

Section 75W Application to Modify MP06_0046



Bonnyrigg Estate

Prepared on behalf of Land and Housing NSW
February 2018

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Executive Summary

This report has been prepared to support a request for Secretary's Environmental Assessment Requirements to support a Section 75W modification application to the Concept Plan Approval (MP06_0046) for the remaining stages of the Bonnyrigg Housing Estate. The Bonnyrigg Housing Estate is an 80 ha area located in Fairfield in the south west of Sydney. It directly adjoins the Bonnyrigg Town Centre. The Estate was developed in the late 1970s and originally provided 833 social houses and 88 private homes.

Re-development of the Bonnyrigg Housing Estate has been underway since approval of the Concept Plan in 2009. Due to recent changes in policy governing the provision of social housing and to meet the increasing demand for social and affordable housing in NSW an amendment is required to allow for an increase in housing numbers in the remaining stages of development. The amendments also provide for better integration of the Estate with Council's vision for the adjoining Bonnyrigg town centre.

This application has been prepared by FPD Planning on behalf of NSW Land and Housing Corporation under Section 75W of the Environmental Planning and Assessment Act 1979 (EPAA).

The proposed modification is seeking the following key amendments to the concept plan:

- **Increase densities** – An increase from 2,500 dwellings to 3000 dwellings within the housing estate is proposed. This includes a total of 900 social houses and 2100 private houses on-site, this would allow no net loss of social housing on the site within a mix consistent with the NSW Governments *Future Directions for Social Housing Policy*.
- **Change to the housing typologies** – Apartments and mixed use buildings of between 4 and 8 storeys are now proposed with higher buildings closer to the Bonnyrigg Town Centre.
- **Enhance pedestrian & open space networks** – An increase in public open space from 12.13ha to 13.4ha is proposed. This includes a total open space provision of 51,702m² with improved connections for pedestrians to the town centre via a new public plaza.
- **Refining the road network** – The proposed road network has been refined to improve connections for pedestrians and cyclist to the town centre and around the Estate.

It is proposed to also amend the instrument of approval for the Concept Plan so that is consistent with current planning processes including standard instrument mapping and a development control plan.

1 Introduction

1.1 Bonnyrigg Housing Estate

The Bonnyrigg Housing Estate is an 80 ha area located in Fairfield in the south west of Sydney. It directly adjoins the Bonnyrigg Town Centre. The estate was developed in the late 1970s and originally provided 833 social houses and 88 private homes.

The renewal of the estate has been underway since approval of the Concept Plan (MP06_0046) in 2009. Redevelopment of the estate aims to improve the liveability on-site, improve the general security and safety of the area, replace degraded existing social housing with a mix of new social and private homes, and improve access to opportunities and services for the current and future residents of Bonnyrigg.

The current approval allows for a total of 2,500 homes within the estate. This includes 1,740 private homes and 760 social houses with the balance of social housing replaced off site. It equates to a mix of 70% private 30% public houses on site and no net loss in public housing.

A modification to the Bonnyrigg Concept Plan Approval is required to align the remaining stages of redevelopment with more recent policy directions for an increase in social housing provision. Under the proposed amendment the remaining stages of the Bonnyrigg Estate will provide an additional 500 homes, an increase in public open space/community facility provision and improvements in pedestrian and cycling connectivity to the Bonnyrigg Town Centre.

1.2 Future Directions for Social Housing

Since approval of the Bonnyrigg Concept Plan in 2009, the NSW Government has released a new policy for social housing - *Future Directions for Social Housing in NSW 2015* (Future Directions). Future Directions sets out the Government's vision to transform the social housing system over a 10-year timeframe to 2025.

It is underpinned by three strategic priorities, which are as follows (p. 5):

- *More social housing*
- *More opportunities, support and incentives to avoid and/or leave social housing*
- *A better social housing experience.*

To meet the intentions of Future Directions, in particular to provide more social housing, the remaining stages of the Bonnyrigg Housing Estate are proposed to increase in density than were previously approved.

1.3 Bonnyrigg Town Centre Draft Development Control Plan

Fairfield City Council recently placed on exhibition the *Bonnyrigg Town Centre Draft Development Control Plan 2017* (DCP). This DCP covers the land directly to the west of the housing estate. Due to close interface between the area covered by the DCP and the area covered by the Concept Plan both set of planning controls must be integrated to achieve a good outcome for the future of Bonnyrigg.

The modifications proposed to the concept plan and the draft DCP for Bonnyrigg better align the areas close to the town centre with the outcomes of the draft DCP. This includes the provision of improved pedestrian linkages to the town centre and a similar built form to transition from the densities proposed in the town centre to those in the estate.

A more detailed overview of how the proposed modifications to the concept plan align with the DCP is provided in Section 3 of this report.

1.4 Summary of Modifications Sought

In summary, to achieve an increase in social housing provision and integration with the Bonnyrigg Town Centre the following key modifications to the concept plan approval are proposed:

- **Increase densities** – An increase from 2,500 dwellings to 3000 dwellings within the housing estate is proposed. This includes a total of 900 social houses and 2100 private houses on-site.
- **Change to the housing typologies** – To achieve an increase in housing on site a change to the housing types and distribution of density is proposed. Apartments and mixed use buildings of between 4 and 8 storeys are proposed with higher buildings closer to the Bonnyrigg Town Centre.
- **Enhance pedestrian & open space networks** – An increase in public open space from 12.13ha to 13.4ha is proposed. This includes a total open space provision of 51,702m² with improved connections for pedestrians to the town centre via a new public plaza.
- **Refining the road network** – The proposed road network has been refined to improve connections for pedestrians and cyclist to the town centre and around the Estate. Whilst the key arterial routes and general layout has been retained, the local roads have been refined to avoid dead ends and through site links have been provided to ensure the ease of movement for pedestrians through the Estate.

A more detailed overview of the modifications to the concept plan proposed is provided in Section 3 of this report and a revised set of plans is attached in **Appendix A**.

1.5 Updating the approval framework

The proposed modification will refine the instrument of approval so that it is easier to interpret, more transparent and in line with current planning processes. As a result of numerous modifications since it was first approved, the instrument of approval for the Concept Plan has become lengthy and difficult to interpret with a long list of attached documents.

It is proposed as part of this modification to replace attachments to the Concept Plan Approval with a land use map, height of buildings map and permitted land use table to mirror the provisions of the Standard Instrument. An Urban Design Guideline, which mirrors the functions of a Development Control Plan has also been prepared to provide the detailed planning controls previously covered in part of the Master Plan for the estate.

1.6 Consultation

Preliminary consultation with the Department was undertaken in September 2017 to confirm the assessment requirements for the proposed modification.

LAHC has also met with Fairfield Council on numerous occasions regarding the proposed modification, open space and community facilities provision. In August 2017 LAHC consulted with the NSW Department of Education regarding impacts on schools provision in the area.

2 Approvals History

2.1 Concept Plan Approval 2009

Redevelopment of the Bonnyrigg Housing Estate was originally approved by way of a Concept Plan application that was determined by the Minister for Planning on 12 January 2009. The Concept Plan provides for the renewal of the Bonnyrigg Housing Estate, comprising:

- Demolition of existing dwellings in stages (excluding privately owned dwellings)
- Construction of approximately 2332 dwellings in 18 stages over 13 years
- Construction of new roads, with 50% of existing roads to be retained
- Provision of infrastructure (including stormwater, sewer, recycled water, gas and electrical)
- Staged construction of a new community precinct comprising community, retail and commercial activities
- Reconfiguration and upgrade of existing public open space

2.2 Modifications approved to date

There have been four modifications of the original Concept Plan which have been approved by way of Section 75W of the EPAA since its original approval. Each of these modifications is outlined in the table below.

Table 1 – Previous modifications to concept plan

Modification	Amendments
Modification 1 Approved 7 September 2009	Correction of minor errors and technical issues associated with the Concept Plan and Stage 1 Project Approval conditions.
Modification 2 Approved 19 April 2010	Reduction of the allotment widths for detached dwellings. Inclusion of a formerly privately owned lot in Deakin Place within the Concept Plan boundaries.
Modification 3 Approved 28 July 2011	Updated the Bonnyrigg Masterplan by: <ul style="list-style-type: none">• Introducing three storey garden (walk-up) apartments where there is a higher level of amenity, such as adjacent to public open space.• Amending the minimum requirements for detached dwellings and two-attached dwellings where lots benefit from higher levels of solar access (i.e. north facing private open space).• Rewording the zero side setback guidelines to enhance privacy for the future dwellings, while maintaining appropriate levels of amenity for the privately owned lots.• Amending the front boundary fence types to provide additional privacy to front courtyards of dwellings.
Modification 4 – Approved 13 July 2012	Updated the Bonnyrigg Masterplan by: <ul style="list-style-type: none">• Increasing the total number of dwellings across the site from approximately 2,332 dwellings to

	<p>approximately 2,500 dwellings.</p> <ul style="list-style-type: none"> • Increasing the amount of public open space to be delivered across the estate from 12 hectares to 12.13 hectares and an increase in the size of the future community centre building from 560m² to 700m². • Amending the site and road layout to accommodate the proposed additional total number of dwellings. • Refining the existing attached dwelling controls to enable row houses/terraces to be accommodated in future stages. • Provision of specific car parking rates for lifted and garden apartments. • Housekeeping amendments to the Bonnyrigg Masterplan to incorporate the previous and currently proposed modifications and to improve the clarity and interpretation of a number of existing controls for attached dwellings.
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3 Modifications Sought

3.1 Increase in dwelling numbers

An increase from 2,500 dwellings to 3,000 dwellings within the housing estate is proposed. This includes a total of 900 social houses and 2,100 private dwellings. The additional dwellings will primarily be accommodated in areas close to the Bonnyrigg Town Centre.

3.2 Changes to built form

Increased building heights close to the Bonnyrigg Town Centre

The increase in dwelling numbers is primarily proposed in areas close to the Bonnyrigg Town Centre, fronting Bonnyrigg Avenue. It is proposed to increase densities in this area by allowing buildings of 4-6 storeys with 8 storeys in key locations on blocks closest to the western boundary with the town centre.

The approved Concept Plan currently does allow for some 6 storey apartments in the area closest to the Bonnyrigg Plaza, however the remainder of areas fronting the town centre are garden apartments, detached and attached dwellings (shown at Figure 2).

This increase in heights will provide a compatible transition to the higher density development envisioned under the Draft DCP for the Bonnyrigg Town Centre for the other side of Bonnyrigg Avenue.



Figure 1 – Proposed Building heights



Figure 2 – Building heights under current approval

New controls for residential apartments

The proposed Bonnyrigg Urban Design Guideline outlines new controls for residential apartments within the Estate. The new controls are recommended to carefully manage the increase in building height and are based on the updated provisions of the NSW Apartment Design Guide. The controls incorporate the principles of CPTD and intent of the original Concept Plan Approval.

The most significant change proposed is the introduction of a reduced street wall height control. The intent of this change is to reduce the appearance of building bulk from the street and to improve solar access to the public domain.

Revised medium density controls

The current concept plan approval allows for medium density development throughout the majority of the Estate, including terraced and attached housing. The proposed modification will retain these housing typologies in the areas shown with a two and three story height limit.

The proposed modification also recommends the built form controls for medium density development be amended to ensure they are in keeping with the recent policy changes. The proposed Bonnyrigg Urban Design Guideline includes revised controls for medium

density housing based on the Draft Medium Density Design Guide, NSW Department of Planning and Environment, 2017.

The current concept plan controls for detached housing will still apply.

3.3 Open space and pedestrian connections

The proposed open space network is to be amended to both increase the quantum proposed and also provide a better pedestrian and cyclist connection to the adjoining town centre. An increase in public open space from 12.13ha to 13.4ha is proposed. This results in a total open space provision of 51,702m².

3.4 Mixed use area & active frontages

A landscaped plaza that is to connect the Estate with the Bonnyrigg Town Centre framed by mixed-use areas with active frontages to the south and fronting Bonnyrigg Avenue. This will allow ground floor retail and cafes to locate along this link, improving activation of this connection as well as improving safety through passive surveillance. The potential for additional community centre space is also provided for within this area.

3.5 Modifications to the road network

The proposed road network has been refined to improve connections for pedestrians and cyclist to the town centre and around the Estate. Whilst the key arterial routes and general layout has been retained, the local roads have been refined to avoid dead ends and through site links have been provided to ensure the ease of movement for pedestrians through the Estate.

3.6 Updated approval framework and DCP

The proposed modification recommends amendments to the instrument of approval so that it is easier to interpret, more transparent and in line with current planning processes. As a result of numerous modifications since it was first approved, the instrument of approval for the Concept Plan has become lengthy and difficult to interpret with a long list of attached documents.

It is proposed as part of this modification to replace attachments to the Concept Plan Approval with the following:

- New layout plans including:
 - A structure plan;
 - A land use map; and
 - A height of buildings map;
- An Urban Design Guideline, which mirrors the functions of a Development Control Plan to provide the detailed planning controls, previously covered in part of the Master Plan for the estate.

4 Impact Assessment

In accordance with Section 75W of the Environmental Planning Assessment Act an assessment of the potential impact of the proposed amendments to the Concept Plan is provided below.

4.1 Traffic and Transport

To assess the potential impact of the proposed modification on the surrounding road network an updated Traffic and Transport Assessment will be provided.

The assessment will include the results of updated traffic counts undertaken in August 2017 which capture the traffic generation from completed stages and updated regional traffic conditions. SIDRA modelling has been undertaken to assess the operation of key intersections surrounding the Estate taking into consideration the traffic generation from the revised proposal and the proposed mitigation measure already committed to in the Concept Approval.

The report will outline proposed upgrades to these intersections that will ensure the surrounding road network operates at a satisfactory level. The proposed upgrades will form the basis for a revised Voluntary Planning Agreement with Council for development contributions.

4.2 Provision of Open Space

It is proposed to increase the provision of open space within the Bonnyrigg Housing Estate from 12.13ha to 13.4ha. The proposed increase in open space has been designed to ensure the needs of the increase in population on site can be met.

An assessment of the open space needs resulting from the change in population will be submitted in support of the application.

The assessment of open space requirements will be based on the following assumptions:

- Fairfield City Council's requirement of new parks at a rate of 2.78m² per additional person; and
- Parks and Leisure Australia's guideline of 10 per cent of the Net Developable Area (NDA) allocated for public open space, of which 6 per cent of the NDA is to be allocated for active open space.
- Average occupancy rate of 3.38 for private dwellings in Fairfield and 2.69 for social housing dwellings in the Bonnyrigg Renewal Area.
- Assuming the additional 500 dwellings are 70% private dwellings and 30% social housing dwellings.

In addition, the proposed revisions will provide an overall improvement in the layout of open space including: a new pedestrian connection to the Bonnyrigg Plaza; and consolidation of smaller areas of open space to allow for improvements in facilities provided.

4.3 Social Infrastructure

In addition to the assessment of open space needs, a separate social infrastructure needs analysis for the revised concept will be submitted.

The required increase to community facilities provision will form the basis for the negotiation of a revised Voluntary Planning Agreement with Council..

LAHC will negotiate an amended VPA with Fairfield Council to reflect their share of road and intersection upgrades broadly consistent with the table above.

4.4 Provision on Community Infrastructure

LAHC are proposing to submit a revised social needs analysis and will also negotiate an amended VPA to increase the provision of community facility space if required.

5 Conclusion

It is expected that the proposed modification will be supported by;

- Updated urban design analysis
- A site specific DCP
- An updated traffic and transport assessment of the modified scheme
- An open space study
- A social needs analysis
- A infrastructure capacity and layout review of the revised scheme