



Blacktown City Council

PLANNING PROPOSAL

Blacktown Local Environmental Plan 1988 Draft Amendment No. 242 - Additional Permitted Uses on Part Lot 2 DP 1177861 and Part Lot 19, DP 262886 Hollinsworth Road, Marsden Park

April 2014

INTRODUCTION

Blacktown City Council has received a request from JBA, on behalf of Costco Wholesale Australia Pty Ltd, to prepare a Planning Proposal to allow a Costco Warehouse development on land at Hollinsworth Road, Marsden Park, within the Marsden Park Industrial Precinct of the North West Growth Centre.

The land is currently zoned B5 Business Development under Appendix 5 (Marsden Park Industrial Precinct Plan) of *State Environmental Planning Policy (Sydney Region Growth Centres) 2006* (the Growth Centres SEPP). There is currently no single definition in the SEPP that encompasses the full range of activities provided by a Costco Warehouse. Under the current provisions, the development would best be defined as a mix of “business premises”, “retail premises”, “service station” and “vehicle repair station”. “Business premises” and “service stations” are permissible uses in the B5 Zone under the SEPP. However, “retail premises” and “vehicle repair stations” are prohibited land uses.

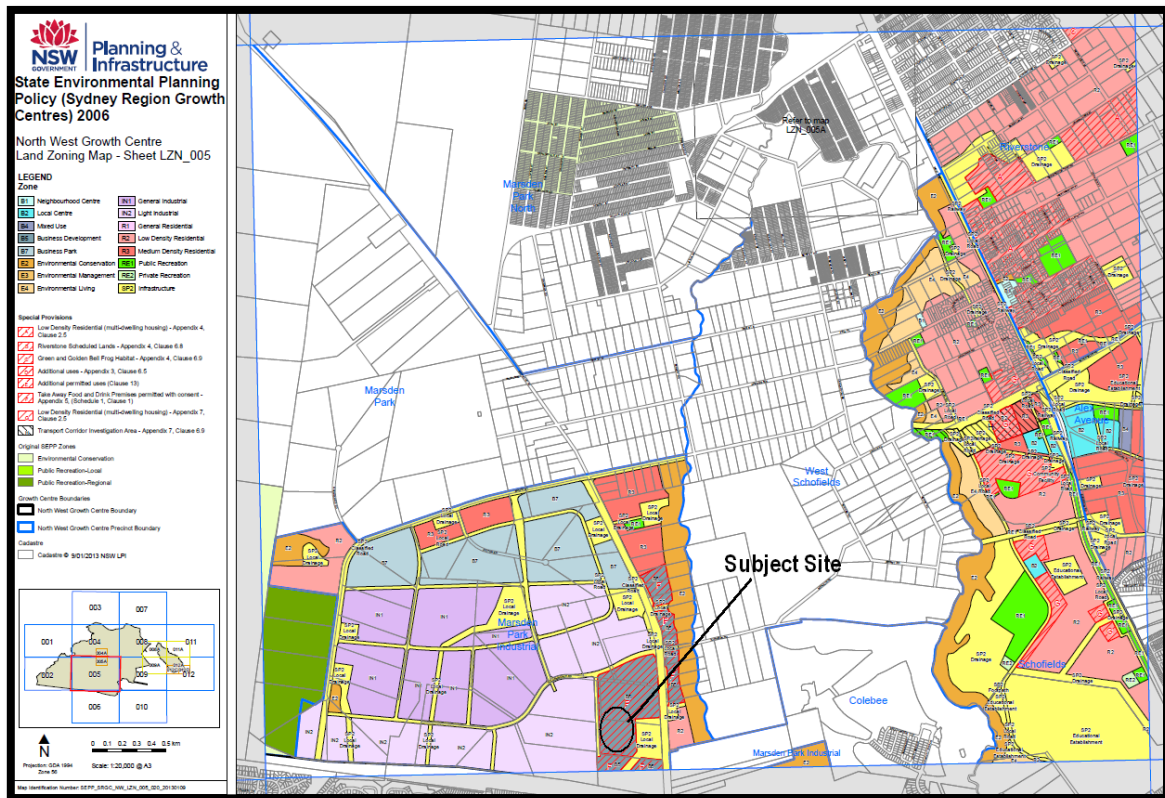
The Planning Proposal seeks to amend Appendix 5 – Schedule 1 of the Growth Centres SEPP to include “retail premises” and “vehicle repair stations” as additional permitted uses on Part Lot 2 DP 1177861 and Part Lot 19, DP 262886, Hollinsworth Road, Marsden Park (the Subject Site), subject to qualification on site area, gross floor area and tenancy.

Site Identification

The Subject Site is located in a pocket of B5 Business Development zoned land which was identified as the “bulky goods precinct” in the precinct planning for the Marsden Park Industrial Precinct. The location of the Subject Site is shown in **Figure 1**.

An indicative Masterplan for the Sydney Business Park, prepared by APP on behalf of Marsden Park Developments Pty Ltd, proposes to subdivide the B5 Zone into 5 parcels of land generally separated by new access roads as shown in **Figure 2**. Costco is proposed to occupy one of these 5 parcels.

Figure 1: Location Map



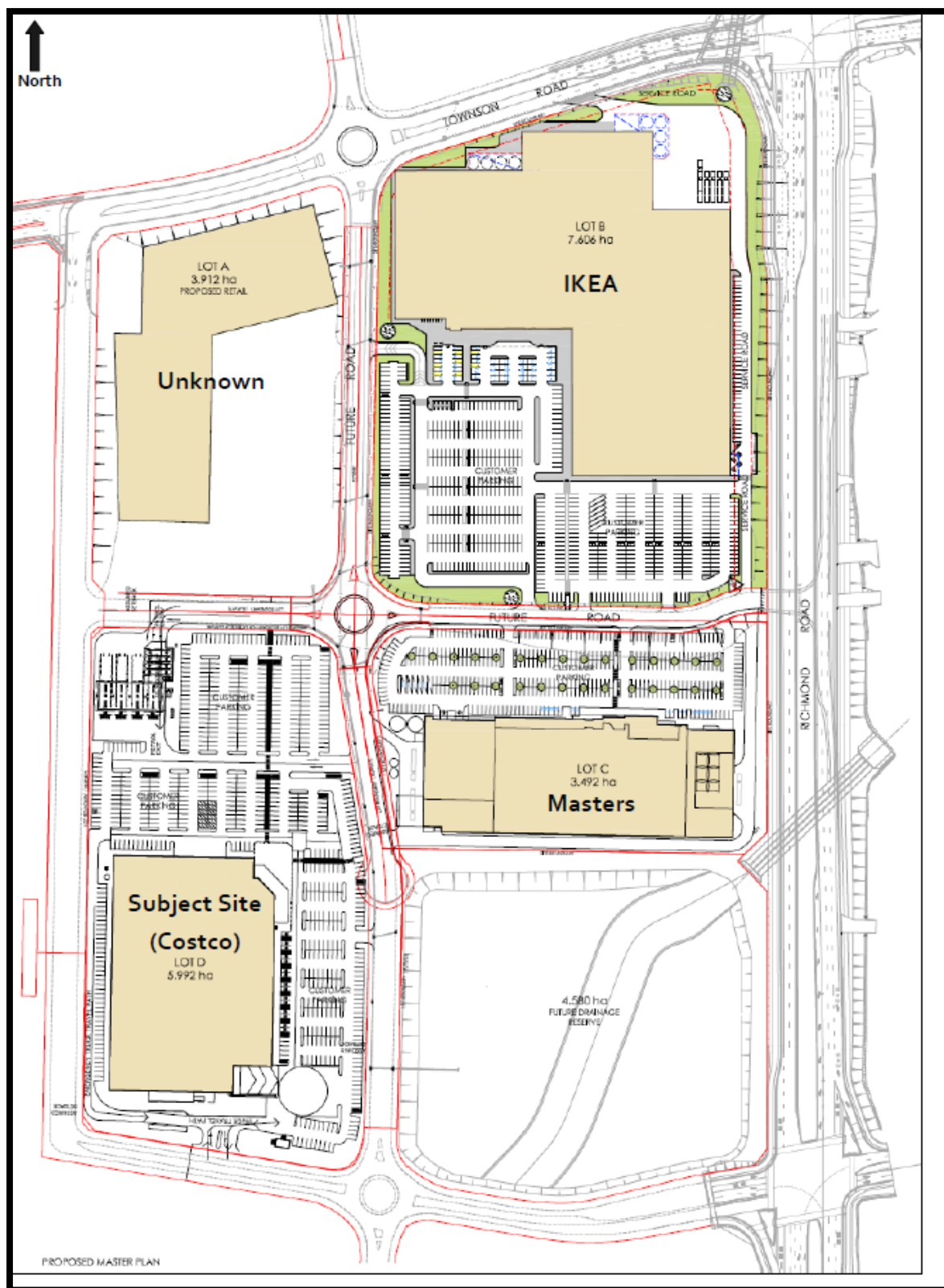


Figure 2: Indicative Masterplan for Sydney Business Park

Costco Company Overview

Costco Wholesale Australia Pty Ltd have provided Council with the following information.

Costco Wholesale Corporation operates an international chain of membership retail/warehouse developments that carry brand name merchandise at substantially lower prices than are typically found in conventional wholesale or retail environments. The Costco business model only allows members to purchase items from their retail warehouse.

Costco categories include:

dry groceries; fresh meat; in-store and brought-in bakery offers; fresh produce; prepared meals; chilled and frozen foods; confectionary; alcohol; domestic appliances; televisions; white goods; electronic devices and media; automotive supplies; toys; hardware; sporting goods; jewellery; cameras; books; home wares; apparel; health and beauty aids; tobacco; furniture; office supplies and office equipment.

Whilst Costco's product range is extensive (approximately 4,000 products) the selection is limited within each category, compared with over 30,000 products carried by a typical supermarket.

Costco currently offers 2 types of membership: Business and Gold Star. Business membership costs \$55 and Gold Star Membership cost \$60. Business members qualify by owning or operating a business, while Gold Star membership is available to individuals. A statement on the Costco website comments that, *"Warehouses cater for personal, business/wholesale needs and are therefore designed to meet both personal shopping as well as small-to-medium-sized business requirements"*.

A typical Costco Warehouse operates from a purpose-built warehouse building generally comprising a large retail floor plate (approximately 13,000m² of floorspace) and over 700 on-site car parking spaces. The Costco model comprises a number of ancillary uses/services within its premises, including:

- i. Small café — referred to as a "food court" within the Costco model. However it generally involves an indoor seating area where a small range of convenience fast food (eg. pizza, hot dogs, salad and cold beverages) can be purchased and consumed on the premises.
- ii. Tyre centre — this comprises a drive-in tyre fitting and balancing facility.
- iii. Optometrists — this involves a reception kiosk and examination rooms.
- iv. Photo processing.
- v. Hearing aid service/sales.

The proposed Costco Warehouse at Marsden Park also includes a service station for use by Costco members only.

Council Resolution

The request to prepare a Planning Proposal was reported to Council at its Ordinary Meeting held on 19 February 2014. Council resolved to support the proposal and prepare a site-specific amendment to the Growth Centres SEPP to permit the development of a Costco Warehouse on the Subject Site at Hollinsworth Road, Marsden Park, subject to qualification on site area, gross floor area and tenancy. A copy of the Council Report (SD340009) dated 19 February 2014 is enclosed.

Accordingly, this Planning Proposal has been prepared by Council Officers with the assistance of information provided by JBA Planning Consultants, and in accordance with the document titled “*A guide to preparing Planning Proposals*” (Planning and Infrastructure, October 2012).

This Planning Proposal is accompanied by the following supporting documents commissioned by JBA Planning Consultants on behalf of Costco Warehouse Australia Pty Ltd:

- Costco Marsden Park Economic Impact Assessment, prepared by Essential Economics dated May 2013.
- Costco Marsden Park Traffic Impact Assessment, prepared by GTA dated 19 April 2013.
- Submission in response to Council Officer’s report, prepared by JBA dated November 2013.
- Supplementary Economic Impact Assessment, prepared by Essential Economics dated November 2013.
- Supplementary Traffic Analysis, prepared by GTA dated November 2013.

THE PLANNING PROPOSAL

Part 1 – Objectives or Intended Outcomes

The objective of the Planning Proposal is to facilitate the development of a Costco Warehouse on certain land at Hollinsworth Road, Marsden Park, within the Marsden Park Industrial Precinct of the North West Growth Centre.

The Costco business model is that of a “retail warehouse” which is not recognised as an individual form of development under the Growth Centres SEPP. Under current provisions, a Costco store would be best defined as a mix of “business premises”, “retail premises”, “service station” and “vehicle repair station”. “Business premises” and “service stations” are permissible uses in the B5 Business Development Zone under the SEPP. However, “retail premises” and “vehicle repair stations” are prohibited land uses.

The Planning Proposal seeks to amend Appendix 5 – Schedule 1 of the Growth Centres SEPP to include “retail premises” and “vehicle repair stations” as additional permitted uses on Part Lot 2 DP 1177861 and Part Lot 19, DP 262886, Hollinsworth Road, Marsden Park (the Subject Site).

The site-specific SEPP amendment will define the land to which it applies and the parameters for the development. If the Planning Proposal is successful and the rezoning proceeds, a Development Application for a Costco Warehouse will be submitted to Council for determination.

Part 2 – Explanation of Provisions

The Planning Proposal seeks to include “retail premises” and “vehicle repair stations” as additional permitted uses on the Subject Site, subject to qualifications on minimum site area, gross floor area and tenancy, all of which controls are designed to prevent small retailers from operating on the site in direct competition with established local/neighbourhood centres.

Specifically, the Planning Proposal seeks to amend the Growth Centres SEPP by including the following clause within Schedule 1 of Appendix 5 — Additional Permitted Uses of the Marsden Park Industrial Precinct Plan:

Development on Part Lot 18 and Part Lot 19, DP 262886, Hollinsworth Road

- 1. This clause applies to part Lot 18 and part Lot 19 in DP 262886 in Zone B5 Business Development.*
- 2. Development for the purposes of “retail premises” and “vehicle repair station” is permitted with consent.*
- 3. Development including “retail premises” is permitted with consent only where:*
 - i. the retail premises is located on land with a minimum site area of 20,000m²;*
 - ii. the retail premises has a minimum gross floor area of 13,000m²; and*
 - iii. the retail premises is operated by one retailer and/or tenant only.*

The clause prevents smaller retailers from operating on the site, as they could adversely impact upon the established retail centres hierarchy within the locality. Smaller retailers are better suited to sites which have improved public transport facilities and greater accessibility, typically within centres.

It is noted that Lot 18 DP 262886 was subdivided in a recent development application. The subdivision plan has been registered. This led to the creation of Lot 2 DP 1177861. Lot 19 DP 262886

remains current. As such the correct legal description of the land at this time is Part Lot 2 DP 1177861 and Part Lot 19 DP 262886.

There are no map amendments required to facilitate this Planning Proposal.

Part 3 – Justification

Section A – Need for the planning proposal

1. Is the planning proposal a result of any strategic study or report?

The Planning Proposal is not the result of a strategic study or report. The need for the proposed SEPP amendment has been initiated by Costco's identification of the Subject Site as a site which meets their criteria for a future Costco Warehouse to serve the North West Growth Centre and which is consistent with other approvals given to Costco in NSW in terms of site selection.

2. Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

An amendment to the Growth Centres SEPP is required to include "retail premises" and "vehicle repair stations" as permissible uses on the site and therefore enable a future Development Application to be submitted and approved for a Costco Warehouse. There are 3 possible options to achieve this objective, namely:

- i. Amendment to Schedule 1 – Additional Permitted Uses in Appendix 5 of the Growth Centres SEPP to include a site-specific clause allowing the proposed uses to be permissible, subject to qualification on minimum site area, gross floor area and tenancy arrangements (preferred approach).
- ii. Amendment to the B5 Business Development Zone Land Use Table in the Growth Centres SEPP to allow "retail premises" and "vehicle repair stations" as permissible uses within the B5 zone generally. This option is not proposed as it has the potential to jeopardise the established retail centres hierarchy.
- iii. Amendment to the Growth Centres SEPP to allow "retail premises" and "vehicle repair stations" generally on the site. Similar to the above, this option is not considered appropriate as smaller retailers could potentially gain development approval due to the absence of any restrictions on minimum site area, floor area and tenancy.

It is considered that the first option of a site-specific clause via an amendment to Schedule 1 of Appendix 5 of the Growth Centres SEPP is the best means of achieving the intended objective. Further, the concept of a "retail warehouse" is not recognised as an individual form of development under the SEPP. The site-specific clause will define the parameters for retail warehouse development on the site and is therefore the most practical way to facilitate the future development of a Costco Warehouse.

A Planning Proposal is an established process that will allow consideration of the request for an amendment to the Growth Centres SEPP by both Council and Planning and Infrastructure through the LEP Gateway process. This approach is appropriate given the manner in which the Growth Centres SEPP operates.

Section B – Relationship to strategic planning framework

3. Is the planning proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

The Planning Proposal is consistent with the objectives and actions contained within the Metropolitan Plan and North-West Subregional Strategy. This is discussed as follows:

Metropolitan Plan for Sydney 2036

Within the Metropolitan Plan, the “Growing and Renewing Centres” (Strategic Direction B) and “Growing Sydney’s Economy” (Strategic Direction E) chapters of the Metropolitan Plan are relevant to the Planning Proposal and the Site.

Table 2: Consistency with Metropolitan Plan for Sydney 2036

Objective		Response
B1	Focus activity in accessible centres – <i>"Retailing which requires large floor areas... cannot always be readily accommodated in existing centres... The B5 Business Development Zone is generally an appropriate zone in which to cluster this kind of development"</i> .	The Subject Site is located within the B5 Business Zone. Costco's business model shares many structural and operational characteristics with bulky goods retailing which is permissible on the Subject Site. The proposed development is therefore considered to be appropriate within the proposed location.
B2	Strengthen major and specialised centres to support sustainable growth of the city.	The Subject Site is located within a Potential Specialised Centre. The Costco Warehouse development will assist in the establishment of the Precinct as a new Specialised Centre.
B3	Plan for new centres and instigate a program for high quality urban renewal in existing centres serviced by public transport.	The Subject Site is located within the MPIP in an area identified as being appropriate for a diverse range of businesses, including bulky goods retailers, that provide services and sell goods to both the local and broader community. A future Costco development will assist in the establishment of the new centre within the B5 zoned land.
E1	Ensure adequate land supply for economic activity, investment and jobs in the right locations	The inclusion of retail premises and vehicle repair station uses specifically on the Subject Site, which is approximately 6.24ha in area will not significantly impact upon the land supply for economic activity and investment, given that it forms part of the Marsden Park Industrial Precinct which provides for 70ha of commercial land and 206ha of industrial land.

E2	Focus Sydney's economic growth and renewal, employment and education in centres	The Planning Proposal is specific to the Subject Site. The Subject Site is located within an area proposed as a bulky goods retail area. The Planning Proposal will ensure that the economic growth generated by a Costco Warehouse will be located within a new area.
E5	Increase and diversify the jobs and skills base of Western Sydney	The development of a Costco Warehouse provides a variety of job opportunities within approximately 250 full time equivalent jobs within the north-western sub-region.

Draft North West Subregional Strategy, December 2007

The draft North West Subregional Strategy applies to the LGAs of Baulkham Hills, Blacktown, Blue Mountains, Hawkesbury and Penrith and provides strategic direction and a broad planning framework for the sub-region up to 2031. Whilst the Subregional Strategy refers to the North West Growth Centre it does not contain specific provisions as at the time of publication the strategic plan for the Growth Centres was only in the early planning stages. Notwithstanding, the Regional Strategy encourages retail activities to be located in centres, business development zones and enterprise corridors. The Planning Proposal is therefore consistent with the draft Strategy as the Subject Site is situated within the B5 Business Development zone within Marsden Park Industrial Precinct.

Draft NSW Activity Centres Policy, May 2010

Having regard to the key considerations of the Activity Centres Policy as set out in the Draft Sub Regional Strategy above, the Planning Proposal is consistent with the Draft Activity Centres Policy in the following respects:

- i. The Site is considered to be within a new “activity centre”.
- ii. Given the Subject Site and surrounding area is zoned B5 Business Development, where retail premises are not permissible, an assessment has been undertaken by Essential Economics (**enclosed**), which does not identify any preferable sites.
- iii. The Planning Proposal is consistent with the six key principles of the Activity Centres Policy (refer to **Table 3**).
- iv. The site is suitable for development (refer to **Table 4**).

Table 3: Consistency with Key Principles

Key Principal	Planning Proposal
Commercial development should be located in activity centres.	The Subject Site is within the B5 Business Development zone within Marsden Park Industrial Precinct, which is considered to be a new activity centre and is earmarked as a new bulky goods precinct. The Planning Proposal is consistent with this principle in that it seeks to provide large format retail activity, which is consistent with bulky goods retail formats, within an activity centre.
Activity centres should be able to grow and new activity centres to form in a manner that is consistent with relevant up to date regional or sub-regional strategies.	The policy recognises that the planning system should be flexible enough to allow activity centres to grow over time to meet market demand. In accordance with this principle, the Planning Proposal seeks to utilise a site that has been earmarked as a bulky goods precinct, whereby a Costco Warehouse development would be a compatible use with other pipeline developments within the precinct.
Market determines need for development.	The Subject Site meets Costco's requirements for future development. The Planning Proposal is consistent with the principle as it will support development opportunity and ensure sound planning outcomes for the wider community.
The supply of development should accommodate market demand.	This Planning Proposal will strengthen Costco's position within Sydney's retail market and will meet their demand for land within the north-western sector of the metropolitan area.
Activity centres should support a range of uses and contribute to a competitive market.	The provision of a Costco Warehouse development within the North West Growth Centre and Blacktown LGA, will introduce more competition between retailers, however as demonstrated within the Essential Economics Report it is not expected to significantly reduce sales within any nearby retail centres.
Activity centres should be well designed, sustainable and integrated with surrounding uses.	The Planning Proposal will facilitate the provision of a Costco Warehouse development which will be well designed and comprise a number of sustainable design initiatives to integrate with the other pipeline bulky goods retail uses proposed within the Precinct.

Table 4: Site Suitability pursuant to the Draft Activity Centre Policy 2010

Site Suitability Criteria	Planning Proposal
Strategy consistent: Is the proposed use of the Site consistent with or implementing the relevant regional, subregional or local strategy?	The proposed use is consistent with the Metropolitan Plan and the draft North West Subregional Strategy.
Infrastructure: Capacity to support future demands, e.g. traffic capacity, sewerage and water services.	The surrounding road network has capacity to support the future traffic generation demands. Furthermore, subdivision works will be undertaken to that provide services to meet the needs of a future Costco Warehouse.
Access considerations: Good public transport and road access for employees, customers and suppliers, good pedestrian access. If not, are arrangements in place for these to be provided.	Richmond Road upgrade works and proposed site access works will improved accessibility for employees, customers and suppliers.
Urban design opportunities: Potential to integrate with surrounding land uses and increase the amenity of the local area.	A Costco Warehouse will integrate well with the other bulky goods retail uses which are to be co-located within the Precinct.
Competing land issues: Impact on housing supply and affordability impact on industrial land supply and impact on choice and competition in the locality.	The Planning Proposal does not seek to change the zoning. Thus it would not preclude business uses being built on the Subject Site in the future. The proposed amendment will enable a new form of retail development which will improve choice for shoppers within the catchment area without causing adverse trading impacts on existing business or centres.
Proximity to labour markets and associated housing (jobs closer to home) for workers with required skills and for management.	It is anticipated that the majority of the future employees both managers and workers will be from within the local area.
Environmental Considerations: Hazards, such as flooding, bushfire, or coastal, contaminated land, and opportunities to contribute positively to environmental outcomes.	The Subject Site has undergone the rigours of the precinct planning process and is subject to various development applications at this time. As such, no prohibitive environmental impacts are expected. Further assessment of the Subject Site will be undertaken at the development assessment stage.
Public Benefit Considerations: Provides a broader public benefit from being located at the alternative site.	This matter has been discussed in Section 3, Net Community Benefit.

4. Is the planning proposal consistent with Council's local strategy or other local strategic plan?

Blacktown City 2030

Blacktown City 2030 is Council's long term Community Strategic Plan. The Plan identifies the main priority of our community and aspirations for the City over the next 17 years and beyond. Its directions and objectives are comprehensive and are based on principles of sustainability and social equity.

The Plan identifies six Strategic Directions, including "A Smart and Prosperous Economy". Under this direction, the Plan states that Council will:

"Pursue strategic economic opportunities and partnerships to facilitate sustainable growth of the local and regional economy, attract investment to our City and ensure that Blacktown City Centre is the new Regional City."

"A centre of investment that stimulates job growth for the benefit of local people and the region."

The Focus Areas under this direction include:

"1. Implement land use planning and economic development strategies that assist in creating local jobs for local people."

"5. Facilitate the development of targeted business sectors and growth industries with significant economic and local employment benefits."

The Planning Proposal is consistent with this Strategic Direction in *Blacktown City 2030*.

Blacktown Planning Strategy 2036

The Blacktown Planning Strategy is Council's key strategic land use planning document that will facilitate and manage future growth and development within the City of Blacktown to 2036. One of the aims of the Planning Strategy is to:

"provide the rationale for future planning proposals."

The Planning Strategy identifies a growth in demand for retail floor space and a greater number of jobs in the retail industry. A number of key actions are identified when planning for employment growth, including:

"Promote employment growth within the City by providing a sufficient supply of land in centres and employment areas."

"Work with industry to identify strategic opportunities that will underpin sustainable employment growth."

The Planning Proposal is consistent with the economic and employment directions in the Blacktown Planning Strategy 2036.

5. Is the planning proposal consistent with applicable State Environmental Planning Policies?

State Environmental Planning Policy (Sydney Region Growth Centres) 2006

The Planning Proposal seeks to facilitate a Costco Warehouse development which is best described as a “retail warehouse”. There is currently no single definition in the SEPP that encompasses the full range of uses that characterise a Costco Warehouse. Under the current provisions, the development would best be defined as a mix of “business premises”, “retail premises”, “service station” and “vehicle repair station”. “Business premises” and “service stations” are permissible uses in the B5 Business Development Zone under the SEPP. However, “retail premises” and “vehicle repair stations” are prohibited land uses.

It is noted however, that “bulky goods premises” are permissible in the zone under the SEPP. Whilst Costco cannot be properly characterised as “bulky goods retailing”, the Costco business model shares many structural and operational characteristics with bulky goods retailing but equally cannot be considered to solely be a traditional retail centre development.

The objectives of the B5 Zone are described in Appendix 5 – Marsden Park Industrial Precinct Plan of the SEPP as follows:

“To enable a mix of business and warehouse uses in locations that are close to, and that support the viability of, centres.”

“To allow development that is compatible with the scale, form and character of existing buildings and the surrounding area.”

The Planning Proposal is considered to be consistent with the objectives of the zone in so far as it will facilitate development that will:

- i. Support and increase the viability of the proposed bulky goods precinct without causing adverse impact on surrounding town centres.
- ii. Be of a compatible scale, form and character as other bulky goods premises proposed within the Precinct.
- iii. The employment generating capacity of a Costco Warehouse would assist in promoting the economic development of the area and provide a complementary land use to other businesses that establish in the area.
- iv. The location of a Costco Warehouse on the Subject Site would enable co-location benefits due to the close proximity of similar retailers such as Bunnings, Masters and Ikea.
- v. A Costco Warehouse would locate employment proximate to transport corridors including the Richmond Road and M7 Motorway and the future extension of the North West Transport Corridor.

Other Relevant State Environmental Planning Policies

The consistency of the Planning Proposal with other applicable SEPPs is summarised in **Attachment 1**.

6. Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?

The following table outlines the consistency of the Planning Proposal to relevant Section 117 Directions.

Section 117 Direction	Consistency of Planning Proposal
1. Employment and Resources	
1.1 Business and Industrial Zones	Consistent. The Planning Proposal: - Retains the areas and locations of existing businesses and industrial zones - Does not reduce the potential floor space for employment uses and related public services in business zones - Does not reduce the total potential floor space area for industrial uses in industrial zones - Enables an employment generating development to be located in an employment generating zone.
1.2 Rural Zones	Not applicable
1.3 Mining, Petroleum Production and Extractive Industries	Not applicable
1.4 Oyster Aquaculture	Not applicable
1.5 Rural Lands	Not applicable
2. Environment and Heritage	
2.1 Environment Protection Zones	Not applicable
2.2 Coastal Protection	Not applicable
2.3 Heritage Conservation	Not applicable
2.4 Recreation Vehicle Areas	Not applicable
3. Housing, Infrastructure and Urban Development	
3.1 Residential Zones	Not applicable
3.2 Caravan Parks and Manufactured Home Estates	Not applicable
3.3 Home Occupations	Not applicable

Section 117 Direction	Consistency of Planning Proposal
3.4 Integrating Land Use and Transport	The Planning Proposal seeks new development to be within traditional retail centres and close to public transport nodes. The assessment of alternative sites found that no alternative sites within a preferable location are available or are suitable for a Costco warehouse development. Furthermore, it is demonstrated that the Costco business is similar to the bulky goods retailing format. It is therefore considered acceptable in the proposed location as it adjacent to a key transport corridor and will be compatible with the surrounding land uses providing the opportunity for multi-purpose trips.
3.5 Development Near Licensed Aerodromes	Not applicable
3.6 Shooting Ranges	Not applicable
4. Hazard and Risk	
4.1 Acid Sulphate Soils	The site is not known to be affected by acid sulphate soils.
4.2 Mine Subsidence and Unstable Land	The site is not known to be affected by unstable land.
4.3 Flood Prone Land	The land is not identified on Council's on-line mapping as flood prone.
4.4 Planning for Bushfire Protection	The land is identified on Council's on-line mapping as being bushfire prone land. It is noted that when the precinct is fully developed, then it will not be bushfire prone in accordance with Figure 2.4 of Schedule 3 Marsden Park Industrial Precinct of the Blacktown City Council Growth Centre DCP.
5. Regional Planning	
5.1 Implementation of Regional Strategies	There are no Regional Strategies that apply.
5.2 Sydney Drinking Water Catchments	Not applicable
5.3 Farmland of State and Regional Significance on the NSW Far North Coast	Not applicable
5.4 Commercial and Retail Development along the Pacific Highway, North Coast	Not applicable
5.5 Development in the vicinity of Ellalong, Paxton and Millfield (Cessnock LGA)	Not applicable
5.6 Sydney to Canberra Corridor	Revoked 10 July 2008
5.7 Central Coast	Not applicable

Section 117 Direction	Consistency of Planning Proposal
5.8 Second Sydney Airport: Badgerys Creek	Not applicable
6. Local Plan Making	
6.1 Approval and Referral Requirements	As the land is bushfire prone, it is expected that a referral will be required to the Rural Fire Service if a Gateway Determination is granted.
6.2 Reserving Land for Public Purposes	Not applicable
6.3 Site Specific Provisions	Part of the Planning Proposal involves adding two additional land uses and putting additional controls regarding the number of owners/ tenants, controlling minimum floor space and site area. These are site specific planning controls. These site specific planning controls enable a Costco Warehouse to be developed on the land. The nature of business which Costco Warehouse is, is not described as one or several definitions. The site specific controls enables the size and scale of this business to be allowed on the site whilst also prohibiting smaller retailers on the land. The prohibition of other retailers supports the retail hierarchy in the region. In this regard, these site specific controls are necessary for both enabling this development and supporting the existing retail hierarchy. In this regard, the Planning Proposal is considered to be consistent with the 117 Direction.
7. Metropolitan Planning	
7.1 Implementation of the Metropolitan Strategy	As discussed, the Planning Proposal is consistent with the Metropolitan Plan particularly 'Growing and Renewing Centres' (Strategic Direction B) and 'Growing Sydney's Economy' as it enables an employment generating development in an employment generating zone. The site is located within an area that has attracted similar businesses. The Subject Site is also located close to major roads and near future public transport links.

Section C – Environmental, Social and Economic Impact

7. Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

The site is currently vacant and cleared of any vegetation.

Ecological considerations were addressed during the precinct planning for the Marsden Park Industrial Precinct (refer to report by EcoLogical Pty Ltd, May 2009). There is no need for further ecological assessments to be undertaken as part of this Planning Proposal.

8. Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

The land is zoned for business purposes and many of the environmental impacts (eg. water management, acoustic, visual, landscape etc.) relevant to a Costco Warehouse would be similar to other forms of permissible development and are most appropriately addressed at the Development Application stage.

Traffic Impact

A Traffic Impact Assessment undertaken by GTA Consultants was submitted with the request for a Planning Proposal. Council's Traffic Management Section has reviewed the Assessment and advised the following:

- i. Traffic generation from the proposed Costco Warehouse can be accommodated within the proposed road network with an additional east-west road joining with Richmond Road to form the fourth leg to the signalised intersection with Colebee access road.
- ii. Additional east-west road south of the proposal and changes to traffic signals be provided at no cost to Council and the Roads & Maritime Services.

It is emphasised that Council does not endorse any figures in the Traffic Impact Assessment. A development application will need to be submitted to Council for consideration.

9. How has the Planning Proposal adequately addressed any social and economic effects?

The social and economic benefits of the Planning Proposal are as follows:

- i. Provision of a new Costco Warehouse within north-western Sydney will provide competition in the market place.
- ii. Small businesses can purchase wholesale goods at low prices with sufficient opportunity to resell those goods at prices which are competitive with supermarkets.
- iii. The introduction of a Costco at Marsden Park will assist in the establishment of the Sydney Business Park and contribute to the proposed bulky goods cluster.
- iv. The Costco Warehouse is expected to generate approximately 330 employment positions which is the equivalent of 250 full time direct positions. The majority of these jobs are expected to be within the Blacktown LGA.
- v. The potential trading impacts on the Marsden Park Town Centre associated with the proposed Costco Marsden Park are negligible and would not delay or undermine the growth and development of the Town Centre as currently supported by land use policy.
- vi. The proposed Costco Marsden Park would be expected to bring over 600,000 visits annually to the industrial precinct that otherwise would not visit the area, with each of these visits having the potential to generate sales at the nearby Marsden Park Town Centre.
- vii. A further 225 indirect or flow-on jobs are expected to be created through the employment multiplier effect within Sydney, other parts of NSW and interstate; and
- viii. An injection of approximately \$35 million into the local economy through the construction of the Costco Warehouse and the creation of approximately 80 construction jobs over a 12 month construction phase, plus a further 130 indirect of flow-on jobs elsewhere in the economy.

Section D – State and Commonwealth interests

10. Is there adequate public infrastructure for the Planning Proposal?

The Subject Site is located in the Marsden Park Industrial Precinct under the Growth Centres SEPP. Appendix 5 – Marsden Park Industrial Precinct addresses the provision of infrastructure services.

The Planning Proposal simply introduces additional land uses to the already zoned land and no further investigation of services has been undertaken or considered necessary at this stage. Provision of services will be a more detailed matter for future development applications.

11. What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway determination?

Consultation with relevant State and Commonwealth public authorities can be undertaken in conjunction with the exhibition of the Planning Proposal following the Gateway Determination.

Part 4 – Mapping

No SEPP mapping amendments will be required to facilitate the Planning Proposal as no changes to the underlying zoning, floor space ratio, height of buildings or minimum lot size controls are proposed.

Part 5 – Community Consultation

Public consultation will take place in accordance with the Gateway Determination made by the Minister for Planning in accordance with Sections 56 & 57 of the *Environmental Planning & Assessment Act 1979*.

The Planning Proposal is considered to be of low impact for the following reasons:

- i. The proposal is consistent with the surrounding land uses. The Planning Proposal is within the Marsden Park Industrial Precinct being an existing business and industrial release area. The surrounding land uses are business and industrial.
- ii. The proposal is consistent with the strategic planning framework, in particular the NSW Government's Metropolitan Strategy and the Draft North West Subregional Strategy through the provision of extra housing in the North West Growth Centre.
- iii. The Planning Proposal presents no significant issues with regard to infrastructure servicing.
- iv. The proposal is not a principal LEP. It amends the Growth Centres SEPP.
- v. The proposal does not involve the reclassification of public land.

As such, the proposed community consultation period for this Planning Proposal should be 28 days.

Part 6 – Time Line

The following time line is proposed. It is based on Council's best estimation on how long this Planning Proposal will take to be finalised. It is also based on the premise that there will be no significant delays in State government consultation or that any objection received can be addressed without the need for independent peer review.

Table 6: Time Line

Milestone	Time
Commencement date	June 2013
Anticipated time frame for the completion of required technical information	December 2013
Timeframe for government agency consultation (pre and post exhibition as required by the Gateway Determination)	April /May 2014
Commencement and completion dates for public exhibition	May 2014
Time frame for consideration of submissions	June 2014
Time frame for consideration of a proposal post exhibition	July 2014
Date of submission to the Department to finalise the LEP	August 2014
Anticipated date RPA will forward to the Department for notification	August 2014

ATTACHMENT 1

CONSISTENCY WITH SEPPs

Environmental Planning Instrument	Consistency
SEPP 1 Development Standards	The proposal will not contain provisions that would be inconsistent with or hinder the application of the SEPP.
SEPP 4 Development Without Consent and Miscellaneous Exempt and Complying Development	The proposal will not contain provisions that would be inconsistent with or hinder the application of the SEPP.
SEPP 6 Number of Storeys in a Building Consistent	The Planning Proposal does not propose controls for numbers of storeys.
SEPP 14 Coastal Wetlands	Not applicable.
SEPP 15 Rural Landsharing Communities	Not applicable.
SEPP 19 Bushland in Urban Areas	The Planning Proposal will not contain provisions that would be inconsistent with or hinder the application of the SEPP.
SEPP 21 Caravan Parks	Not applicable.
SEPP 22 Shops and Commercial Premises	Not applicable.
SEPP 26 Littoral Rainforests	Not applicable.
SEPP 29 Western Sydney Recreation Area	Not applicable.
SEPP 30 Intensive Agriculture	Not applicable.
SEPP 32 Urban Consolidation (Redevelopment of Urban Land)	Consistent with the objectives of the Planning Proposal.
SEPP 33 Hazardous and Offensive Development	Consistent with the proposed permissible land uses.
SEPP 36 Manufactured Home Estates	Not applicable.
SEPP 39 Spit Island Bird Habitat	Not applicable.
SEPP 41 Casino Entertainment Complex	Not applicable.
SEPP 44 Koala Habitat Protection	Not applicable.
SEPP 47 Moore Park Showground	Not applicable
SEPP 50 Canal Estate Development	Not applicable
SEPP 52 Farm Dams, Drought Relief and Other Works	Not applicable
SEPP 53 Metropolitan Residential Development	Not applicable

Environmental Planning Instrument	Consistency
SEPP 55 Remediation of Land.	Capable of consistency
SEPP 59 Central Western Sydney Regional Open Space and Residential	Not applicable
SEPP 60 Exempt and Complying Development	The proposal will not contain provisions that would be inconsistent with or hinder the application of the SEPP.
SEPP 62 Sustainable Aquaculture	The proposal will not contain provisions that would be inconsistent with or hinder the application of the SEPP.
SEPP 64 Advertising and Signage	The proposal will not contain provisions that would be inconsistent with or hinder the application of the SEPP.
SEPP 65 Design Quality of Residential Flat Development	Not applicable
SEPP 70 Affordable Housing (Revised Schemes)	The Planning Proposal will not contain provisions that would be inconsistent with or hinder the application of the SEPP.
SEPP 71 Coastal Protection	Not applicable
SEPP (Affordable Rental Housing) 2009	Not applicable
SEPP (Building Sustainability Index: BASIX) 2004	Not applicable
SEPP (Exempt and Complying Development Codes) 2008	The Planning Proposal will not contain provisions that would be inconsistent with or hinder the application of the SEPP.
SEPP (Housing for Seniors or People with a Disability) 2004	Not applicable
SEPP (Infrastructure) 2007	The Planning Proposal will not contain provisions that would be inconsistent with or hinder the application of the SEPP.
SEPP (Kosciuszko National Park-Alpine Resorts) 2007	Not applicable
SEPP (Kurnell Peninsula) 1989	Not applicable
SEPP (Major Development) 2005	The Planning Proposal will not contain provisions that would be inconsistent with or hinder the application of the SEPP.
SEPP (Mining, Petroleum Production and Extractive Industries) 2007	The Planning Proposal will not contain provisions that would be inconsistent with or hinder the application of the SEPP.

Environmental Planning Instrument	Consistency
SEPP (Rural Lands) 2008	Not applicable
SEPP (SEPP 53 Transitional Provisions) 2011	Not applicable
SEPP (State and Regional Development) 2011	The proposal is not state significant development or state significant infrastructure.
SEPP (Sydney Drinking Water Catchment) 2011	Not applicable
SEPP (Sydney Region Growth Centres) 2006	The Planning Proposal will not contain provisions that would be inconsistent with or hinder the application of the SEPP.
SEPP (Temporary Structures) 2007	The Planning Proposal will not contain provisions that would be inconsistent with or hinder the application of the SEPP.
SEPP (Western Sydney Employment Area) 2009	Not applicable
SEPP (Western Sydney Parklands) 2009	Not applicable
Sydney REP 9 Extractive Industry (No 2-1995)	Not applicable
Sydney REP 11 Penrith Lakes Scheme	Not applicable
Sydney REP 16 Walsh Bay	Not applicable
Sydney REP 18 – Public Transport Corridors	Not applicable
Sydney REP 19 Rouse Hill Development Area	Not applicable
Sydney REP 20 Hawkesbury–Nepean River (No. 2-1997)	The Planning Proposal will not contain provisions that would be inconsistent with or hinder the application of the SEPP.
Sydney REP 24 Homebush Bay Area	Not applicable
Sydney REP 25 Orchard Hills	Not applicable
Sydney REP 26 City West	Not applicable
Sydney REP 28 Parramatta	Not applicable
Sydney REP 30 St Marys	Not applicable
Sydney REP 33 Cooks Cove	Not applicable
Sydney Regional Environmental Plan (Sydney Harbour Catchment)	The Planning Proposal will not contain provisions that would be inconsistent with or hinder the application of the SEPP.