metre – 203 metre long and 203 metre wide. The façade of the IKEA building will comprise of prefinished metal sandwich panels in IKEA blue and IKEA yellow.

**(e) Building Frontages and Setbacks**

The site is located in a prominent position at the corner of the main entry to the Marsden Park Industrial Business Park with frontage to four (4) roads. The building has a setback of 20 metres from Richmond Road, and a minimum of 7.5 metres to Hollinsworth Road. This provides ample opportunities for landscaping to be provided in this area. No car parking is located within the front setback areas.

The main entrance to the building is orientated towards the 2 estate roads, where sufficient setbacks are provided to the building to accommodate the customer car park.

The proposal achieves compliance with the minimum setback requirements as contained within Appendix 5 of the SEPP – Marsden Park Industrial Precinct. Suitable landscaping is provided along all street frontages, with particular emphasis provided on Richmond Road. It is considered the setback areas will be enhanced by the landscaping.

**(f) Operational Hours**

The proposed trading and delivery hours are not dissimilar to other bulky goods retailers such as Bunnings and Masters. It is not considered the hours of operation, including delivery hours, will adversely impact on the surrounding properties.



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**(g) Access, Traffic and Parking**

- i. The proposed access arrangements are considered satisfactory and concurrence has been received from the RMS with respect to impacts on the road network.
- ii. The proposed development has been accompanied by a Traffic Report prepared by Parking and Traffic Consultants dated April 2013, which has been discussed in detail previously.
- iii. All car parking spaces comply with AS2890.1. A condition of consent will be imposed ensuring a total of 816 spaces are provided and all spaces and aisle widths comply with the relevant Australian Standards. This will be **conditioned** accordingly on any consent granted. **(condition 4.1.2 )**.

**(h) Landscaping**

- iv. The applicant has submitted detailed landscaping plans which show the provision of suitable landscaping within the setbacks along Richmond Road and Townson Road. Suitable species have been chosen for planting including Angophora floribunda 'Rough Barked Apple', Eucalyptus moluccana 'Grey Gum' and Eucalyptus teriticornis 'Forest Red Gum' with provision of low shrub planting capable of growing to a height of approximately 2 metres to screen the building.
- v. Suitable planting is proposed within the car parking area, with the trees to be planted approximately every 6 car parking bays. Sufficient planting is provided which will enable vehicles to be provided shade from the sun.
- vi. Council will **condition** for the compliance with the landscape plans prior to occupation of the development. **(Condition 12.7.1)**

**(i) Utilities and Infrastructure**

The proposed building is not considered to adversely impact on existing utilities and facilities. **Conditions** for servicing will be imposed requiring a S73 Certificate for Sydney Water Corporation and a Certificate from Endeavour Energy. **(Condition 3.3)**.

**(j) Noise and Vibration**

The site immediately adjoins other B5 Business Development zones, where it is likely similar uses will be developed in the future with similar hours of operation and delivery hours. The closest residential zone is located approximately 200 metres south of the site. It is not considered that the proposed IKEA will adversely impact on future residential development in the area.

To minimise noise and vibration as a result of construction work, a standard **condition** of consent will be imposed for construction activities associated with the development, and including the delivery material to and from the site so as to meet the DEECW 2009 Construction Noise Guidelines, and a **(Condition 9.4.2)** requiring a Traffic Management Plan for Construction **(4.1.4)**.

**(k) Safety and Security**

The proposed development was referred to NSW Police to ensure that their requirements for 'Safer by Design' have been met. The Police have no objections to the proposal. The IKEA store will have security measures in place to limit opportunities for



crime including appropriate lighting in the car parking which will extend after operating hours for customer and staff safety. A **condition** will be imposed on any consent issued requiring prior to the occupation of the building all security measures be imposed. **(Condition 12.7.2).**

In addition, the design of the building provides limited concealed areas. Sufficient lighting is provided within the at grade car park to ensure the safety of customers and staff.

**(l) BCA compliance**

A condition of consent would require that the proposed development complies with the applicable requirements of the Building Code of Australia, including accessibility requirements. **(Condition 9.2.1).**

**(m) Contamination**

As part of the subdivision DA, a Phase 1 Preliminary Site Contamination Investigation Report prepared by GHD Pty Ltd dated November 2008 was submitted that specifies that the land has been previously used for rural residential purposes.

Based on the existing and previous land uses on the site, the report recommended testing and further assessment of the site to confirm the site was suitable for industrial purposes. The testing was undertaken as part of the subdivision and the site is considered suitable for the proposed use.

**(n) Social and Economic Impact**

The development of a IKEA store will bring much needed jobs to the City, given its labour intensive nature. The proposed development will have positive social and economic benefits.

**(o) Water Management**

The application has been assessed against Council's DCP Part R and reviewed by Council's drainage engineer and development engineer who have raised no objections to the proposal subject to the implementation of **conditions** of consent. **(Conditions 2.4, 6, 10, 12.1, 12.2, 12.3, 12.8.2, 12.8.3, 12.8.4).**

**(p) Soil Management**

The proposed development is not expected to have an adverse impact in regard to soil erosion or sedimentation. A **condition** of consent will require the applicant to ensure the proposal is carried out in compliance with erosion and sedimentation measures. **(Condition 9.1.4).**

**(q) Salinity**

As part of the Subdivision DA, the applicant submitted a Salinity Investigation Report prepared by GHD Pty Ltd dated 1 April 2011 to identify the salinity characteristics of the area.

The report concluded that the subject site contains moderately to very saline soils below 0.2m in depth, with salinity increasing in the lower landscape profiles. Therefore, salinity management strategies have been provided to mitigate the impact of, and on, salinity and soil aggressivity from the proposed development (including cut and fill, drainage, services, road works and future construction requirements).

Accordingly, **conditions** will be imposed on the subject DA requiring all works to be undertaken in accordance with the recommended salinity management strategies, and final sign-off from a suitably qualified consultant verifying that the salinity management requirements have been implemented to be submitted prior to the issue of any Construction Certificate. **(Condition 4.2.1).**

**(r) Waste Minimisation and Management**

Waste collection facilities are provided within the site to manage waste during operating hours. A **condition** will be imposed requiring the applicant to comply with the approved Waste Management Plan. **(Condition 9.5.1).**

**(s) Voluntary Planning Agreements**

The site is subject to a Voluntary Planning Agreement (VPA) by Marsden Park Development P/L. Contributions for this site have been offset by DA-12-485, therefore S94's are not required under this application.

## 11. Section 79C Consideration

11.1 Consideration of the matters prescribed by Section 79C of the Environmental Planning and Assessment Act 1979 is summarised below:

Heads of Consideration 79C	Comment	Complies
<p><i>a. the provisions of:</i></p> <p><i>(i) any environmental planning instrument (EPI)</i></p> <p><i>(iii) any development control plan</i></p> <p><i>(iv) the regulations</i></p>	<p>The provisions of the relevant EPIs relating to the proposed development are summarised under Section 6 of this report.</p> <p>The proposal is considered to be consistent with State Environmental Planning Policy (State and Regional Development) 2011, State Environmental Planning Policy (Infrastructure) 2007, State Environmental Planning Policy (Sydney Region Growth Centres) 2006 and State Environmental Planning Policy 64 – Advertising Signage.</p> <p>The proposal is permissible within the B5 Business Development zone and satisfies the zone objectives.</p> <p>A detailed assessment of the application is provided under Sections 6 and 10 of this Report.</p>	Yes , with the minor variations considered satisfactory.
<p><i>b. the likely impacts of that development, including environmental impacts on both the natural and built environments, and social and economic impacts in</i></p>	<p>An assessment of the key issues is provided in Section 10 of this Report and it is considered that the likely impacts of the development including traffic, noise, parking, access and the like have been satisfactorily addressed.</p>	Yes

<i>the locality</i>		
<i>c. the suitability of the site for the development</i>	<p>The subject site is zoned B5 Business Development pursuant to State Environmental Planning Policy (Sydney Region Growth Centres) 2006 and permits bulky good retailers with consent.</p> <p>The site is considered suitable for the proposed development.</p>	Yes
<i>d. any submissions made in accordance with this Act or the regulations</i>	As noted in Section 9 of this Report, no submissions were received.	Yes
<i>e. the public interest</i>	The proposal is in the public interest as it will provide the area additional employment, will encourage economic growth in the Blacktown LGA and represents orderly development of the land.	Yes

## 12. General Comments

- 12.1 The Application has been assessed against the matters for consideration listed in Section 79C of the Environmental Planning and Assessment Act 1979 and is considered to be satisfactory. Overall, it is considered that the proposed development satisfactorily addresses its impacts and the proposal is in the public interest.
- 12.2 The proposal is consistent with the objectives of State Environmental Planning Policy (Sydney Region Growth Centres) 2006 B5 Business Development zone and the proposed IKEA store is permissible subject to development consent.
- 12.3 The proposal complies with the essential criteria of Appendix 5 of the State Environmental Planning Policy – Marsden Park Industrial Precinct. Issues pertaining to car parking, built form, noise, access, traffic impacts, stormwater drainage, OSD and site contamination are considered satisfactory. The DCP variations sought by the applicant to the controls for communal open space, bicycle parking and car parking in the 20m setback to Richmond Road are considered reasonable in the circumstances and should be supported.



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## 13. Recommendation

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13.1 The Development Application be approved by the Sydney West Joint Regional Planning Panel subject to the conditions held at **Attachment 1**.

13.2 The applicant be advised of the Sydney West Joint Regional Planning Panel's decision.



Sara Smith

ASSISTANT TEAM LEADER



JUDITH PORTELLI

MANAGER DEVELOPMENT SERVICES AND ADMINISTRATION



DAVID APPS

ACTING DIRECTOR CITY STRATEGY AND DEVELOPMENT