# PENRITH CITY COUNCIL

## MAJOR ASSESSMENT REPORT

Application number:	DA16/1351	
Proposed development:	Change of Use of an Existing Building (Masters) for a Bulky Goods Premises Including Enclosure of the Existing Garden Centre and Associated Advertising Signage	
Property address:	243 - 261 Forrester Road, NORTH ST MARYS NSW 2760	
Property description:	Lot 12 DP 1192443	
Date received:	15 December 2016	
Assessing officer	Donna Clarke	
Zoning:	IN2 Light Industrial - LEP 2010	
Class of building:	Class 6	
Recommendations:	Approve	

## **Executive Summary**

Council is in receipt of a development application for a Change of Use of an Existing Building (Masters) for a Bulky Goods Premises Including Enclosure of the Existing Garden Centre and Associated Advertising Signage at 243 - 261 Forrester Road, North St Marys.

The site is zoned IN2 Light Industrial under LEP2010. The approved home improvement centre was most closely categorised as "timber and building supplies" and "landscape and garden supplies" which are permissible forms of development with Council's consent in the IN2 zone. The proposal subject of this application can be categorised as a "bulky goods premises" which is a permissible form of development on the site with Council's consent under Clause 2.5 (Additional Permitted Uses for Particular Land) and Schedule 1 (Additional Permitted Uses) of LEP2010. A café is also proposed which is ancillary to the principal use.

The application was advertised, exhibited and notified to owners and occupiers of adjoining properties and no submissions were received.

An assessment of the proposed development under the Environmental Planning and Assessment Act 1979 has been undertaken and the proposal has been found to be satisfactory.

The proposed development is in generally accordance with the relevant provisions of the environmental planning instruments pertaining to the land. The site is suitable for the proposed development and the proposal is in the public interest. The proposed signage is an improvement on the larger, more prominent painted areas with signage and will improve the overall visual impact of the building. The proposal is therefore worthy of support.

This report recommends that the application be approved subject to recommended conditions of consent.

#### Site & Surrounds

The subject site contains an existing home improvement centre on the north-western part of the site adjacent to the roundabout at the intersection of Forrester /Links Roads and Ropes Crossing Boulevard. Forrester Road, which provides an arterial route into St Marys town centre from the north.

The surrounding land uses include a mix of open space, industrial, rural and recreational (registered club and facilities).

The existing development on the subject site consists of a Masters Home Improvement store, with 13,071m<sup>2</sup> of approved GFA, and 357 car parking spaces, under DA11/0470.

The site previously formed part of the St Marys Rugby League Club landholding however was excided off.

## **Proposal**

The existing development on the subject site consists of a Masters Home Improvement store, with 13,071m<sup>2</sup> of approved GFA, and 357 car parking spaces, under DA11/0470.

It is proposed to replace the Masters tenant with multiple bulky goods tenants within the existing Masters box. Future tenants are still being finalised, and will be subject to separate approvals.

Specifically, the proposal seeks consent for:

- Change of use and conversion of the existing single-tenant Masters Home Improvement store to a multitenancy centre incorporating multiple bulky goods premises tenancies, one hardware and building supplies tenancy and one ancillary cafe;
- Enclosure of the open-air garden centre at the building's northern elevation with colourbond cladding to match existing;
- Alterations and additions to reflect the new use, including:
  - Updates to main building identification signage and zone for future business identification signs.
  - Facade alterations including new openings for loading and unloading, new infill panels, feature panels and make up air louvres;
  - New rooftop mechanical plant;
  - New canopy over main entrance;
  - Concrete planter adjacent to main entrance.

The external changes to the store are limited to the enclosure of the landscape area, modifications (internal and external) to the existing building to accommodate needs of particular tenants and signage (details of which are not part of this application and will be subject to separate

approval). The proposal includes:

- Approximately 12,402sqm of floor area comprising multiple tenancies, mall and ancillary cafe;
- No increase to the approved Gross Floor Area (GFA) as the garden centre was included as GFA in the original Masters development; and,
- Structural alterations to facilitate the proposed changes to accommodate bulky goods.

There will be no change to the approved hours of operation for the development being:

6am - 10pm and 6am to 8pm Saturday and Sunday

with delivery and service vehicles hours being the same.

## Plans that apply

- Local Environmental Plan 2010 (Stage 1 LEP)
- Development Control Plan 2014
- State Environmental Planning Policy (Infrastructure) 2007
- State Environmental Planning Policy No 64—Advertising and Signage
- Sydney Regional Environmental Plan No.20 Hawkesbury Nepean River

## **Planning Assessment**

#### Section 79C - Evaluation

The development has been assessed in accordance with the matters for consideration under Section 23G and 79C of the Environmental Planning and Assessment Act 1979 as follows:

## Section 79C(1)(a)(i) The provisions of any environmental planning instrument

#### State Environmental Planning Policy (Infrastructure) 2007

The original DA on this site for the building was referred to the RMS under the SEPP (Infrastructure) as the proposal was a commercial premise with a floor area in excess of 10,000m<sup>2</sup>.

This application does not increase the floor space and is within the approved building footprint as such it is considered that referral to RMS is not warranted.

## State Environmental Planning Policy No 64—Advertising and Signage

SEPP64 aims to ensure that outdoor advertising is compatible with the desired amenity and visual character of an area, provides effective communication in suitable locations and is of high quality design and finish.

A SEPP64 Assessment was submitted with the original application for the building and signage, as well as commentary with this application. The assessment demonstrates that the proposed signage is consistent with the aims and objectives of SEPP64 and satisfies the assessment criteria specified in SEPP64. While Clause 22 of SEPP64 imposes certain restrictions on wall advertisements, these restrictions are not applicable in this case given that the proposed signage constitutes "business identification signage" and therefore cannot be classified as a wall advertisement.

The proposed signage is considered to be an improvement visually and is within the size limits of that already approved under DA 13/0434 for the St Marys Masters site, albeit in a varied shape or number of signs one each façade. The current building has large painted areas, bright blue in colour, and prominent signage within those painted areas. This application proposes to break up the existing signage areas into smaller signs, which is considered to be a visual improvement from the existing situation. A condition is recommended regarding illumination and flashing and also to ensure the signage does not exceed the total areas previously approved. The existing landscaping also assists with the softening of the building and the changes to the signage from the existing situation is supported.

Some content is changed by this application and is considered appropriate.

## Sydney Regional Environmental Plan No.20 - Hawkesbury Nepean River

Sydney Regional Environmental Plan No. 20 – Hawkesbury-Nepean River (No. 2 – 1997) (REP 20) integrates planning with catchment management to protect the Hawkesbury-Nepean river system, requiring the impact of future land use to be considered in a regional context. The plan covers water quality and quantity, environmentally sensitive areas, riverine scenic quality, agriculture and urban and rural-residential development. It controls development that has the potential to impact on the river environment. The REP is supported by an Action Plan, which includes actions necessary to improve existing conditions.

The development proposal has been assessed and subject to conditions of development consent, found to be in accordance with the general planning considerations set out in Clause 5 of the REP and the relevant specific planning policies and related recommended strategies set out in Clause 6.

## Local Environmental Plan 2010 (Stage 1 LEP)

Provision	Compliance	
Clause 1.2 Aims of the plan	Complies	
Clause 2.3 Zone objectives	Complies	
Clause 2.3 Permissibility	Complies - See discussion	
Clause 2.5 Additional permitted uses for particular land	N/A	
Clause 2.6 Subdivision - consent requirements	N/A	
Clause 2.7 Demolition requires development consent	N/A	
Clause 2.8 Are the temporary use of land requirements achieved?	N/A	
Clause 4.1 - the minimum lot size	N/A	
Clause 4.1AA Minimum subdivision lot size for community title schemes	N/A	
Clause 4.2 Rural Subdivision	N/A	
Clause 4.3 Height of buildings	Complies	
Clause 4.4 Floor Space Ratio	Complies - See discussion	
Clause 4.5 Calculation of floor space ratio and site area		
Clause 4.6 Exceptions to development standards	Complies	
Clause 5.1 Relevant acquisition authority	N/A	
Clause 5.10 Heritage conservation	N/A	
Clause 5.11 Bush fire hazard reduction	N/A	
Clause 5.12 Infrastructure development and use of existing buildings of the Crown	N/A	
Clause 5.13 Eco-tourist facilities	N/A	
Clause 5.2 Classification and reclassification of public land	N/A	
Clause 5.3 Development near zone boundaries	N/A	
Clause 5.4 Controls relating to miscellaneous permissible uses	N/A	
Clause 5.5 Development within the coastal zone	N/A	
Clause 5.6 Architectural roof features	N/A	

N/A
N/A
Complies
N/A
N/A
N/A
N/A

The site is zoned IN2 Light Industrial under LEP2010.

The approved home improvement centre was most closely categorised as "timber and building supplies" and "landscape and garden supplies" which are permissible forms of development with Council's consent in the IN2 zone.

The proposal subject of this application can be categorised as a "bulky goods premises" which is a permissible form of development on the site with Council's consent under Clause 2.5 (Additional Permitted Uses for Particular Land) and Schedule 1 (Additional Permitted Uses) of LEP2010. A café is also proposed which is ancillary to the principal use.

Separate approvals are required for any uses other than bulky goods and café as shown on the plans and is restricted by a condition of consent.

## Section 79C(1)(a)(iii) The provisions of any development control plan

## **Development Control Plan 2014**

Provision	Compliance
D4.1. Key Precincts	N/A
D4.2. Building Height	Complies
D4.3. Building Setbacks and Landscape	Complies
D4.4. Building Design	Complies - see Appendix - Development Control Plan Compliance
D4.5. Storage of Materials and Chemicals	N/A
D4.6. Accessing and Servicing the Site	Complies
D4.7. Fencing	Complies
D4.8 Lighting	Complies

## Section 79C(1)(a)(iv) The provisions of the regulations

In accordance with Section 143 of the Environmental Planning and Assessment Regulation 2000, an assessment of the fire protection and structural capacity of the proposed building is necessary.

The application has been referred to Council's Building Surveyors for assessment and subject to conditions complies with the requirements of the Regulations.

## Section 79C(1)(b)The likely impacts of the development

#### Site Design, Context and Setting

The proposed external changes to the existing development has been designed to be compatible with surrounding development in terms of built form and external building materials and finishes. The proposed development maintains sufficient buffer distances to adjoining properties and will not pose a major adverse impact on existing or future surrounding land uses. The proposal is considered to be compatible with the surrounding and adjacent land uses and will have no major impact on the amenity of the area. The proposal will have no adverse impacts on the natural environment.

There are no changes proposed to the existing access or car paring arrangements. The building remains accessible, the site is well lit and landscaped.

#### Social and Economic Impacts

It is considered that the change of use from the existing masters site to a bulky goods facility will have an overall positive social and economic impact for the North St Marys community and re-use of the site is preferred to a vacant tenancy.

The proposal will provide significant employment opportunities both during construction and once operational, benefiting the local community. Given the distance and physical separation between the site and the St Marys town centre, it is not anticipated that the proposal will have any negative impacts upon the centre.

## Section 79C(1)(c)The suitability of the site for the development

Council may be satisfied that the site is suitable for the proposed development. The development remains largely the same in terms of bulk and scale and the signage is not increased in size from approved. The uses are an appropriate use of an empty building.

## Section 79C(1)(d) Any Submissions

## **Community Consultation**

The application was advertised, exhibited and notified to owners and occupiers of adjoining properties between 9 January 2017 and 31 January 2017 and no submissions were received.

#### Referrals

The application was referred to the following stakeholders and their comments have formed part of the assessment:

Referral Body	Comments Received
Building Surveyor	No objections - subject to conditions
Environmental - Environmental management	No objections - subject to conditions
Traffic Engineer	No objection subject to conditions

## Section 79C(1)(e)The public interest

The proposed development will not generate any significant issues of public interest.

#### Conclusion

In assessing this application against the relevant environmental planning instruments the proposal satisfies the aims and objectives of the relevant EPI and satisfies the heads of consideration under Section 79C of the EP&A Act.

The proposed built form is site responsive, complies with key development standards and is in the public interest. Furthermore, it will have a positive impact on the surrounding character of the area as delivers an amenable development outcome to its users as well as the community.

The site is suitable for the proposed development and makes the most of a disused building. The development is in the public interest and subject to conditions of consent there is unlikely to be negative impacts arising from the proposed development.

Therefore, the application is worthy of support and is recommended for approval.

#### Recommendation

That DA14/0351 for Commercial Development - Change of Use of an Existing Building (Masters) for a Bulky Goods Premises Including Enclosure of the Existing Garden Centre and Associated Advertising Signage at 243 - 261 Forrester Road NORTH ST MARYS, be approved subject to the attached conditions (Development Assessment Report Part B).

#### General

#### 1 A001

The development must be implemented substantially in accordance with the plans below stamped approved by Council, the application form and any supporting information received with the application, except as may be amended in red on the attached plans and by the following conditions.

Plan	Prepared by	Dated
Site Plan Rev P01	The Buchan Group	21/11/16
Proposed Plan Rev P01	The Buchan Group	21/11/16
Roof Plan Rev P01	The Buchan Group	21/11/16
Elevations Rev P01	The Buchan Group	28/11/16
		(amended by email
		20/1/17)
Sections Rev P01	The Buchan Group	21/11/16
Pylon Signage Rev P01	The Buchan Group	21/11/16

## 2 A019 - OCCUPATION CERTIFICATE (ALWAYS APPLY)

The development shall not be used or occupied until an Occupation Certificate has been issued.

#### 3 A026 - Advertising sign (not for residential)

All signage areas shall not exceed those approved under DA13/0434 and in accordance with the signage zones shown stamped approved plans under this consent. Such signage content shall:

- Not include any additional external lighting beyond that already approved for the site.
- Not have any flashing lights or movable pieces.
- Not consist of neon or fluorescent colours.

A separate development application for the erection of a sign or advertising structure, other than that previously approved by this application, DA13/0434 or an advertisement listed as exempt development, is to be submitted to Penrith City Council, complying with the requirements of Penrith Development Control Plan 2014

#### 4 A029 - HOURS OF OPERATION AND DELIVERY TIMES

The operating hours are from 6.00am to 10.00pm Monday to Friday, and 6.00am to 8.00pm Saturdays and Sundays. Delivery and service vehicles generated by the development are limited to these operational hours.

#### 5 A032 - Goods in buildings

All materials and goods associated with the use shall be contained within the building at all times.

#### 6 A038 - LIGHTING LOCATIONS

A lighting system shall be maintained for the development to provide uniform lighting across common areas and driveways. Exterior lighting shall be located and directed in such a manner so as not to create a nuisance to surrounding landuses. The lighting shall be the minimum level of illumination necessary for safe operation. The lighting shall be in accordance with AS 4282 "Control of the obtrusive effects of outdoor lighting" (1997).

7 A046 - Obtain Construction Certificate before commencement of works

A Construction Certificate shall be obtained prior to commencement of any building works.

### 8 A Special (BLANK)

Separate approvals are required for any uses other than the approved bulky goods and café as shown on the stamped plans.

The Bulky Goods uses must comply with the definition with Penrith LEP 2010.

The use of the ancillary café is approved, with further consent required for the fit out.

#### 9 A Special (BLANK)

The hours of operation of the café are restricted to that of the centre. All café patrons must access the café via the main doors to the centre only.

#### 10 A Special (BLANK)

The relevant conditions of consent of DA11/0470 relating to landscaping, car parking and vehicular access are to be adhered to at all times.

#### **Environmental Matters**

#### 11 D009 - Covering of waste storage area

All waste materials stored on-site are to be contained within a designated area such as a waste bay or bin to ensure that no waste materials are allowed to enter the stormwater system or neighbouring properties. The designated waste storage areas shall provide at least two waste bays / bins so as to allow for the separation of wastes, and are to be fully enclosed when the site is unattended.

#### 12 D014 - Plant and equipment noise

The operating noise level of plant and equipment shall not exceed 5dB(A) above the background noise level when measured at the boundaries of the premises. The provisions of the Protection of the Environment Operations Act 1997 apply to the development, in terms of regulating offensive noise.

#### 13 D023 - Bunding

All works and storage areas where spillages are likely to occur shall be bunded. The size of the area to be bunded shall be calculated as being equal to 10% of the total volume of containers stored, or 110% of the largest container stored, whichever is the greater.

#### 14 D026 - Liquid wastes

Only clean and unpolluted water is to be discharged into Penrith City Council's stormwater drainage system. Liquid wastes suitable for discharge to the mains sewer are to be discharged in accordance with Sydney Water requirements.

If mains sewer is not available or if Sydney Water will not allow disposal to the sewer then a licensed waste contractor is to remove the liquid waste from the premises to an appropriate waste facility.

The waste contractor and waste facility are to hold the relevant licenses issued by the NSW Environment Protection Authority.

#### 15 D Special BLANK

Offensive odours are not to be emitted from the site. Vapours, fumes, gases, or any other substance that are considered to be harmful to human health or the environment or impact unreasonably on a person outside of the premises are not to be emitted from the site.

#### **BCA** Issues

#### 16 E009 - Annual fire safety-essential fire safety (Class 2-9 buildings)

The owner of a building, to which an essential fire safety measure is applicable, shall provide Penrith City Council with an annual fire safety statement for the building. The annual fire safety statement for a building must: (a) deal with each essential fire safety measure in the building premises, and

- (b) be given:
- within 12 months after the last such statement was given, or
- if no such statement has previously been given, within 12 months after a final fire safety certificate was first issued for the building.

As soon as practicable after the annual fire safety statement is issued, the owner of the building to which the

- must also provide a copy of the statement (together with a copy of the current fire safety schedule) to the Commissioner of New South Wales Fire Brigades, and
- prominently display a copy of the statement (together with a copy of the current fire safety schedule) in the building.

#### 17 E01A - BCA compliance for Class 2-9

All aspects of the building design shall comply with the applicable performance requirements of the Building Code of Australia so as to achieve and maintain acceptable standards of structural sufficiency, safety (including fire safety), health and amenity for the on-going benefit of the community. Compliance with the performance requirements can only be achieved by:

- (a) complying with the deemed to satisfy provisions, or
- (b) formulating an alternative solution which:
- complies with the performance requirements, or
- is shown to be at least equivalent to the deemed to satisfy provision, or
- (c) a combination of (a) and (b).

It is the owner's responsibility to place on display, in a prominent position within the building at all times, a copy of the latest fire safety schedule and fire safety certificate/ statement for the building.

#### Construction

#### 18 H001 - Stamped plans and erection of site notice

Stamped plans, specifications, a copy of the development consent, the Construction Certificate and any other Certificates to be relied upon shall be available on site at all times during construction.

The following details are to be displayed in a maximum of 2 signs to be erected on the site:

- the name of the Principal Certifying Authority, their address and telephone number,
- the name of the person in charge of the work site and telephone number at which that person may be contacted during work hours,
- that unauthorised entry to the work site is prohibited,
- the designated waste storage area must be covered when the site is unattended, and
- all sediment and erosion control measures shall be fully maintained until completion of the construction phase.

Signage but no more than 2 signs stating the above details are to be erected:

- at the commencement of, and for the full length of the, construction works onsite, and
- in a prominent position on the work site and in a manner that can be easily read by pedestrian traffic.

All construction signage is to be removed when the Occupation Certificate has been issued for the development.

#### 19 H002 - All forms of construction

Prior to the commencement of construction works:

- (a) Toilet facilities at or in the vicinity of the work site shall be provided at the rate of one toilet for every 20 persons or part of 20 persons employed at the site. Each toilet provided must be:
- a standard flushing toilet connected to a public sewer, or
- if that is not practicable, an accredited sewage management facility approved by the council, or
- alternatively, any other sewage management facility approved by council.
- (b) All excavations and backfilling associated with the erection or demolition of a building must be executed safely and in accordance with the appropriate professional standards. All excavations associated with the erection or demolition of a building must be properly guarded and protected to prevent them from being dangerous to life or property.
- (c) If an excavation associated with the erection or demolition of a building extends below the level of the base of the footings of a building on an adjoining allotment of land, the person causing the excavation to be made:
- must preserve and protect the building from damage, and
- if necessary, must underpin and support the building in an approved manner, and
- must, at least 7 days before excavating below the level of the base of the footings of a building on an adjoining allotment of land, give notice of intention to do so to the owner of the adjoining allotment of land and furnish particulars of the excavation to the owner of the building being erected or demolished. The owner of the adjoining allotment of land is not liable for any part of the cost of work carried out for the purposes of this condition, whether carried out on the allotment of land being excavated or on the adjoining allotment of land, (includes a public road and any other public place).
- (d) If the work involved in the erection or demolition of a building is likely tocause pedestrian or vehicular traffic in a public place to be obstructed orrendered inconvenient, or involves the enclosure of a public place, ahoarding or fence must be erected between the work site and the public place:
- if necessary, an awning is to be erected, sufficient to prevent any substance from, or in connection with, the work falling into the publicplace,
- the work site must be kept lit between sunset and sunrise if it is likely to be hazardous to persons in the public place, and
- any such hoarding, fence or awning is to be removed when the work has been completed.

#### 20 H006 - Submission of and implement waste management plan

A completed waste management plan shall be submitted to Penrith City Council for consideration and approval. Council must approve the plan before works can commence on site.

The waste management plan shall be prepared in accordance with the Penrith Development Control Plan, and shall address all waste materials likely to result from the proposed development (including all demolition and construction works, and the operations of the development), with details of the estimated waste volumes, onsite storage and management, proposed re-use of materials, designated waste contractors, recycling outlet and / or landfill site.

The approved waste management plan must be implemented on-site and adhered to throughout all stages of the development, with supporting documentation / receipts retained in order to verify the recycling and disposal of materials in accordance with the approved plan.

#### 21 H041 - Hours of work (other devt)

Construction works or subdivision works that are carried out in accordance with an approved consent that involve the use of heavy vehicles, heavy machinery and other equipment likely to cause offence to adjoining properties shall be restricted to the following hours in accordance with the NSW Environment Protection Authority Noise Control Guidelines:

- Mondays to Fridays, 7am to 6pm
- Saturdays, 7am to 1pm (if inaudible on neighbouring residential premises), otherwise 8am to 1pm
- No work is permitted on Sundays and Public Holidays.

Other construction works carried out inside a building/tenancy and do not involve the use of equipment that emits noise are not restricted to the construction hours stated above.

The provisions of the Protection of the Environment Operations Act, 1997 in regulating offensive noise also apply to all construction works.

## **Engineering**

#### 22 K Special (BLANK)

All car spaces are to be sealed/line marked and dedicated for the parking of vehicles only and not be used for storage of materials/products/waste materials etc

#### Certification

#### 23 Q01F - Notice of Commencement & Appointment of PCA2 (use for Fast Light only)

Prior to the commencement of any earthworks or construction works on site, the proponent is to:

(a) employ a Principal Certifying Authority to oversee that the said works carried out on the site are in accordance with the development consent and related Construction Certificate issued for the approved development, and with the relevant provisions of the Environmental Planning and Assessment Act and accompanying Regulation, and (b) submit a Notice of Commencement to Penrith City Council.

The Principal Certifying Authority shall submit to Council an "Appointment of Principal Certifying Authority" in accordance with Section 81A of the Environmental Planning and Assessment Act 1979.

#### Information to accompany the Notice of Commencement

Two (2) days before any earthworks or construction/demolition works are to commence on site (including the clearing site vegetation), the proponent shall submit a "Notice of Commencement" to Council in accordance with Section 81A of the Environmental Planning and Assessment Act 1979.

## **Appendix - Development Control Plan Compliance**

## **Development Control Plan 2014**

## **D4 Industrial Development**

The proposed development is within the existing approved building envelope and signage, with no changes to the existing car parking or landscaping.

The café is considered to be an ancillary component to the bulky goods and will be utilised by visitors to the centre rather than being an attractor in its own right. DCP 2014 requires parking for bulky goods centres at a rate of 1/50m2, which for this complex equates to 261 spaces. No change to existing parking numbers. is proposed from 354 spaces. It is likely that there will be dual use of the various tenancies reducing parking demand. Council's Traffic Engineer raised no objection in terms of parking or traffic.

The proposal includes enclosure of the existing outdoor garden area (already included as GFA). Therefore the building is now solid rather than an open, shaded garden area. The design of the external faced is considered appropriate for the industrial nature of the area and landscaping exits on the site to assist with softening of the building.

It is considered that the proposal remains in accordance with the requirements of the DCP.