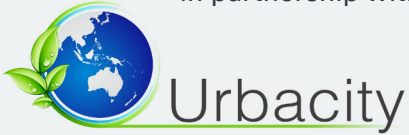




in partnership with



SILVERDALE CENTRE DETAILED REPORT

DECEMBER 2020



Contents

1	Silverdale	3
1.1	Silverdale Activity Core and Edges	3
1.2	Treatment in the LSPS	4
2	Centre Appraisal and Opportunities	6
2.1	History	6
2.2	Primary Production Influences	6
2.3	Natural, Cultural, Community and Scenic Assets	6
2.4	Infrastructure and Utilities	6
2.5	Community	7
2.5.1	Who uses the Centre and why?	7
2.5.2	PlaceScore Engagement Survey	7
2.6	Land Uses, Open Spaces and Community Services and Facilities	7
2.7	Urban Structure and Built Form	8
2.8	Commercial Floor Space and Capacity for Growth	10
2.9	Housing Within and at the Edges of the Centre	11
2.10	Access and Movement	11
2.11	Street Appeal – Public Realm and Pedestrian Experience	13
3	Current Commitments to Works, Adopted Plans and Strategies	14
3.1	Previous Centres Study	14
3.2	WLEP 2011 Provisions	14
3.3	WDCP 2016 Provisions	14
3.4	Council’s Current Commitments	14
4	Summary of Opportunities	15

1 Silverdale

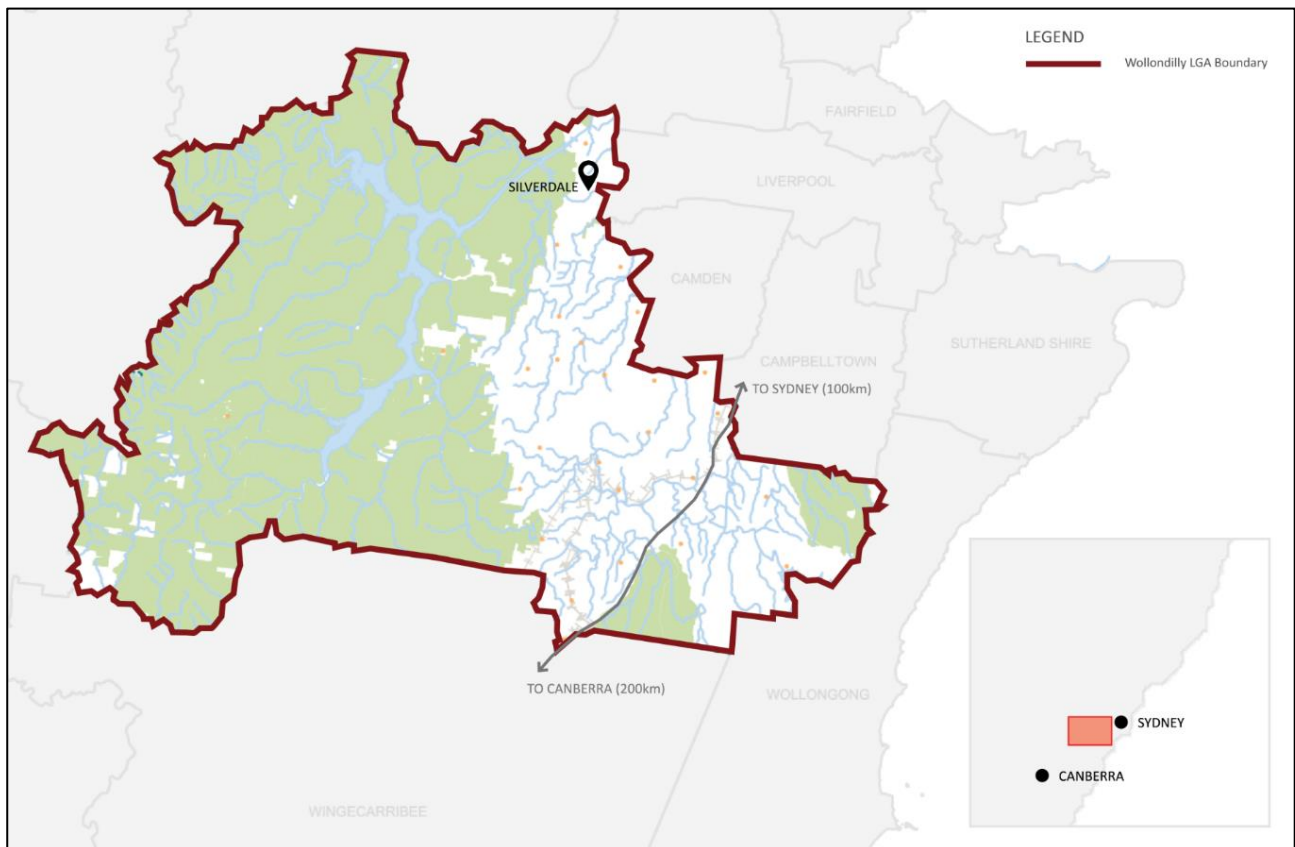


Figure 1-1 Silverdale locality map.

1.1 Silverdale Activity Core and Edges

The key characteristics of Silverdale are listed in the table below:

Population	2016 Census	3,683	12% increase on 2016
	2041 Projection	4,148*	
Centre Typology	LSPS: Larger Centre		Centres Study: Hamlet/Convenience Centre
Centre Functions	Main road convenience centre, daily convenience needs		
Centre Special Features	Clustered with car park and service station on main road route Separated from residential settlement south and west and from industrial lands to the west		
Edges	Rural and main road		
Future focus	Major growth of commercial development to serve regular grocery and basic service needs of residents in the northern localities of the LGA Implementation of design quality principles and masterplanning or possible DCP amendment for land newly zoned B2 and B4 particularly performance standards for the public realm to be in place before major redevelopment Connectivity of newly rezoned land to the public realm of existing urban lands in Silverdale		

Silverdale in its current form is not a typical 'centre' surrounded by other urban land uses. It has evolved from its location as an opportune site for drivers otherwise passing through along Silverdale Road. The rezoning of

land completed in April 2020 will facilitate expansion and diversification of commercial uses and mixed use development. The Silverdale commercial area is spatially separated from other urban land uses and connectivity is limited to vehicle access to and from the Silverdale Road frontage.

The emphasis for Silverdale should be on connectivity on the commercial zoned land to the surrounding urban settlement, the achievement of performance standards for the public realm and the way in which new commercial and mixed use buildings interface with the public realm. A new publicly accessible, multipurpose open space area is essential within the heart of the commercial redevelopment site as a village square. Building designs should aim to minimise at grade parking and conceal vehicles and parking spaces within and beneath buildings to optimise the quality of the site for walking. A substantial landscape buffer to Silverdale Road is considered appropriate.

1.2 Treatment in the LSPS

The Local Strategic Planning Strategy (LSPS) describes the intention for Silverdale to be a self-sufficient Gateway location.

The LSPS identifies the following community values and needs relevant to planning for Silverdale:

- *the social and historical connections between Silverdale and Warragamba*
- *public transport, walking and cycling that create stronger connections for residents*
- *better retail opportunities to help make Silverdale a better place to live*
- *Western Sydney International (Nancy-Bird Walton) Airport and the increased access to investment and jobs in the local area that will follow*
- *protecting the rural setting will maintain connections to the local environment*
- *the existing and potential agricultural opportunities in Silverdale.*

The LSPS includes the following Actions specific to Silverdale:

Action	Timeframe	Centres Study Recommendation
1.10 Prepare a precinct transport study and master plan that considers the movement and place framework outlined in <i>Future Transport 2056</i> for Tahmoor and Warragamba and Silverdale	Long	Silverdale centre will remain primarily a convenience centre on the main road linking the northern localities of the LGA with Wallacia/Mulgoa, Liverpool and Penrith. Upgrading of Silverdale Road will improve safe vehicle access and egress to the centre.

Council's Transport Study for Warragamba and Silverdale is currently underway and will identify improvements for movement options for local residents.

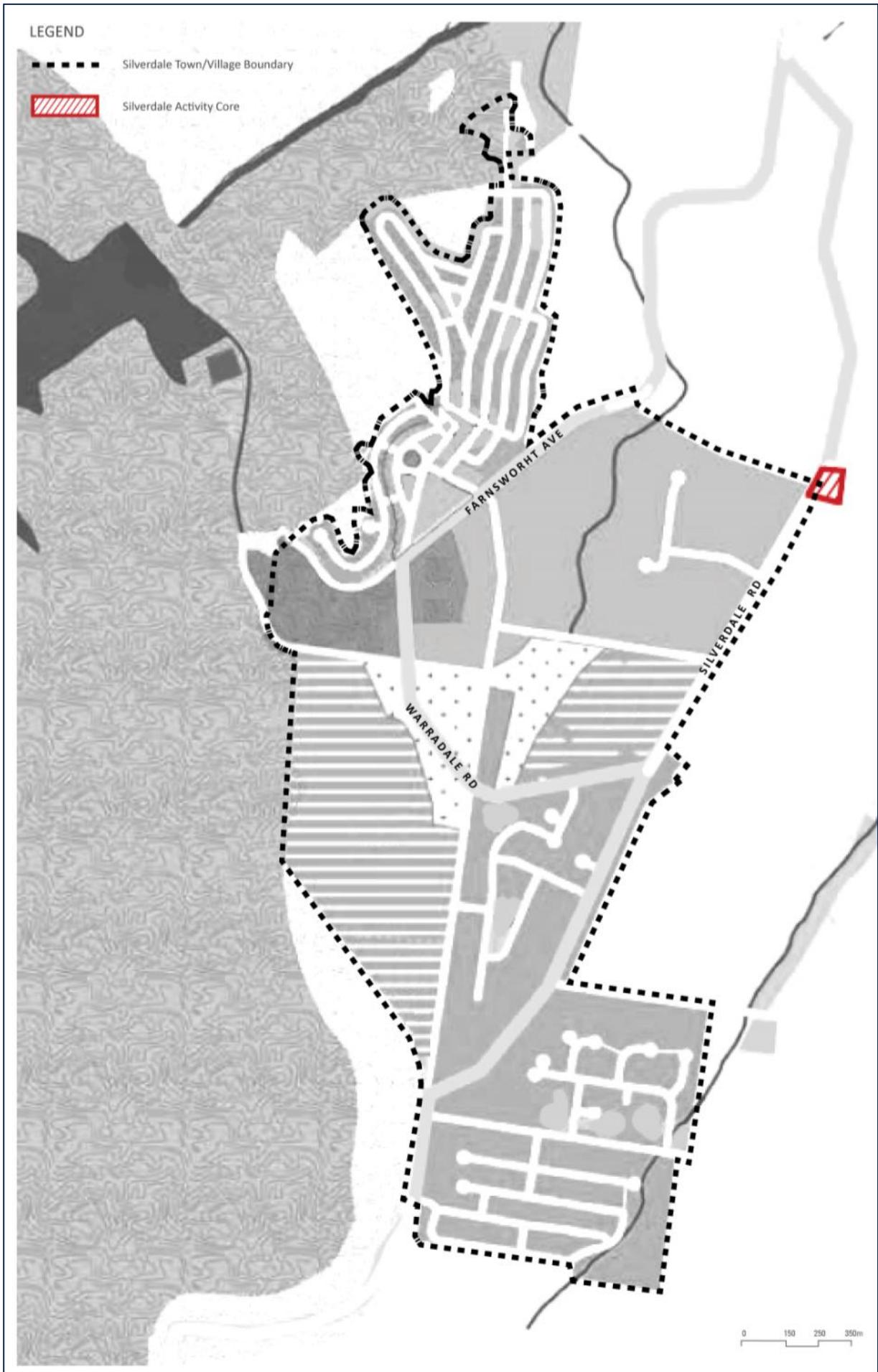


Figure 1-2 LSPS representation of Silverdale boundaries, with activity core in red.

2 Centre Appraisal and Opportunities

2.1 History

Silverdale commercial area evolved from a service station and mechanical repair premises with a small cluster of miscellaneous businesses and small storage warehouses. Its convenient location on Silverdale Road facilitated increased visitation. The service station expanded to a convenience retail as is typical of contemporary service stations and a cluster of specialty shops, post office and small grocery store were later added.

Prior to 2020, the area of commercial zoned land in Silverdale applied to the existing small cluster of shops and the service station and mechanical workshop.

There are no heritage items or places in, or in close proximity to, Silverdale commercial area.

2.2 Primary Production Influences

There is a poultry farm north of the Silverdale commercial area and the 2020 rezoning to expand land in Zone B2 and add land in Zone B4 addressed the separation distances required to protect the continued operation of the farm and establish odour buffers.

The LSPS commits to protecting the rural setting and opportunities for primary production in Silverdale. The Western Sydney Airport (WSA) provides potential opportunities for development of agritech and agribusiness and access to a broader market for fresh produce. The productive rural land holdings in Silverdale are to be protected and future growth consolidated within the existing settlement boundaries.

More specific recommendations on protection of primary production lands can be found in the Rural Lands Study.

2.3 Natural, Cultural, Community and Scenic Assets

Bents Basin State Recreation Area

Bents Basin SCA is owned and operated by NPWS and includes a spectacular natural deep waterhole along the Nepean River suitable for swimming and fishing. It includes camping grounds and picnic areas. Although located in Liverpool LGA, it is only 4km south east of Silverdale.

Viewshed to the East

Silverdale is on elevated land above the Nepean River. In some places there are expansive distant views east towards the Sydney Metropolitan area.

2.4 Infrastructure and Utilities

All essential services are available for connection to Silverdale commercial area.

There are limitations to the capacity of reticulated sewer services which currently preclude new residential rezoning.

A major upgrade of Silverdale Road is proposed to facilitate increased traffic and heavy vehicle movement and improve road safety.

2.5 Community

2.5.1 Who uses the Centre and why?

The Silverdale commercial centre is used by drivers passing through Silverdale for daily convenience retail and limited services. The site caters for opportunistic purchases including petrol and basic groceries.

2.5.2 PlaceScore Engagement Survey

The following is a collection of the responses to Council's PlaceScore Engagement Survey specific to Silverdale and/or made by residents of Silverdale. Responses are a compilation of feedback from residents of Warragamba, Silverdale, Werombi, Theresa Park, Orangeville and Brownlow Hill and therefore are not entirely specific to Silverdale commercial centre.

- Local residents value the cohesive spirit in the community.
- The natural setting of the village is also highly valued by residents.
- Residents note there is a lack of evening entertainment opportunities and options for education.
- The community has requested more support for local businesses, retail and leisure options and occupancy of commercial buildings.

The 2020 rezoning of land in Zones B2 and B4 will increase local business and retail occupancy opportunities in Silverdale. Improved connection to Warragamba has already been identified by Council as a matter to be addressed in the current Transport Study. This will improve connection to Warragamba school and Warragamba Community Centre (which provides a variety of classes and informal education opportunities). For other potential future uses see **Section 2.6**.

2.6 Land Uses, Open Spaces and Community Services and Facilities

The Silverdale commercial zoned land area (refer **Figure 2-1**) was expanded with the amendment to WLEP 2011 published on 3 April 2020, which resulted in additional land being included in Zones B2 and B4.

The master plan for the Silverdale commercial lands proposes a 'town square' within the shopping complex as an outdoor eating and entertainment area. However, there are no public open space areas and community facilities within the existing commercial area nor in the proposed commercial master plan. There are no proposed sportsfields, active or passive public recreational space in or adjacent to the commercial centre.

Further, the master plan does not identify any view opportunities from the site. However, it may be possible to achieve views to the east across the Scotcheys Creek corridor and Nepean River gorge towards Badgerys Creek.

A recent rezoning created 3.12 hectares of land in the B4 Mixed Use zone immediately south of the commercial lands. Council's support for the rezoning was conditional upon a limit to the number of dwellings in Zone B4 however this was not sustained in the final publication of the LEP amendment.

The masterplan does not have statutory weight at present. A DCP amendment may be considered to identify, but not be limited to:

- > Multiple transport options and end-of-journey facilities for cyclists
- > Publicly accessible passive and active open space areas including provision of a 'village green' style of publicly accessible space with the future redevelopment of the land in zone B2. The 'village green' space is to be designed for informal gatherings, recreation and entertainment / performance space, for socialising and recreation.
- > Continuous shared pathways for pedestrians and cyclists that are safely separated from vehicle movement areas and connecting to public open space, public roads (including connections to roads other than Silverdale Road) and adjoining residential land
- > Landscaped areas suitable to accommodate canopy trees and improve the visual appearance of the site from Silverdale Road
- > Diversity of commercial premises and adaptable building forms
- > Shared and concealed back or house facilities for waste management, loading and unloading
- > Shared and visually concealed publicly accessible and staff parking with the majority of parking spaces to be confined beneath building footprints to optimise the quality of the public realm at grade

- > Building footprints, building facades, building entry points and pedestrian circulation areas than achieve the walkability principles identified in this Centres Study and diverse visual interest
- > avoid blank walls and expansive car parking areas and avoid or minimise in-ward focussed activity spaces, arcades and malls
- > Public realm design guidelines that prioritise walkability including spatial intimacy, visual complexity and continuity of the pathway, sense of enclosure without being interior space
- > Identifying opportunities for publicly accessible views to the east

The land use pattern in Silverdale is fragmented. There is a large area of industrial zoned land on the western side of Silverdale Road – opposite the commercial lands. The residential land is located south of the commercial land (with a separation of 500m) and is connected only by Silverdale Road which is suitable only for vehicle traffic and is not suited for cycling or pedestrian connection to the commercial lands.

Future connectivity of the public realm (roads and pathways and open space) is essential to integrate the commercial centre with the remainder of the Silverdale urban settlement.

Opportunities:

- > A masterplan/concept plan shall be prepared prior to or as part of any development application for commercial and mixed use development.
- > A greater variety of recreational space within the Silverdale locality is also recommended. In the interim this could be addressed by improving access and connectivity for Silverdale residents to the variety of high quality public recreational spaces in Warragamba by means of movement other than cars.
- > Investigate the potential for a form of development on the Silverdale commercial lands that enables visitors to enjoy the distant views towards the east. This would create a sense of place and unique viewing perspective on the anticipated development of the WSA and the growth centres land and an appreciation of the separation created by the vegetated corridor of Scotcheys Creek and the Nepean River (including Bents Basin SCA).

2.7 Urban Structure and Built Form

The current urban structure and built form is poor and reflects the opportunistic and piecemeal development of the site to date.

The activity core is spatially separated from low density residential development and is directly east of the industrial precinct. Current LEP controls include an 11m building height for land in Zone B2 and 9m building height in Zone B4. These building heights are appropriate in the current setting and context.

A masterplan or a DCP amendment may be considered to include a conceptual building form and layout of publicly accessible spaces.

Opportunities:

- > The inclusion of quality outdoor publicly accessible space is recommended in conjunction with the redevelopment of the commercial site to provide visitors with additional opportunities to gather, socialise and enjoy experiences other than, and in addition to, purchase and service related visits
- > A masterplan or a DCP amendment could be considered to allow for holistic consideration of the anticipated redevelopment of the site.

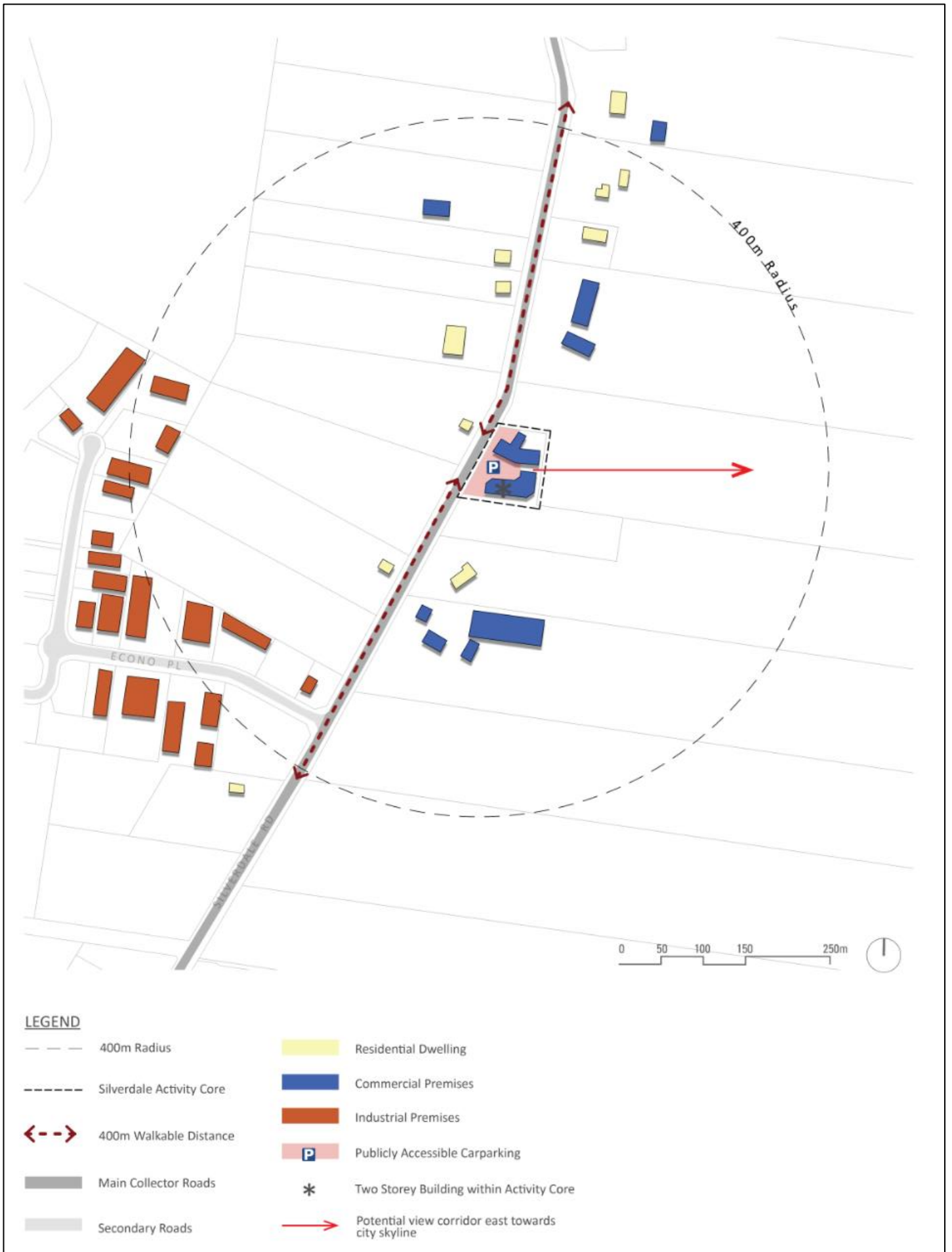


Figure 2-1 Urban structure, built form and access analysis for Silverdale.

2.8 Commercial Floor Space and Capacity for Growth

The Commercial Centres Study 2006 and the Draft Centres Study 2008 identified the following for Silverdale commercial land:

Service station and mechanical repairs and specialty shops with a total commercial floor space of 1,700m² of which 600m is an IGA supermarket and the remainder speciality shops and other commercial uses

No vacant premises

Warragamba had comparatively more commercial floor space however the vacant supermarket in Warragamba meant local shoppers tended to visit Silverdale more frequently

Community facilities and open space in Warragamba were adequate to cater for Silverdale residents

Warragamba public school caters for students from Silverdale and hence Silverdale residents frequently visit Warragamba for school-related trips

There has been no change in the gross floor space within the commercial-zoned land at Silverdale since the 2006 and 2008 study.

The merits underpinning the 2020 rezoning decision to increase commercial zoned land at Silverdale are summarised as follows:

- The Commercial Centres Study 2006 recommended total retail floor area throughout the LGA needed to double by 2030.
- The Commercial Centres Study 2006 classified Silverdale as a 'Neighbourhood Centre' and Warragamba as a 'Village Centre' meaning Silverdale was lower in the hierarchy than Warragamba.
- The Economic Impact Assessment supporting the rezoning stated:
 - *Levels of escape spending from the northern localities of the LGA were estimated at 80% of household income*
 - *Rezoning land sufficient to accommodate a full line supermarket at Silverdale would reduce escape spending to 60% of local household income*
 - *A full line supermarket would add convenience, reduce travel time and introduce savings through retail competition for residents of the northern localities*
 - *Land zoned for commercial uses in Warragamba was not available or suitable for a full line supermarket*
 - *The Silverdale location is more convenient for visitation by residents of the northern localities than Warragamba*
 - *Impacts on economic activity in Warragamba were estimated at a 10% drop in trade activity (estimated at \$1 mil per annum) and not considered detrimental to the viability of commercial premises in Warragamba because different retail premises were expected*
 - *The future role of Warragamba would be focussed on tourism-related activity.*

The Master Plan that supported the rezoning of land for Zones B2 and B4 indicated the provision of:

- > A supermarket of 3,500m²
- > Speciality shops totalling 2,450m²
- > Nett additional floor space of 4,320m².

The Aerotropolis is less than 30min road travel time from Silverdale. This major centre will include health and education precincts and a variety of new and diverse industries, retail and entertainment uses as well as an agribusiness precinct, logistics and warehousing. The planned upgrade of Silverdale Road will improve road access to the Aerotropolis and improve access to jobs, services and facilities for local residents. Silverdale activity core need only cater for local daily convenience, weekly household needs and a limited range of speciality services as the activities to be available at the Aerotropolis will be readily accessible to local residents.

Opportunities:

- > No additional land is recommended for rezoning. There is sufficient capacity within the existing commercial zoned land for potential expansion and new commercial premises in Silverdale commercial centre.

2.9 Housing Within and at the Edges of the Centre

There is currently no housing in or adjacent to the Silverdale commercial centre. Existing housing is more than 800m from the Silverdale commercial centre.

Newly rezoned land in the B4 Mixed Use zone immediately south of the rezoned land in the B2 Local Centre zone is expected to facilitate approximately 400 new dwellings.

Opportunities:

- > Council should ensure there is adequate provision of recreational space and connections by road, walking and cycling paths to land in Zone B2 linked to the existing urban zoned land in close proximity and to the industrial zoned land to the west to optimise the integration of future development and mix of activities available on site for new residents and their visitors.

2.10 Access and Movement

Silverdale Road is the primary collector road capturing traffic from the northern localities of the LGA including Orangeville, Theresa Park, Brownlow Hill, Werombi and Warragamba. Silverdale Road connects to the major road network north of the LGA and to regional centres of Liverpool (28km east of Silverdale) and Penrith (20 km north of Silverdale). Silverdale Road is the only public road connection to Silverdale commercial centre.

Access to Silverdale commercial centre is by car or Bus Route 795 (which connects to Penrith and Warragamba with daily services that are hourly or two hourly in weekdays and two services on weekends and public holidays).

Council is committed to upgrading Silverdale Road to improve road safety and improve the condition of the road in anticipation of additional traffic including heavy vehicles with the new employment and primary production markets associated with the WSA. The concept upgrade works include the provision of a shared pathway 2.5m wide on one side of the road where the road is a 'Rural Cross Section' and both sides of the road for the 'Urban Cross Section', as shown in **Figure 2-2**.

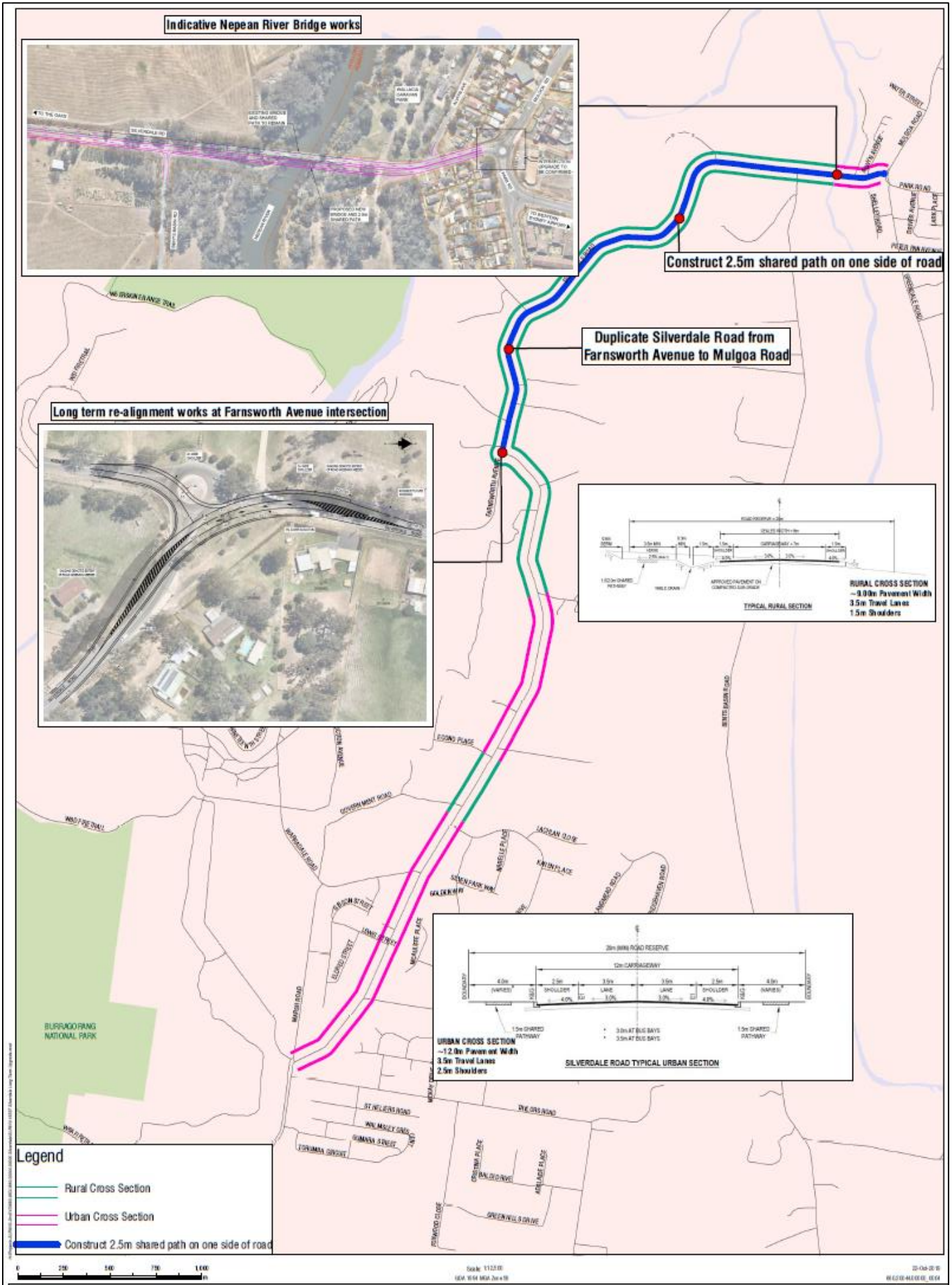


Figure 2-2 Silverdale Road Upgrade Concept Plan (Source: Wollondilly Shire Council)

Opportunities:

- > Revise the Concept Plan for upgrading Silverdale Road to include shared pathways on both sides of Silverdale Road. This would require the 'Urban Cross Section' design to apply for the full length of Silverdale Road south of the commercial centre to the intersection with Marsh Road.
- > Reconsider the location and design of the shared pathway along Silverdale Road connecting the residential and commercial areas to increase separation from the road pavement due to high traffic volumes and to improve the quality of experience for users.
- > It is recommended that Council's upcoming Transport Management Plan investigate options for new connections suitable for Silverdale residents to access open space and community facilities at Warragamba village. McGarritys Creek and industrial land currently separates the straight line distance between Silverdale commercial lands and Warragamba village centre.
- > Consider preparation of site-specific DCP controls to improve connections between the land in the B4 Mixed Use zone and the B2 Local Centre zone and connectivity with new and existing residential zoned land and public road networks.

2.11 Street Appeal – Public Realm and Pedestrian Experience

The street appeal, public realm and pedestrian experience for the Silverdale commercial centre would benefit from improvement. There is currently no public footpath. Silverdale Road is anticipated to have increased vehicle movements including heavy vehicles in connection with the WSA, which will further impact on the pedestrian environment.

The existing commercial buildings are spatially separated from Silverdale Road by large car parking areas, with no clearly defined pedestrian routes. The proposed master plan informing the 2020 rezoning indicates a large separation between Silverdale Road and commercial buildings to accommodate parking. Expansive car parking areas within the setback to Silverdale Road should be avoided. Car parking should be mostly concealed with shared underground parking facilities to optimise landscaping, pedestrian movement and publicly accessible open space at grade and to enhance the aesthetic qualities and activity space between buildings and Silverdale Road.

Opportunities:

- > Future development applications for the Silverdale commercial centre should incorporate concealed car parking with shared underground parking facilities to optimise landscaping, pedestrian movement and publicly accessible open space at grade and to enhance the aesthetic qualities and activity space between buildings and Silverdale Road.

3 Current Commitments to Works, Adopted Plans and Strategies

3.1 Previous Centres Study

The Commercial Centres Study 2006 and the Draft Centres Study 2008 identified the following objectives for Silverdale commercial area:

- *To improve Silverdale's economic development*
- *To create an open space system for Silverdale which links to the surrounding conservation areas and Catchment Areas*
- *To improve access to, from and within Silverdale.*

The recommendations for Silverdale from these previous studies were:

- *Ensure that further development within Silverdale is responsive to the future role of Silverdale;*
- *Ensure appropriate landscape treatments exist along pedestrian access ways; and*
- *Ensure that the provision of continuous footpaths/ cycle ways connect Silverdale and Warragamba.*

Since these previous studies, additional land has been rezoned for commercial use and mixed use with the intention of facilitating economic development.

Connecting Silverdale with Bents Basin SCA requires a locality-specific strategy for acquisition of public open space. Connectivity to catchment lands adjacent to Warragamba will be addressed in Council's current Transport Study for Silverdale and Warragamba.

Future development applications should align with the delivery of new access and movement routes and landscaped share paths connecting through land in Zone B2 and Zone B4 and to the broader existing public road network in addition to Silverdale Road.

3.2 WLEP 2011 Provisions

The current zoning of land in Silverdale centre is shown in **Figure 4-1**. The provisions of WLEP 2011 relating to Silverdale commercial centre were updated in April 2020. A second stage of the rezoning proposal is anticipated after matters of airport noise, utilities and infrastructure capacity and primary production compatibility are resolved.

Opportunities:

No changes to WLEP 2001 are recommended with respect to Silverdale activity core.

3.3 WDCP 2016 Provisions

Volume 5, Part 4, Section 4.9 'Warragamba and Silverdale' of WDCP 2016 currently includes site-specific controls for part of the Silverdale commercial centre. New DCP provisions may be considered for land in Zone B2 and Zone B4.

Opportunities:

- > Masterplanning or new DCP provisions may be considered for land in Zone B2 and Zone B4, to address the matters listed in **Section 2.6**

3.4 Council's Current Commitments

Council has committed to the following works and studies in the vicinity of Silverdale commercial centre:

- Upgrading of Silverdale Road
- Upgrading of the intersection with Farnsworth Avenue
- New cycle and pedestrian pathways
- Transport Management Plan for Silverdale and Warragamba

4 Summary of Opportunities

The following opportunities have been identified for Silverdale, as shown in the Structure Plan in **Figure 4-1**.

- > Review the planning and design for the Silverdale Road upgrade with reconsideration of the location and design of a shared pathway including:
 - Pathways should be located on both sides of Silverdale Road between the Silverdale commercial centre and the intersection with Marsh Road.
 - Greater separation between the pathway and the road pavement of Silverdale Road to improve the aesthetics and amenity of the pathway (including opportunities to re-route to be investigated in the upcoming Transport Management Plan).
- > Council's Transport Management Plan to investigate options for movement between Warragamba and Silverdale to allow Silverdale residents to access recreational and community facilities in Warragamba.
- > A concept plan or a masterplan shall be prepared prior to or as part of any development application for land in Zone B2 or B4.
- > Council should implement the following design principles to achieve a quality activity core:
 - > Multiple transport options and end-of-journey facilities for cyclists.
 - > Publicly accessible passive and active open space areas including provision of a 'village green' style of publicly accessible space with the future redevelopment of land in Zone B2. The 'village green' space is to be designed for informal gatherings, recreation and entertainment / performance space, for socialising and recreation.
 - > Continuous shared pathways for pedestrians and cyclists that are safely separated from vehicle movement areas and connecting to public open space, public roads and adjoining existing residential land and existing public roads in addition to Silverdale Road.
 - > Landscaped areas suitable to accommodate canopy trees and improve the visual appearance of the site from Silverdale Road.
 - > Diversity of commercial premises and adaptable building forms.
 - > Shared and concealed back or house facilities for waste management, loading and unloading.
 - > Shared and visually concealed publicly accessible and staff parking.
 - > Building footprints, building facades, building entry points and pedestrian circulation areas that achieve the walkability principles identified in this Centres Study and diverse visual interest.
 - > Avoid blank walls and expansive car parking areas and avoid or minimise in-ward focussed activity spaces, arcades and malls.
 - > Public realm design guidelines that prioritise walkability including spatial intimacy, visual complexity and continuity of the pathway, sense of enclosure without being interior space.
 - > Identifying opportunities for publicly accessible views to the east.
 - > Identify view opportunities from the site to the east across the Scotcheys Creek corridor and Nepean River gorge towards Badgerys Creek. If views are potentially available, the future built form should make these views accessible to visitors to the site. This may include roof top terraces and recreation space.



Figure 4-1 Graphic representation of opportunities for Silverdale.