

# Station Street, Menangle

Planning Proposal

Prepared for  
**SOUWEST DEVELOPMENTS P/L**

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# Station Street, Menangle

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# Introduction

This planning proposal (PP) seeks to amend the principal Wollondilly Local Environmental Plan 2011 to allow for a residential and mixed use heritage precinct north of Menangle village on Station Street, Menangle. It seeks to create an extension to the existing village which builds upon the heritage character of the village, whilst allowing for residential growth.

This planning proposal has been prepared in accordance with:

- » section 55 of the Environmental, Planning and Assessment Act 1979 (EP&A Act)
- » the Department of Planning Infrastructure – A Guide to Preparing Planning Proposals
- » the recommendations of the JRPP Pre-Gateway review.

It is the first stage of the planning proposal which seeks the initial Department of Planning gateway determination to:

- » Support justification for the proposal
- » Confirm the technical investigations and consultation required and
- » Outline the process for continuing the assessment of the proposal.

As outlined in *A Guide to Preparing Planning Proposals*, the planning proposal will evolve throughout the course of preparing the amending LEP as relevant sections will be updated and amended in response to the outcomes of technical investigations and consultation.

The proposed technical studies are described in Part 3 of this Planning Proposal.

Consultation has taken place with key stakeholders, the outcomes of which are included in this report. It is proposed that additional community and stakeholder consultation will take place during the public exhibition process.

## Accompanying preliminary studies

- » Menangle Traffic and Transport Overview, prepared by AECOM April 2012
- » Indicative Water and Wastewater Servicing Strategy, prepared by GHD April 2012
- » Heritage View Analysis Report, prepared by Richard Lamb and Associates April 2012
- » Statement of Heritage Impact, prepared by Graham Brooks and Associates, April 2012

## Pre Gateway Review

At its 10 July 2013 meeting the Joint Regional Planning Panel (JRPP) considered a pre gateway review of the PP. The JRPP recommended the following (bold added for emphasis):

*“ 2. The Panel’s advice is that an **amended planning proposal should be submitted to the Gateway for determination**. The amendments are to ensure the proposal **accords with the proposed land zonings, lot sizes and height provisions as contained in the planning assessment report presented to Wollondilly Shire Council on the 15th October 2012**. The Panel notes the advice provided by the proponent’s representatives at their briefing of the Panel on 10th July 2013 that the proponent now agrees with those provisions.*

*3. ...**The proposed planning proposal should be submitted for a Gateway determination...***

*The proposal has strategic and site specific merit in that:*

- a) *It generally conforms with the Wollondilly Growth Management Strategy in so far as that applies to village expansion.*
- b) *It is compatible with the draft Sydney West Sub Regional Planning Strategy.*

- c) *It will enable the restoration and adaptive reuse of locally significant heritage structures.*
- d) *The resulting development would be compatible in scale and form with the existing village and landscape features of the locality and consistent with the intent of the Menangle Landscape Conservation Area LEP being prepared by Council.*

*4. ...**Prior to exhibition**, the following matters need to be given consideration:*

- » *Concept railway bridge design including consideration of relocation further north to improve road geometry and access for pedestrians.*
- » *Traffic study and recommended intersection treatment for Menangle Station/ Woodbridge intersection and associated road geometry for Moreton Park Road and consider relocation to improve access*
- » *Details of water and sewer infrastructure.*
- » *Given restoration of the local significant heritage items is a significant element of the planning proposal merit, the specification of the restoration works to be undertaken on these items and the mechanism for ensuring these works are adequately financed and completed.”*



# Site Identification

## Site context

The site is approximately 10 kilometres south of Campbelltown. The Macarthur Square retail area is situated to the south east of Campbelltown, between Menangle Road and Gilchrist Road. The Macarthur Railway Station, which provides a direct line to the CBD is also situated on Menangle Road. Both of these facilities are easily accessed by residents of Menangle village.

The M5 Motorway and Hume Highway, providing connections to Sydney CBD and the south west of Sydney, are in close proximity. The site does not have direct access to the Hume Highway.

The adjacent land which lies on the north side of Station Street, was subject to an approved residential subdivision in 2011. The subdivision created 19 lots, each of 1000sqm, with an R2 low density residential zoning. The R2 zoning also applies to the majority of the existing Menangle Village.

The existing Menangle village to the south is predominantly of late 20th and early 21st century origin. It contains a number of heritage items, some dating from the 19th and early 20th century associated with the Macarthur-Onslow period of ownership of the land on which the village exists, such as the Railway Station, St James Church, St Patrick's Catholic Church, the General Store and the Camden Park Estate Central Creamery (Building, station and sidings). The Creamery was extended in the 1920s and the Rotolactor constructed adjacent to it to the west in 1952. It was the centre of what has been claimed to be the biggest dairy operation in NSW.

In the early 1960s there were only

- » two churches and two streets in Menangle
- » the General Store at the crossroads of Woodbridge Road/Station Street and Menangle Road
- » some houses on both sides of Menangle Road south of the intersection, some west of that road north of the intersection and some on the south side of Station Street immediately east of the General Store.

The town's predominant built form is 20th century residential character. On the north, west and south sides and the seniors living development south of the town, there is a hard edge between the residential and adjacent rural land, ie. no transition in character.

Refer to **Figure 1 Locality Plan**

## The Site

The subject site comprises approximately 27 hectares of agricultural land north and north east of Menangle township. The Menangle township is situated on a low rise at the northern end of a ridge system that rises to the south toward Douglas Park and along which Menangle Road passes south of the village. The subject land is relatively flat to slightly undulating.

The site encompasses land on either side of the railway line and is generally bound by Menangle Road and Moreton Park Road to the west, Station Street and an approved residential subdivision to the south, the Nepean River to the north and the Hume Highway to the east.

The site consists of land which is cleared and used for farming or pasture and includes some minor farm structures. It is accessed directly from Station Street and Stevens Street.

The site comprises:

**Table 1 Subject site: Lot / DP Number**

Lot / DP
201/590247
21/581462
Part 202/590247

A number of heritage items are included within the site including:

- » Camden Park Estate Central Creamery, 45 Stevens Road, Part Lot 21, DP581462;
- » Camden Park Rotolactor, 15 Menangle Road, Part Lot 201, DP590247;
- » Dairy Cottage, 1370 Moreton Park Road, Part Lot 202, DP 590247.

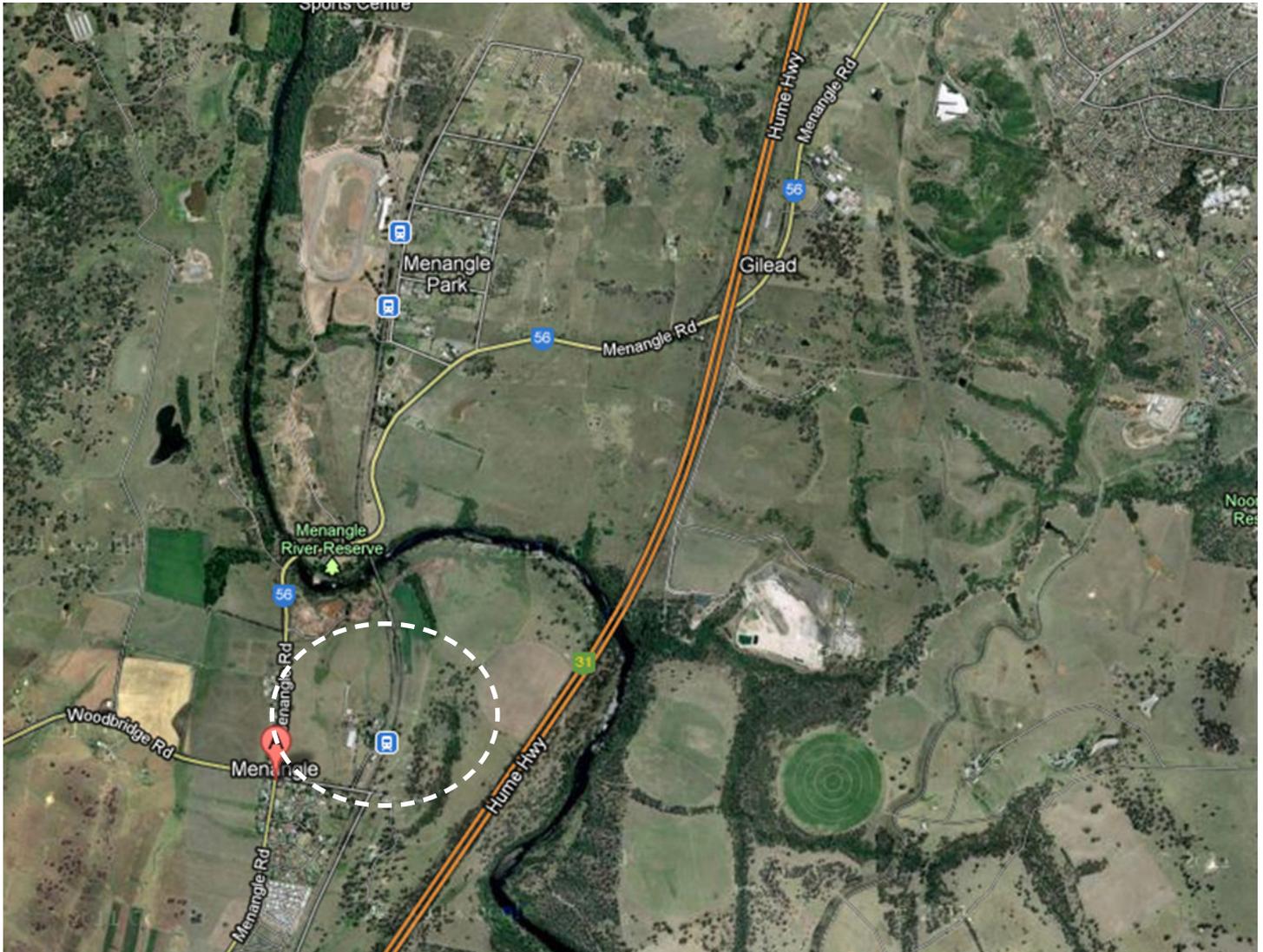


Figure 1 Locality Plan

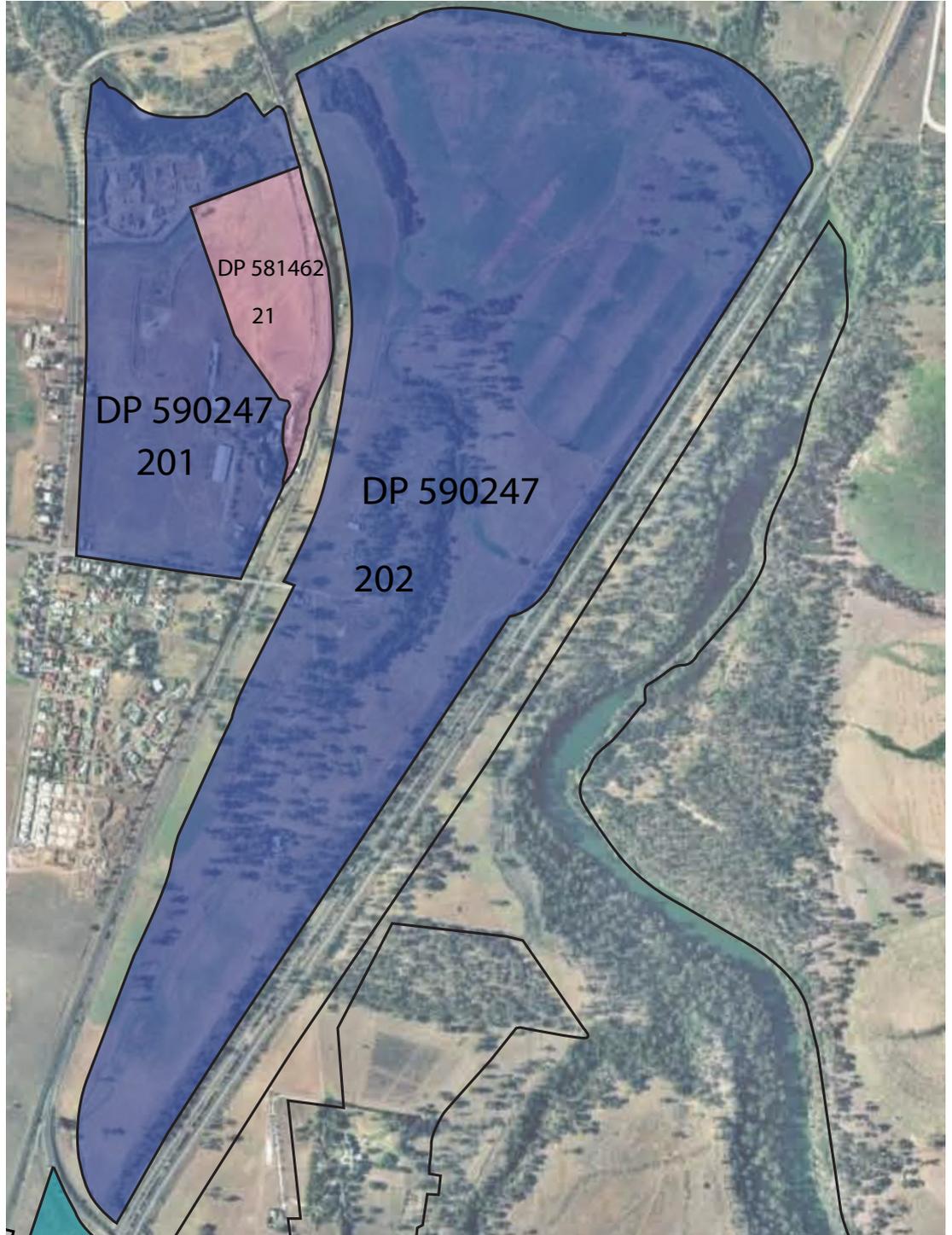


Figure 2 Site Plan

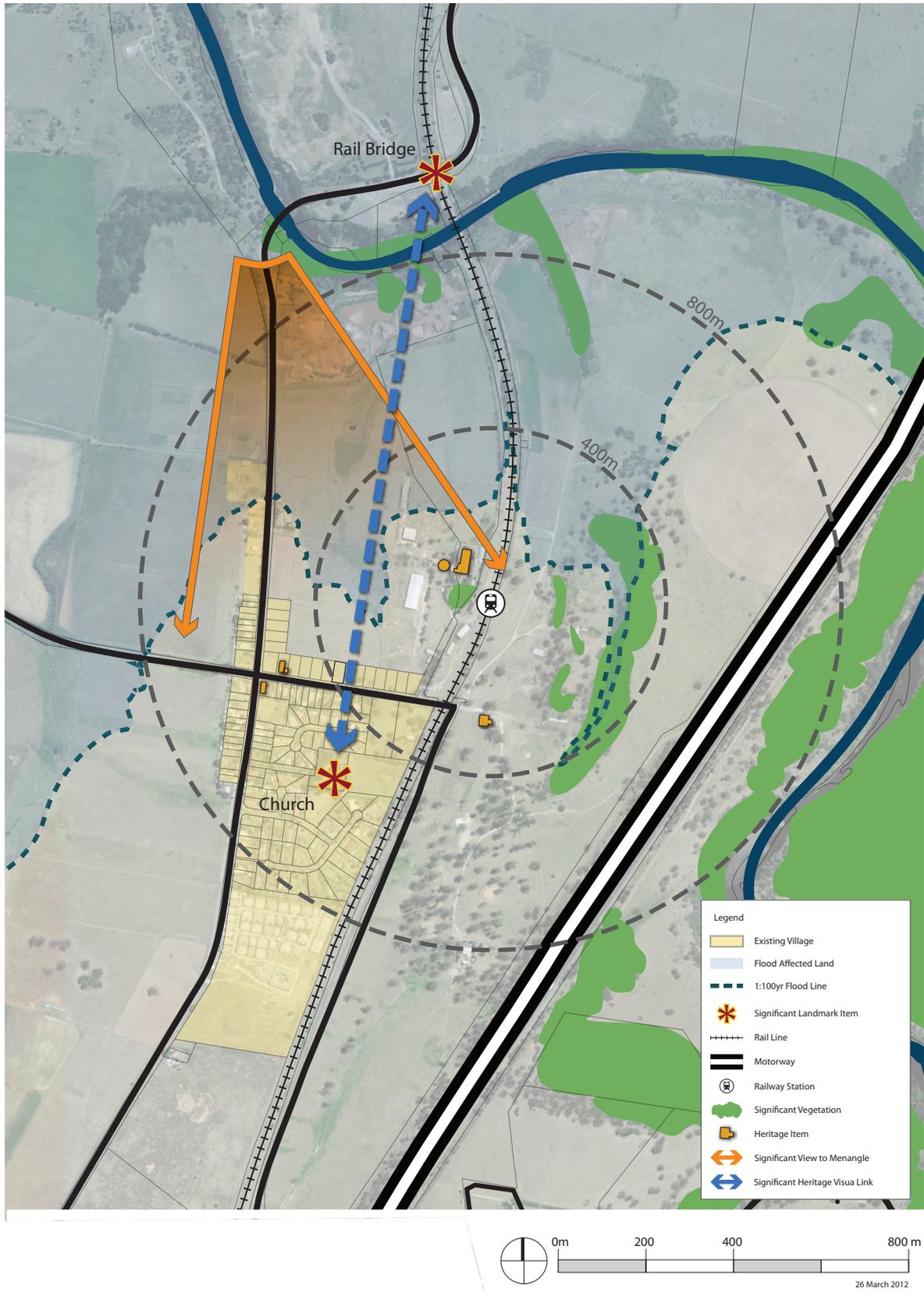


Figure 3 Opportunities and Challenges

The subject land is visible from a relatively small visual catchment. There are three other Macarthur property centres that have historical associations with the land and the village, i.e. Camden Park House to the north west, Mount Gilead to the east and Gilbulla to the south. Of the three, only Mount Gilead has a view toward the village and potentially some of the proposed subdivided land area. The homestead does not have a view, but there is a view from adjacent to the ruins of the stone mill to the north east of the homestead.

Views are constrained by existing vegetation, topography and the small number of transport routes through the area. The Freeway and Menangle Road are the only high usage routes and provide significant views of the land only from locations generally north and north east of the village.

Refer to **Figure 2 Site Plan**

## Policy, Opportunities and Challenges

The planning proposal is consistent with Council's growth Management Strategy which identifies this land for future residential growth. This is outlined further in section 3 of this planning proposal.

The concept plan which underpins the planning proposal is also based on an analysis of the opportunities and challenges which have been identified by planning policy and preliminary studies.

The site is suitable for development as it is part of a large land holding which is in single ownership. The planning proposal provides an important opportunity to:

- » Deliver the objectives of Government in a manner that delivers co-ordinated infrastructure
- » Provide housing in a manner that is consistent with Council's Growth Management Strategy
- » Provide opportunities for community facilities and mixed use activities within a heritage precinct to service existing and new residents
- » Enhance, celebrate and make publically accessible the heritage items on the site

- » Provide an additional population to Menangle, creating a wider market base for existing and new local businesses
- » Add value to the existing community by facilitating improvements in local infrastructure.

Any development of the site must effectively address the challenges presented by its location, character and current uses. Challenges are listed below.

- » Visual impact and whether such an impact, if there is one, is an impact on heritage items, on heritage values, on heritage views, or on the ability to interpret heritage significance
- » Protection of local heritage values listed in the Wollondilly LEP
- » The need to manage traffic resulting from increased use of the site
- » The need to provide local infrastructure to service the development such as electricity, water and waste water
- » Mining leases that are operating in the area
- » Part of the land in flood prone as a result of the Nepean River and its tributaries
- » Appropriate management of significant vegetation and fauna.
- » The need to have regard to environmental issues such as potential contamination onsite and the potential threat of bushfire, which is dependent on vegetation, slope and neighbouring activities.

Refer to **Figure 3 Opportunities and Challenges**

# Planning proposal

This section contains the Planning Proposal, which has been prepared in accordance with the NSW Department of Planning and Infrastructure's Guide to Preparing Planning Proposals (2012).

The Planning Proposal contains six parts:

- » **Part 1** – Objectives and intended outcomes of the proposed instrument
- » **Part 2** – Explanation of provisions
- » **Part 3** – Justification
- » **Part 4** – Maps
- » **Part 5** – Community Consultation
- » **Part 6** – Project Time.



# Part 1

## Objectives & intended outcomes

### Vision and objectives of the planning proposal

The vision for the site is to:

“To create an extension to the village of Menangle which has community and sustainability as its core focus and respects and builds upon existing heritage and landscape features.”

The planning proposal objectives are therefore to enable an extension of the existing village that:

- » provides a high quality residential and mixed use development which respects and enhances the amenity and local environment of the area
- » reflects the style and character of existing buildings and allotments
- » brings heritage buildings back in to use and ensures that their character can be appreciated and enjoyed
- » provides a focal meeting point and activities for the existing and proposed community
- » creates density around the community core which benefits from easy access to the railway station and community facilities
- » provides larger lots which enhance the landscape character and existing tree lines.

### Concept plan

The concept plan which underpins the planning proposal is informed by the vision and objectives. It accommodates a mix of housing types centred on a heritage mixed use precinct.

The landowners and project team have undertaken an integrated approach to create a concept plan, informed by a number of technical investigations including:

- » Urban design undertaken by Cox Richardson
- » Traffic and transport impacts undertaken by AECOM
- » Infrastructure servicing needs assessment undertaken by GHD
- » Implications for Heritage items undertaken by Graham Brooks and Associates
- » Visual impact assessment undertaken by Richard Lamb and Associates

- » Planning undertaken by Elton Consulting
- » Preliminary environmental investigations undertaken by ERM Australia.

In creating the concept plan, four key principles were identified:

- » Celebrating History (Heritage Character)
- » Community Building
- » Preserving Landscape character and open space
- » Sustainability.
- » Celebrating history (heritage Character)

The village of Menangle is identified in the Wollondilly Local Environmental Plan 2011 as an urban conservation area.

The concept plan aims to celebrate and enhance the heritage of Menangle. It will create a new place based on Menangle’s discovered history and extending the notion of a village under the church (St James) on the hill.

To enhance the heritage value the concept plan endeavours to create a heritage precinct which will preserve and re-adapt identified heritage items, including: the Creamery, and the rotolactor.

The concept plan also endeavours to respond to the significant heritage items outside the site, including the visual axis between St James Church on the knoll to the south of the site and the rail bridge to the north of the site.

### Community building

Community building is a complex social process that cannot be achieved through planning and design alone. Nonetheless, sound planning and design can ensure that development results in the kind of environments and uses that assist in enabling ‘community’. To achieve this, the concept plan includes a vibrant mixed use hub centred on the heritage buildings and open space, where people want to sit, meet and enjoy themselves, as well as create opportunities for active lifestyles and connectivity to the existing village.

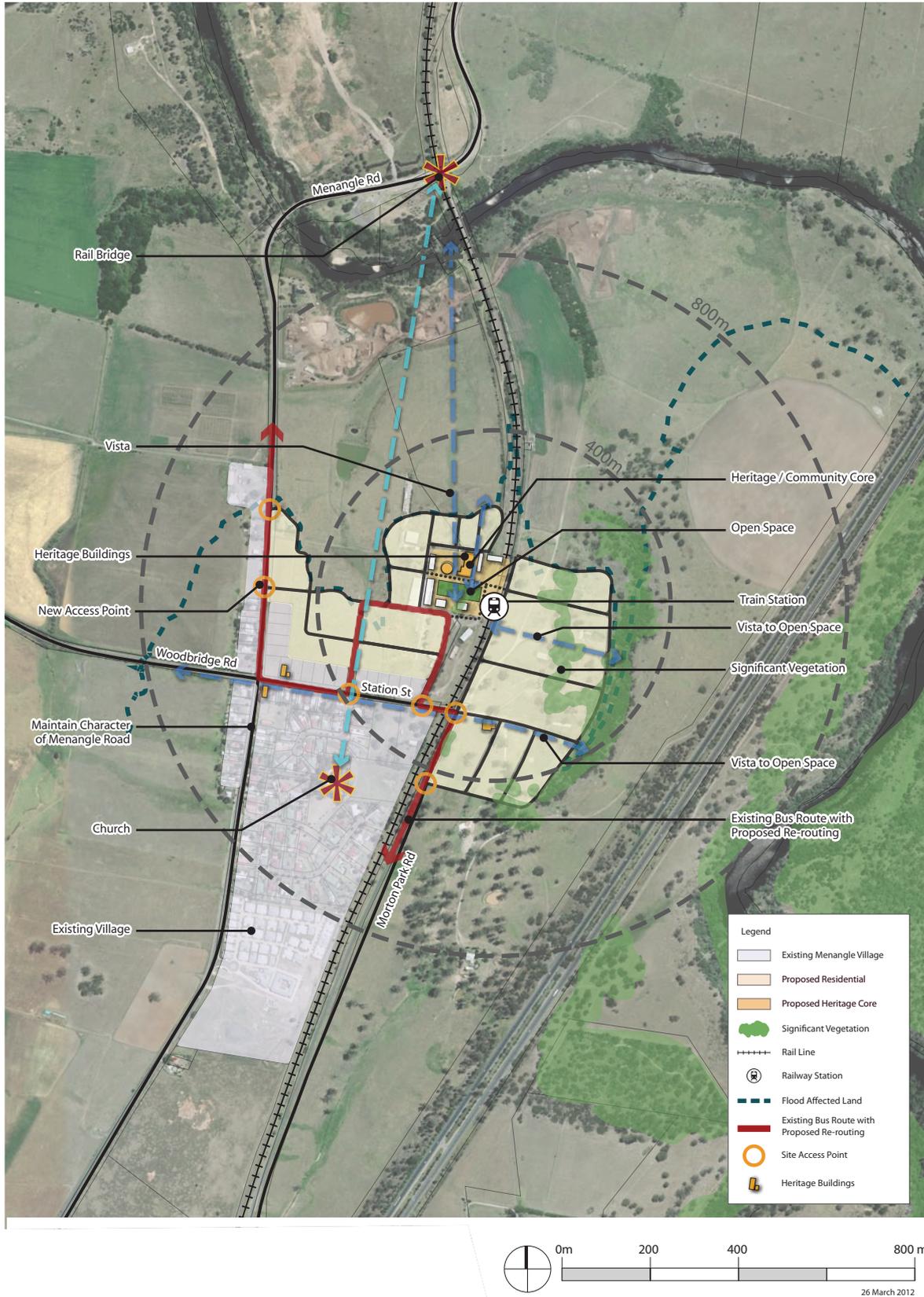


Figure 4 Concept Plan

## Landscape character and open space

It is important that the rural landscape remains the backdrop of the village. The concept plan seeks to preserve the pastoral / rural character of the Menangle village by:

- » focussing the heritage precinct as the heart of the site and creating connections with surrounding places such as Menangle Road and Station Street
- » creating design controls that limit the height of dwellings to one storey, well below the height of both tree canopies and the Creamery building
- » transitioning density from the heart of the site down to the outer edges of the site
- » integrating existing large trees into any future design
- » creating key vistas and view lines as part of creating beautiful streetscapes
- » allowing Menangle to be small scale in a big landscape.

## Sustainability

The concept plan will consider future generations by seeking to minimise negative environmental impacts through sustainable planning and design practice and sound urban management. This includes the incorporation of a range of initiatives to create a 'green' extension to the village, such as:

- » water efficient measures, e.g. using recycled water for non-potable uses, such as toilet flushing and irrigation
- » focussing development around the existing rail and bus network
- » the creation of a permeable street pattern that facilitates walking and cycling.

## Key elements of the concept plan

The concept plan utilises the principles of traditional neighbourhood design, which includes creating walkable catchments, connected streets and quality open space. In the concept plan dwellings are generally within 400 metres (5 mins walk) of the railway station and mixed use hub.

Refer to *Figure 4 Concept Plan*

## Heritage Mixed Use Precinct

The mixed use hub seeks to accommodate a range of uses to meet the daily needs of residents and create a lively and interesting village focal point. Uses include the potential for the adaptive re-use of the creamery into a food and drinks premise, shops, small scale commercial spaces and community facilities.

This Precinct is structured:

- » To create a significant central open space / plaza area that links the heritage buildings in one space. This will greatly improve the legibility and visibility of this ensemble of buildings and facilitate their conservation and adaptive reuse. This is viewed as a positive heritage outcome for these buildings. Additionally, their adaptive reuse will enable public access to, and appreciation of, the significance of these items which is not available in the current context. It would also provide an opportunity to interpret the history of dairy farming and production in the area.
- » To create strong open space vistas to surrounding places from the precinct. There are views to the St James Church, the rail bridge as well as back to Menangle Road and to the east.
- » To create a pedestrian friendly precinct with only servicing vehicles proposed to be permitted within the central core. To this end, a combined visitor and commuter parking area is proposed to the immediate south of the precinct.

Refer to *Figure 5 Heritage Mixed Use Precinct*.



Figure 5 Heritage Mixed Use Precinct.

## Residential Development

The concept plan provides for a combination of medium and low density houses accommodating up to 350 dwellings.

The combination of densities provides opportunities for a range of housing types to accommodate 'ageing in place' as well as affordable housing.

The concept plan is structured around two residential precincts.

### West Precinct – west of the railway line.

- » Smaller lot housing is located immediately adjacent to the heritage mixed use precinct. The northern edge is low density being visible from Menangle Road on the approach to Menangle.
- » Low density housing will also extend along Menangle Road and Station Street. A new north south street off Station Street will create a vista between the hilltop church and rail bridge.
- » East precinct is located east of the rail line and accessed from Station Street. There will be a mixture of lot sizes with the lowest density at the perimeter.

To achieve quality design and built form outcomes that reflect the rural character, additional controls are proposed to be included in Council's DCP, particularly relevant to the smaller lots. This is discussed further in the **Part 2** of this planning proposal.

Key architectural elements will include:

- » **Maintaining scale:** The single storey form with strong roof forms will be maintained.
- » **Built form:** Maintain the simple rectangular building form with pitched roof. Break up the form with elements such as verandahs and projecting wings or bays.
- » **Site Planning:** New dwellings will be in proportion to the size of their lot. This will be controlled by site cover requirements. In a rural setting it is important that there is sufficient space between buildings to allow for landscape.
- » **Streetscape and Landscape:** In a rural setting, the landscape together with roofs should be the dominant elements. The setback will be sufficient to provide a generous frontage.

## The Public Domain

A simple network of streets is proposed. The streets will have generous green verges with street trees, maintaining a rural character.

The streets generally terminate on an open space rather than a building, preserving a rural feel.

A large open space is proposed within the heritage core. This space will be activated by restored buildings as described above under heritage mixed use precinct.

## Street Network

The street network is a key component of the public domain as well as a movement system for vehicles, cyclists and pedestrians. The concept plan proposes two connections to Station Street (one being the existing Stevens Street and the other utilising access proposed as part of the 19 lot subdivision); two connection to Moreton Park Road and one connection to Menangle Road.

The internal layout creates a permeable site. Mature street trees in wide verges are envisaged to be a canopy to the street and create pleasant and attractive places.

## Infrastructure

The site will be served by appropriate water and wastewater infrastructure and utilities.

## Staging

The concept plan is proposed to be developed in stages (Refer to **Figure 6 Staging Plan**)

The Heritage Mixed Use Precinct and surrounding residential development will be part of the initial stage. This will be followed by development of the west sub precinct. Development on the east side of the railway is not envisaged to commence until the completion of development on the west side of the railway line.

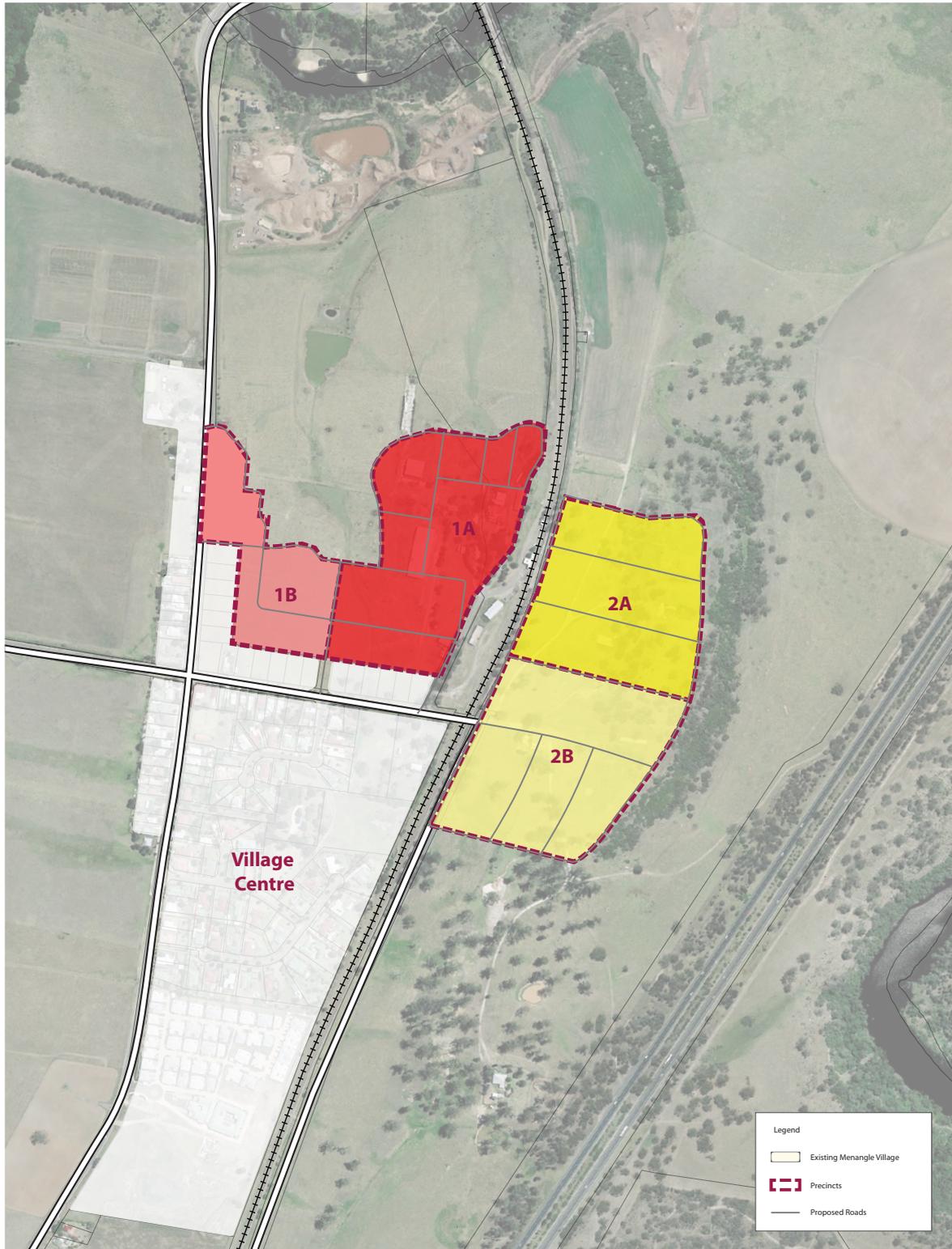


Figure 6 Staging Plan

# Part 2

## Explanation of the Provisions

This part provides an explicit statement of how the objectives outlined in Part 1: Objectives and Intended Outcomes of the planning proposal are to be achieved.

The objectives and intended outcome described in Part 1 will be achieved by an amending LEP, which will contain provisions relating to:

### Zoning

- » Land zoning map

### Principal development standards

- » Height map
- » Minimum lot size

The maps are included in **Part 4** of this Planning Proposal.

The LEP provisions will be supported by amendments to the Wollondilly DCP 2011 which will set out design principles for the residential area in order to ensure that development respects and reflects the landscape and existing residential character of the area.

The proposed provisions are consistent with the Council officer's planning report recommendation presented at the 15 October 2012 Council meeting.

*That the Planning Proposal be prepared to investigate the amendment of Wollondilly Local Environmental Plan, 2011 as follows:*

- » *to amend the land Zoning Map to change the zoning from Zone RU1 Primary Production to part Zone R2 Low Density Residential and part Zone B1 Neighbourhood Centre .....*
- » *to amend the Lot Size Map to apply no minimum lot size to land in Zone B1, a minimum lot size of 250 square metres immediately adjoining land in Zone B1, a minimum lot size of 900 square metres for land fronting Menangle Road and at the rural-urban interface and a minimum lot size of 600 square metres for the remainder...*
- » *to amend the Height of Buildings Map such that all development in Zone R2 shall not exceed single storey and all development in Zone B1 shall not exceed two storeys*

*Noting that the above mentioned changes are subject to detailed recommendations of a specialist heritage and urban design assessment.*

The LEP map for height has not been altered as the Standard Instrument Mapping as LEP practice note PN 08-001 states that heights should be shown in metres on the Height of Buildings Map. This is supported by the Department of Planning and Infrastructure's Standard technical requirements for LEP maps [version 1.2], 2009.

The maximum number of storeys in a building should be addressed in the DCP.

### Zoning

#### Residential Zoning

The residential area is proposed to be zoned R2 Low Density Residential. This zone already appears within the Wollondilly LEP 2011.

The objectives of zone are:

- » To provide for the housing needs of the community within a low density residential environment.
- » To enable other land uses that provide facilities or services to meet the day to day needs of residents.

The R2 zone within the Wollondilly LEP 2011 permits:

*Bed and breakfast accommodation; Boarding houses; Cemeteries; Child care centres; Community facilities; Dwelling houses; Educational establishments; Emergency services facilities; Environmental facilities; Environmental protection works; Exhibition homes; Exhibition villages; Flood mitigation works; Group homes; Health consulting rooms; Home-based child care; Home businesses; Home industries; Home occupations (sex services); Neighbourhood shops; Places of public worship; Recreation areas; Residential accommodation; Respite day care centres; Roads; Sewerage systems; Signage; Veterinary hospitals; Water supply systems*

The R2 zone within the Wollondilly LEP 2011 prohibits:

*Attached dwellings; Multi dwelling housing; Residential flat buildings; Rural workers' dwellings; Shop top housing; Water treatment facilities; Any other development not specified in item 2 or 3*

### Mixed Use Precinct

The B1 Neighbourhood Centre zone would apply to a mixed use core located near the railway station. This zone provides opportunities for the adaptive reuse of heritage buildings, which is a key part of the provisions of the planning proposal. This zone already appears within the Wollondilly LEP 2011.

B1 Neighbourhood Centre, of which the objectives are:

- » *To provide a range of small-scale retail, business and community uses that serve the needs of people who live or work in the surrounding neighbourhood.*
- » *To encourage development that does not impact on the viability of land within Zone B2 Local Centre.*
- » *To support small-scale residential development in conjunction with retail, business and commercial uses in a manner that increases the vitality of the surrounding neighbourhood.*

The B1 zone within the Wollondilly LEP 2011 permits with consent:

*Boarding houses; Business premises; Child care centres; Community facilities; Home industries; Medical centres; Neighbourhood shops; Respite day care centres; Roads; Shop top housing; Any other development not specified in item 2 or 4*

The B1 zone within the Wollondilly LEP 2011 prohibits:

*Agriculture; Air transport facilities; Amusement centres; Animal boarding or training establishments; Attached dwellings; Bed and breakfast accommodation; Biosolids treatment facilities; Boat building and repair facilities; Boat sheds; Bulky goods premises; Camping grounds; Caravan parks; Cemeteries; Crematoria; Depots; Dual occupancies; Eco-tourist facilities; Exhibition homes; Exhibition villages; Extractive industries; Forestry; Freight transport facilities; Function centres; Heavy industrial storage establishments; Highway service centres; Industrial retail outlets; Industrial training facilities;*

*Industries; Mortuaries; Multi dwelling housing; Passenger transport facilities; Recreation facilities (major); Recreation facilities (outdoor); Research stations; Residential flat buildings; Resource recovery facilities; Restricted premises; Restriction facilities; Roadside stalls; Rural industries; Secondary dwellings; Semi-detached dwellings; Sex services premises; Storage premises; Transport depots; Vehicle body repair workshops; Vehicle repair stations; Vehicle sales or hire premises; Waste disposal facilities; Water recreation structures; Water recycling facilities; Water treatment facilities; Wharf or boating facilities.*

Refer to zoning maps in **Part 4**.

## Principal development standards

### Height

There is currently no height control on the land imposed by the WLEP 2011. The height control within the existing Menangle village limits heights to a maximum of 6.8m in the R2 Low Density Residential zone and 9m in the B1 Neighbourhood Centre zone. It is proposed that these height controls be replicated within the subject site.

Refer to Building Height map in **Part 4**.

### Lot Size

In order to deliver the objectives of the Concept Plan, a range of lot sizes is proposed, with smaller lots situated around the heritage core to take advantage of proximity to services and public transport.

The proposed minimum lot sizes are as follows:

- » 250m<sup>2</sup>
- » 600m<sup>2</sup>
- » 900m<sup>2</sup>.

Refer to Minimum Lot Size map in **Part 4**

## Supporting Development Control Plan (DCP) Guidance

The concept plan adopts the controls in Council's DCP 2011.

Clause 2.3.4 currently includes the following building height controls:

*3. The dwelling must appear no higher than two (2) storeys, except for dwellings within the Menangle Conservation Area which must appear no higher than one (1) storey.*

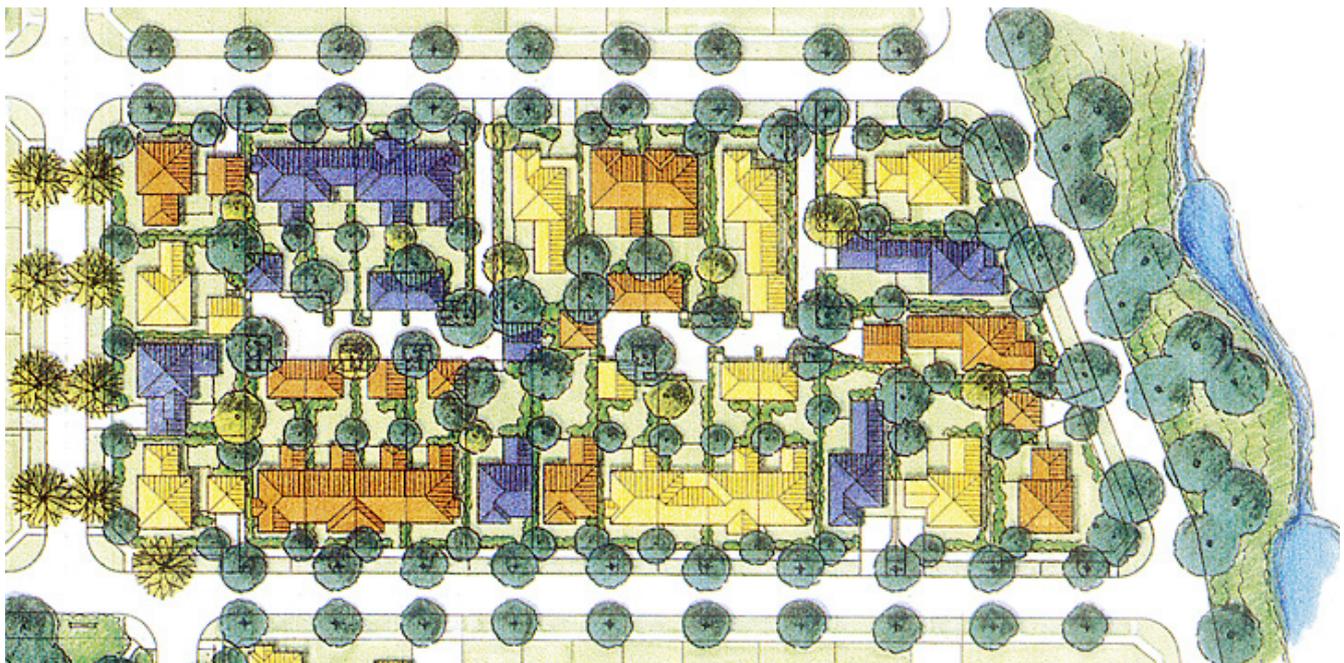
Additional design elements to be refined and included in the DCP are set out below.

- » Front gardens: Well planted private gardens are one of the defining characteristics of houses in Menangle. New dwellings will include a medium sized tree as well as low planting such as hedges. This further 'greens' the street.
- » Rear lot canopy: It is important that trees to the rear of lots can be seen from the street. This is achieved by requiring sufficient space in the back yard as well as a medium to large tree in each rear yard

To ensure that the lots which provide for greater housing choice reflect a rural landscape, specific additional controls for smaller lots are proposed to be included to the DCP.

Suggested controls should be based on the following.

- » Minimum lot frontage requirements (such as a minimum of 10m) to ensure that there is a separation between buildings.
- » Specific controls to minimise garage dominance. While the DCP already has such controls, **Figure 7** shows how garages could be to the rear of some dwellings as well as to the side.
- » Maximum site coverage to ensure that dwellings are sited within a garden setting.
- » Controls to allow a more affordable semi-detached house that would appear as a single cottage. This building typology appears in many historic areas.



**Figure 7 Smaller Lot Housing**

# Part 3

## Justification

This section sets out the justification for the planning proposal in accordance with the overarching principles that guide the preparation of a planning proposal set out in NSW Department of Planning and Infrastructure's guidelines which are as follows:

- » The level of justification should be proportionate to the impact the Planning Proposal will have
- » Is it not necessary to address a question [in the guidelines] if it is not considered relevant to the planning proposal. In such cases the reason why it is not relevant should be briefly explained, and
- » The level of justification should be sufficient to allow a Gateway determination to be made with the confidence that the LEP can be finalised within the time-frame proposed.

### Section A: Need for the Planning Proposal

#### Q1: IS THE PLANNING PROPOSAL A RESULT OF ANY STRATEGIC STUDY OR REPORT?

The planning proposal is a result of the direction set out in the NSW Government and Council's Growth Management Strategy.

#### WOLLONDILLY COUNCIL GROWTH MANAGEMENT STRATEGY 2011

The site has been identified within the Council's Growth Management Strategy (GMS) for residential growth. Council's vision for the GMS is to maintain Wollondilly Shire's rural character together with the sense of belonging to caring communities that have been at its core for generations. This has been a fundamental driver of the concept plan creation.

Council has taken the view that growth is required within Wollondilly Shire and that this can be achieved in a way which does not lead to detrimental outcomes for the Shire. Demographic forecasting expects that the population will grow at rates of between 1.6% and 2.2% per year. The increase in population could be about 19,000 which means that more land will need to be available for residential, commercial, infrastructure and community purposes. In order to address this, Council has adopted the following policies within the GMS:

The GMS notes that Wollondilly has difficulty in supporting and attracting some of the opportunities available in more highly and densely populated areas. Residential growth needs to be matched with appropriate infrastructure in order to function effectively, provide good planning outcomes, and be sustainable in the long run.



The following key policy directions are given within the GMS:

### GMS policy

- P6** Council will plan for adequate housing to accommodate the Shire’s natural growth forecast.
- P8** Council will support the delivery of a mix of housing types to assist housing diversity and affordability so that Wollondilly can better accommodate the housing needs of its different community members and household types.
- P9** Dwelling densities, where possible and environmentally acceptable, should be higher in proximity to centres and lower on the edges of towns (on the “rural fringe”).
- P17** Council will not support residential and employment lands growth unless increased infrastructure and servicing demands can be clearly demonstrated as being able to be delivered in a timely manner without imposing unsustainable burdens on Council or the Shire’s existing and future community.
- P18** Council will encourage sustainable growth which supports our existing towns and villages, and makes the provision of services and infrastructure more efficient and viable – this means a greater emphasis on concentrating new housing in and around our existing population centres.
- P19** Dispersed population growth will be discouraged in favour of growth in, or adjacent to, existing population centres.

The site has been identified within the Council’s Growth Management Strategy (GMS) for residential growth (**Figure 8 – Menangle Structure Plan**), which is consistent with its policy around urban development on town edge (section 3.5.2 of the GMS). The GMS recognises that the traditional form of growth for rural towns and villages is for them to grow outwards into surrounding rural land with new land release and subdivision, but maintain a typically urban lot configuration, structure and overall density.

The benefits of a logical extension to the existing Menangle village, via the planning proposal, are set out below:

- » It provides a logical extension in relation to land use pattern
- » It has been designed to include new infrastructure; walking and cycling opportunities; open space; and the potential to connect to a sewerage treatment plant
- » The provision of community facilities and mixed use activities can serve a new and existing community
- » Connections can be created to provide walking; cycling; vehicle access from the existing village to the amenities of the village extension
- » The planning proposal adds to a concentrated population which assist in supporting new and existing services and facilities
- » The planning proposal allows for a range of housing types to attract different household type and incomes.

This is reflected in the policy position outlined in the GMS.

Council’s vision for the GMS is to maintain Wollondilly Shire’s rural living character together with the sense of belonging to caring communities that have been at its core for generations. This has been a fundamental driver of the Concept Plan creation. ‘Rural Living’ is defined as a key part of Wollondilly’s local strategic planning context within the GMS. Development proposals should not compromise the concept of rural living, which is defined within the GMS as having nine characteristics:

1. Rural setting and character
2. Viable agriculture
3. Lifestyle
4. Community spirit
5. Environment and heritage
6. Towns and villages
7. Buildings and development
8. Roads and transport
9. Infrastructure and services

Refer to **Question 4** for discussion on the consistency of the planning proposal with the GMS.

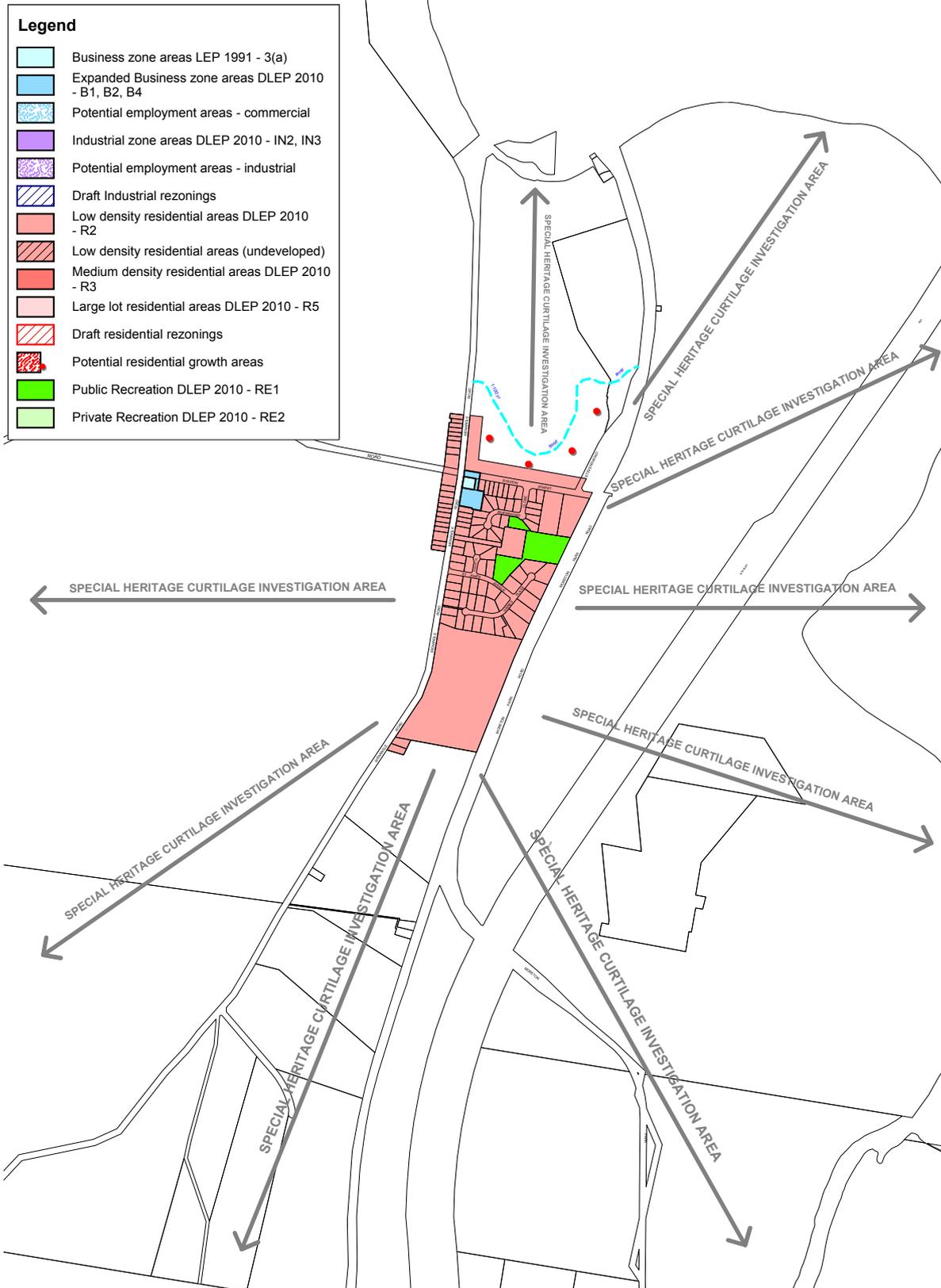


Figure 8 Menangle Structure Plan

**Q2: Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?**

The planning proposal is the best means of achieving the objectives for the site. The site is zoned RU1 Primary Production under the Wollondilly LEP 2011 which does not provide for the housing opportunities to meet state, regional and local strategies.

This planning proposal seeks to rezone the site for an extension to the existing village which includes heritage precinct that will create a community core. Use of the site for these purposes can only be achieved through a change of land use zoning and associated controls. The extent to which the zoning and development controls will effectively achieve the intended outcomes will transpire through the technical investigations and further consultation to be undertaken.

The planning proposal is compatible/ complementary with surrounding land uses as the adjacent land to the south of the site is zoned for residential and neighbourhood centre uses. The planning proposal will provide lots which are of a similar size and character to the existing village and therefore compatible with the existing village.

The proposed neighbourhood centre is intended to provide a community core for the existing and future residents and to respond to the railway station and public transport connections. The uses within the neighbourhood centre are intended to be community based and therefore complement the existing small scale retail facility in the village.

The surrounding rural land is in low level agricultural use. Responding to the landscape setting and visual corridors underpins the urban design strategy for the planning proposal in order to ensure that development is compatible with its surroundings.



## Section B – Relationships to strategic planning framework

### Q3: 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)?

#### Metropolitan Plan 2036

The planning proposal can contribute to achieving several of the aims and objectives of the Metropolitan Plan 2036, particularly those relating to housing and infrastructure, as outlined in the table below.

*Table 2 Consistency with the Metropolitan Plan 2036*

Metro Plan objectives	Consistency
<p><b>C1:</b> To enhance our transport system through implementation of the metropolitan transport plan</p> <p><b>Action C1.1:</b> Deliver the rail expansion projects and road upgrades outlined in the Metropolitan transport plan to provide additional capacity across the transport system</p> <p><b>Action C1.2:</b> Continue to roll out buses focusing on connections between centres and ensuring greater proximity to public transport for more of Sydney</p>	<p>The 2010 Metropolitan Transport Plan set a 25 year vision for land use planning for Sydney, and a 10 year fully funded package of transport infrastructure to support it. The Plan defined the vision, approach and funding guarantees to effectively integrate transport and land use planning for Sydney to ensure it is a city of diversity, with a variety of renewed neighbourhoods and ample transport options.</p> <p>Given that the State Government is currently preparing a Long Term Transport Master Plan (LTTMP) for Sydney, the 2010 Plan has been superseded. However, many of the projects and initiatives contained within it may be carried forward into the LTTMP.</p> <p>The key transport projects and initiatives identified in the 2010 Plan that could be relevant to this project include:</p> <ul style="list-style-type: none"> <li>» A new express rail service for Western Sydney which will help increase the capacity across the whole rail network;</li> <li>» A thousand new buses to be used on the network of 43 strategic bus corridors, which improves bus services to / from the nearest major centres of Campbelltown - Macarthur;</li> <li>» Promotion of active lifestyles, through construction of missing links of the Strategic Cycle Network;</li> <li>» Enhancing the Nation's Highway Network including the Hume Highway; and</li> <li>» Construction of a dedicated freight route through Sydney including the Southern Sydney Freight Line, with associated benefits for the passenger rail system.</li> </ul> <p>Realisation of these objectives will permit the planning proposal to contribute in an effective manner to the future of Menangle village.</p>

<b>Metro Plan objectives</b>	<b>Consistency</b>
<p><b>C2:</b> To build on Sydney's strengths by further integrating transport and land use planning and decision-making to support increased public transport mode share</p> <p><b>D1:</b> ensure adequate supply of land and sites for residential development</p> <p><b>D1.1:</b> Locate at least 70% of new housing within existing urban areas and up to 30% of new housing in new release areas</p> <p><b>D1.2:</b> Reflect new subregional housing targets in Subregional Strategies and Local Environmental Plans, and Monitor their achievement</p> <p><b>D2.1:</b> Ensure local planning controls include more low rise medium density housing in and around smaller local centres</p>	<p>The Metro Plan emphasises that providing a strong focus on growth centres and areas such as Western Sydney will ensure an equitable and accessible city. By taking advantage of the existing rail line and providing an increased range of local employment opportunities within Wollondilly, development of the site can reduce the number of local residents in Wollondilly and South West Sydney taking lengthy commutes out of the area to access employment. The Metro Plan emphasises that providing a strong focus on growth centres and areas such as Western Sydney will ensure an equitable and accessible city. By taking advantage of the existing rail line and providing an increased range of local employment opportunities within Wollondilly, development of the site can reduce the number of local residents in Wollondilly and South West Sydney taking lengthy commutes out of the area to access employment.</p> <p>The site is in close proximity to Menangle Station and the newly upgraded Macarthur Station. The opportunity to provide medium density housing in close proximity to the railway station at Menangle will contribute to increasing the public transport mode share. The provision of community facilities in close proximity to public transport will also benefit the existing population of Menangle and the wider area.</p> <p>The Metro Plan places a strong emphasis on achieving the most efficient use of existing urban areas where small, medium and large centres enjoy good access to services, jobs and public transport in particular those that have experienced low levels of renewal over the past 10 years. The Plan recognises the importance of continuing to provide detached homes around Sydney's smaller centres.</p> <p>The proposed residential component provides a logical extension to Menangle village, one that has been identified by Council in its GMS.</p> <p>This planning proposal will help to meet the revised subregional housing targets through the provision of new residential infill development that will integrate with the existing village of Menangle and secure the delivery of a new housing supply, which includes smaller lot affordable housing, near to a railway station and in proximity to future employment.</p> <p>The proposed retail and community facilities within the heritage core will be situated amongst low rise medium density housing in order to make the best use of facilities.</p>
<p><b>E5:</b> To increase and diversify the jobs and skills base of Western Sydney</p>	<p>The planning proposal provides dwellings which are located in close proximity to public transport and are able to access Strategic Centres within 30 minutes by public transport.</p>
<p><b>F1:</b> To contain Sydney's urban footprint</p>	<p>It is considered the proposed development of residential lands remains compliant with Government policy as this planning proposal seeks to provide for the development of a small urban infill area only. This is consistent with the Government strategy that identified that other smaller areas within the Macarthur South region will continue to be considered for residential development subject to meeting specific requirements including infrastructure provision. Importantly, the area proposed for residential development has been identified in Council's GMS.</p>

## DRAFT NSW SOUTH WEST SUB REGIONAL STRATEGY

The DoP's A guide to preparing planning proposals advises that when preparing a planning proposal for an area covered by a regional or sub-regional strategy, the relationship between the planning proposal and the applicable strategy must be considered in the context of the relevant outcomes and actions identified for that region/sub-region, including housing and employment targets.

Within the South West Subregion, 155,000 additional homes are needed over a 25 year period. The Strategy identifies that the South West is likely to experience an ageing of the population and the number of over 65's is likely to increase. This is said to be particularly true in Wollondilly which will grow from 8% over 65 to 18% over 65 between 2001 and 2031. The region is also likely to experience an increase in the number of children aged 0-14. A variety of housing types to accommodate these demographic changes is therefore an identified need.

The proposed residential infill can accommodate up to 350 dwellings which provides for the natural growth of the existing village. It plays a minor role in contributing to the target for additional dwellings in Wollondilly outlined in the draft Strategy.

The following specific policies are relevant to the site.

### **C2.1 Focus residential development around centres, town centres, villages and neighbourhood centres**

The strategy states that focusing residential development around centres with access to public transport will support achieving targets set for increasing the share of peak hour journeys on a safe and reliable public transport system. There is also a push towards increasing the proportion of trips made by walking or cycling by locating new, medium density residential development close to existing or proposed centres that have developed at public transport nodes.

The site is situated on the edge of Menangle village and the planning proposal will form a logical extension to the village. The concept plan identifies areas of proposed medium density residential dwellings which are situated in close proximity to the proposed neighbourhood centre and the existing railway station and re-configured bus routes.

### **C2.3 Provide a mix of housing**

The planning proposal allows for a diverse mix of housing types in order to meet the needs identified within the Draft SW Sub-Regional Strategy. The proposed medium density dwellings located close to the heritage core would be ideal for over-65s as they would provide self-contained accommodation which is within easy reach of facilities and public transport. Further out from the heritage core, lots would be of lower density and would be large enough to accommodate family houses within a landscaped setting.

### **C4.1 Improve the affordability of housing**

The smaller lots located close to the heritage core are intended to provide a more affordable alternative to the large and medium sized lots which are prevalent in the South West area.

#### Q4: IS THE PLANNING PROPOSAL CONSISTENT WITH A COUNCIL'S LOCAL STRATEGY OR OTHER LOCAL STRATEGIC PLAN?

##### Wollondilly Shire Growth Management Strategy (GMS)

The GMS is to guide development in Wollondilly over the next 20-25 years. The following sets out how the planning proposal complies with the directions and criteria set out in the document.

##### Residential

A response to the assessment criteria for residential proposals at the Urban on Town Edge area as set out within Appendix 1 of the GMS is set out below.

GMS assessment criteria	Consistency
The site shall be contiguous to existing urban land	The planning proposal will form a logical extension to the existing residential area of Menangle Village
The site should be located within practical walking distance of existing town, village or neighbourhood centre.	The proposed development will be centred around a new neighbourhood centre which will utilise existing heritage buildings in order to provide community and retail facilities, meeting the needs of both the existing and proposed communities.
The proposal needs to demonstrate that residential use of the land is the most suitable use of the land within the context of land uses in the area.	Given the significant landscape surrounding the site and the residential use of the existing village, residential development is considered to be the most appropriate use of the land.
The proposal should achieve physical and visual integration with the existing edge of town.	The site will be visually integrated with the existing village by reflecting the character of residential and landscape styles. The street patterns have been designed to provide logical physical links between existing and proposed communities. This will be enhanced by the active use of the heritage core will draw existing residents in to the heritage core in order to make use of the proposed community facilities and the railway station.
Proposals should include a mix of residential lot sizes and cater for a mix of housing types to assist diversity and affordability.	The proposed residential area has been designed to include a variety of different styles and densities of dwellings.
Proposals should complement existing residential areas in terms of subdivision layout and housing design, density and character.	Residential style will be guided by proposed updates to the Wollondilly Shire DCP 2011 which gives urban design guidelines for the dwellings.
Proposals should achieve an average density of 11 to 16 dwellings per hectare.	The average density of the development is 12-16 dwellings per hectare.
Proposals should provide a visually attractive transition between urban and rural areas.	The dwellings closest to the core will be of medium density and will be smaller lots which are more affordable. The larger lots on the edge of the proposed development will reflect lot sizes within the approved 19 lots subdivision and will make the most of their landscaped setting, thereby providing a transition between urban and rural areas.

GMS assessment criteria	Consistency
Proposals must be capable of being serviced by reticulated water and sewerage schemes such as Sydney Water infrastructure or package treatment plant systems.	A key determinant in supporting residential growth is the ability for the site to be serviced by infrastructure in a timely manner to meet increasing service demands. As set out in Part 3 question 3, investigations in to physical infrastructure have commenced and will continue to ensure the appropriate level of infrastructure is provided.
Proposals should enable or include connection to existing shared pathway networks.	The proposed development area will be connected to the existing village via a series of footpath and cycle connections which will link in.
Proposals should incorporate community land and proposals for development of facilities and services if demand on existing social and community service provisions is likely to be increased.	The proposed development includes a heritage precinct which is intended to provide community facilities and services. Menangle village currently has limited community facilities and demand exists within the existing area for an increased provision. The proposed heritage precinct will both meet the existing demand and any demand arising from the new development for social and community service provision.

## Rural Living

Council's vision of 'Rural Living' places an emphasis on the environment and heritage significance of the Shire and states:

"The Shire's natural and man-made settings have environmental and cultural heritage significance for our communities – these elements include its waterways and catchments, natural areas, aboriginal heritage, agricultural landscapes, rural heritage, and its towns and villages."

As outlined in Question above, initial investigations of the site's environmental constraints have been carried out and initial heritage assessments have been undertaken.

Investigations of the visual character of the landscape were undertaken in the preparation of the Concept Plan. The investigations noted that the effect of changing rural economics, settlement and development patterns often leads to the removal of the overlays of culture that occurred during the historical development of the underlying natural landscape. The vernacular rural cultural landscape is therefore unintentionally changed resulting in individual items of heritage significance being retained in a context that is not authentic to the significance of the items themselves. There may be new views created between them as a result of the loss of intervening cultural vegetation, non-significant buildings, economic vegetation, or the loss of existing views as a result of growth of regenerating remnant vegetation, or the addition of later, non-significant buildings.

The investigation assessed that in this regard, most of the authentic context of the former cultural landscape of the subject land north of Station Street and west of the railway line has been removed, leaving the heritage items inside the land isolated in a relatively neutral setting and partly hidden from view by vegetation, only some of which may be of potential heritage significance.

What appears today to be a rural landscape on the subject land and similar to other broad acre grazing land that is common surrounding the village is not authentic to the heritage significance of the items that it contains, other than perhaps for the very early Railway Station. The land was put to very intensive use as the centre of what became the biggest dairy and product export centre in the state of NSW centred on the Central Creamery.

There are now potential view lines between the land and other items that might not have formerly existed. The fact that there is now a view between items of significance is often of no heritage significance because heritage views are not simply objective facts. Views between heritage items are often incidental. Nonetheless, there is a recognised design value in identifying and establishing key view lines and this is incorporated in the Concept Plan.

In addition to view lines between heritage items the Concept Plan also considers the key views of the land from the public domain. Investigations noted that the area bounded by Menangle Road, Station Street and Stevens Road is of the highest visual exposure and it also contains a concentration of heritage items. It is visible from the grassed area north of St James' Church and beyond its treed landscape. The area east of the railway line is of low external visibility and of low visibility to most of the village itself. The Concept Plan has distributed its densities to respond to the key views, with medium density at the core transitioning to low density at the edges.

Council's vision of 'Rural Living' also seeks to ensure that new development is compatible with the existing heritage of the area and states:

New development aims to be sympathetic to the existing form and traditional character of our built environment which is an integral part of our townscapes, rural landscapes and cultural heritage.

The planning proposal seeks to adopt the provisions of Council's DCP to ensure development continues to reflect that of the existing township. It is noted that some additional controls will be proposed to ensure high quality design is achieved and that the proposed development is sympathetic to the traditional rural town character, heritage qualities and streetscape.

The Concept Plan has been prepared, to ensure that the proposed development is located in a manner that complements the existing townscape, rural landscapes and cultural heritage in the area. These plans have been informed by comprehensive visual and preliminary heritage and traffic assessments to ensure that no amenity impacts result.

### **Wollondilly Shire Council Community Strategic Plan**

In relation to the economic development of Wollondilly, this Plan states that 'For Wollondilly to become a healthier, more successful and more sustainable community, council and the community need to continually expand, diversify and improve the Shire's economic life, while minimising its ecological footprint'.

The planning proposal will introduce a mixed use core to the village, creating a vibrant community centre. The proposed residential accommodation will provide a diverse variety of housing types which will be attractive to a range of households. The layout has been designed to respond to environmental features of the site, in particular large lots will be located to ensure the retention of significant trees.

## Q5: IS THE PLANNING PROPOSAL CONSISTENT WITH APPLICABLE STATE ENVIRONMENTAL PLANNING POLICIES?

Various State Environmental Planning Policies are relevant to the subject site.

The requirements of each of these are summarised below.

**Table 4 Consistency with applicable SEPPs**

SEPP	Consistency
4 – Development without consent	Yes. The planning proposal will not contain provisions that will conflict or obstruct the application of the SEPP
22 – Shops and commercial purposes	Yes. The planning proposal will not contain provisions that will conflict or obstruct the application of the SEPP
33 – Hazardous and offensive development	Yes. The planning proposal will not contain provisions that will conflict or obstruct the application of the SEPP
44 – Koala habitat protection	Yes. The planning proposal will be consistent with this SEPP as a flora and fauna assessment will need to confirm whether the land is potential koala habitat or core Koala habitat or neither. A large part of the site is paddock, devoid of trees.
55 – Remediation of land	Yes. SEPP 55 aims to promote the remediation of contaminated land for the purpose of reducing the risk of harm to human health or any other aspect of the environment. Clause 6 requires that a planning authority must not include land in an EPI which allows the change of use of land unless: <ul style="list-style-type: none"> <li>a) The planning authority has considered whether the land is contaminated; and</li> <li>b) If the land is contaminated, the planning authority is satisfied that the land is suitable in its contaminated state (or will be suitable after remediation) for all the purposes for which land in the zoned area concerned is permitted to be used; and</li> <li>c) If the land requires remediation to be made suitable for any purpose permitted in that zone, the planning authority is satisfied that the land will be remediated before it is used for that purpose.</li> </ul> The planning proposal will be consistent with this SEPP as areas of environmental concern will be included in the DCP.
64 – Advertising and signage	Yes. The planning proposal will not contain provisions that will conflict or obstruct the application of the SEPP
Exempt and complying development codes 2008	Yes. The planning proposal will not contain provisions that will conflict or obstruct the application of the SEPP

SEPP	Consistency
Infrastructure 2007	<p>Yes.</p> <p>This SEPP provides a consistent planning regime for infrastructure and the provision of services across NSW, along with providing for consultation with relevant public authorities during the assessment process.</p> <p>It includes provisions relating to traffic generating development (which includes the subdivision of land) and development adjacent to road corridors or reservations.</p> <p>The planning proposal will not contain provisions that will conflict or obstruct the application of the SEPP.</p>
Mining, petroleum production and extractive industries 2007	<p>Yes.</p> <p>This SEPP includes provisions for the compatibility of proposed development with mining, petroleum production or extractive industry. It requires an assessment of compatibility with a development application.</p> <p>The site is in proximity to an existing sand extraction operation and is above an identified coal seam. The planning proposal achieves consistency with the SEPP as the likely impact on current or future extraction of materials by the development will be assessed through a relevant technical study.</p>
Temporary structures and places of public entertainment 2007	<p>Yes.</p> <p>The planning proposal will not contain provisions that will conflict or obstruct the application of the SEPP.</p>
Hawkesbury-nepean river (no 2-1997)	<p>Yes.</p> <p>This REP integrates planning with catchment management to protect the river system. The plan covers water quality and quantity, environmentally sensitive areas, riverine scenic quality, agriculture, and urban and rural residential development. It controls development that has the potential to impact on the river environment. This REP applies to all parts of the catchment in the Sydney Region (15 local government areas), except for land covered by Sydney REP No. 11 - Penrith Lakes Scheme.</p> <p>The planning proposal will be consistent with this REP as relevant technical studies will address the matters covered by the plan.</p>

## Q6: IS THE PLANNING PROPOSAL CONSISTENT WITH APPLICABLE MINISTERIAL DIRECTIONS (S 117 DIRECTIONS)?

The relevant section 117 Directions are considered below.

*Table 5 Consistency with relevant Ministerial Directions*

Ministerial Direction	Consistency
<b>EMPLOYMENT AND RESOURCES</b>	
1.1 Business and Industrial Zone	<p>Yes.</p> <p>The planning proposal will be consistent with this Ministerial Direction.</p>
1.2 Rural Zone	<p>This direction seeks 'To protect the agricultural production value of rural land'.</p> <p>The planning proposal is inconsistent with this objective.</p> <p>Inconsistency however, is permitted where it can be demonstrated that the provisions of the planning proposal that are inconsistent are justified by a strategy which:</p> <ul style="list-style-type: none"> <li>» Gives consideration to the objectives of this direction</li> <li>» Identifies the land which is the subject of the planning proposal (if the planning proposal relates to a particular site or sites</li> <li>» Is approved by the Director-General of the Department of Planning and is in force.</li> </ul> <p>The Draft South West Subregional Strategy gives consideration to the objectives of this direction (refer page 26) and discusses the current role of rural lands and their decreasing contribution to industry in the South West region. The site has been identified within Wollondilly Shire Council's Growth Management Strategy as a residential growth area.</p>
1.3 Mining, Petroleum Production and Extractive Industries	<p>Yes.</p> <p>The planning proposal will be consistent with the Ministerial Direction</p> <p>The objective is to "ensure that the future extraction of State or regionally significant reserves of coal, other material, petroleum and extractive materials are not compromised by inappropriate development".</p> <p>As outlined in Table 4, an assessment of the compatibility of the proposed uses with current and future extraction of materials will be undertaken. This will include consultation with the Department of Primary Industries.</p>

<b>Ministerial Direction</b>	<b>Consistency</b>
<b>ENVIRONMENT AND HERITAGE</b>	
2.1 Environmental Protection Zones	<p>Yes.</p> <p>This direction seeks 'To protect and conserve environmentally sensitive areas'. The planning proposal is consistent with this objective.</p> <p>The site is affected by Natural Resources - Water Map (Sheet NRW_010) in which land within 100m from the river is sensitive land.</p>
2.3 Heritage Conservation	<p>Yes.</p> <p>This direction seeks 'To conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance'. The planning proposal is consistent with this objective.</p> <p>Further technical studies will be undertaken as the planning proposal progresses through the Gateway system (and as directed by Council and the DoP) to secure the suitable conservation of any heritage on site.</p>
<b>HOUSING INFRASTRUCTURE AND URBAN DEVELOPMENT</b>	
3.1 Residential Zones	<p>Yes.</p> <p>The planning proposal will consider provisions that broaden the choice of buildings types; make efficient use of infrastructure and be of good design.</p>
3.4 Integrating Land Use and Transport	<p>Yes.</p> <p>The planning proposal will be consistent with the Ministerial Direction. It will consider the aims, objectives and principles of Improving Transport Choice – Guidelines for planning and development (2001) and The Right Place for Business and Services – Planning Policy (2001)</p>
<b>HAZARD AND RISKS</b>	
4.1 Acid Sulfate Soils	<p>Yes.</p> <p>The planning proposal will be consistent with the Ministerial Direction.</p> <p>A relevant technical study will be undertaken as the planning proposal progresses through the Gateway system (and as directed by Council and the DoP) to determine the presence of acid sulfate and address the matters set out in this Direction.</p>
4.2 Mine Subsidence and Unstable Land	<p>Yes.</p> <p>The planning proposal will be consistent with the Ministerial Direction.</p>

Ministerial Direction	Consistency
4.3 Flood Prone Land	<p>Yes.</p> <p>The proposed residential component is above 78m AHD with the exception of some minor fill to create a better urban form. Advice received from NPC noted that the 100 year flood flows in the area are confined to the main river by the railway embankment which is located immediately upstream of the subject site. This embankment has a crest above the 100 year ARI flood level and as such confines the flood flows to the railway crossing the river. The 100 year ARI flood extends southward about 700m from the main river channel and acts as a flood storage rather than flood conveyance.</p> <p>The minor loss of flood storage proposed by the Concept Plan will have an insignificant impact on the flood levels or flood behaviour. In addition the soil extraction activity at the river edge has already compensated for any flood storage loss. There are no impacts of flood flow as part of the proposal.</p>
4.4 Planning for Bushfire Protection	<p>Yes.</p> <p>The planning proposal will be consistent with the Ministerial Direction.</p>
<b>REGIONAL PLANNING</b>	
5.2 Sydney Drinking Water Catchments	<p>Yes.</p> <p>The planning proposal will be consistent with the Ministerial Direction.</p> <p>Consultation with Sydney Catchment Authority will occur.</p>
<b>LOCAL PLAN MAKING</b>	
6.1 Approval and Referral Requirements	<p>Yes.</p> <p>The planning proposal will be consistent with the Ministerial Direction.</p>
<b>METROPOLITAN PLANNING</b>	
7.1 Implementation of the Metropolitan Strategy	<p>Yes.</p> <p>The planning proposal will be consistent with the Ministerial Direction</p> <p>Refer to <b>Question 4</b> above.</p>

## Section C – Environmental, social and economic impact

### **Q7: 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?**

This planning proposal relates to the development of cleared farmlands. No clearing of native trees is proposed.

Environmental Resources Management Pty Ltd Australia (ERM) carried out a preliminary environmental constraints and opportunities mapping study for the site in 2008. The assessment considered the entire land holdings which were subject to a separate planning proposal. The following focuses on the identified constraints and opportunities that relate to the land which is the subject of this planning proposal. The report identified areas of low, medium and high constraints with land identified as having medium to high constraints considered generally developable, subject to further investigation. A significant proportion of the site is identified as having low to moderate constraints.

A preliminary ecological assessment included a one day site inspection and searches for threatened species under the NSW Threatened Species Conservation Act 1997 and the Commonwealth Environment Protection and Biodiversity Conservation Act 1999 previously recorded within a 10km radius of the study area.

In relation to flora habitat the assessment concluded that apart from communities mapped as Ecologically Endangered Communities (EECs) by National Parks and Wildlife Service (NPWS) the majority of the study area has been cleared of native vegetation and supports open grassland dominated by exotic species and pasture grass (refer to **Figure 9**).

In relation to fauna habitat, terrestrial fauna habitat was observed across the site, in areas of native woodland and cleared, open grassland with pockets of isolated trees. Hollow bearing trees and stags (standing dead trees), which provide roosting / breeding habitat for birds, bats and arboreal mammals were observed. Aquatic habitat was also observed in the form of farm dams, ephemeral water courses and the Nepean River.

The proposal does not affect land adjacent to the Nepean River or any dams.



Figure 9 Ecological Constraints Mapping



Figure 9 Ecological Constraints Mapping

## Q8: AREA THERE ANY OTHER LIKELY ENVIRONMENTAL EFFECTS AS A RESULT OF THE PLANNING PROPOSAL AND HOW ARE THEY PROPOSED TO BE MANAGED?

As set out in A Guide to Preparing Planning Proposals the purpose of this question is to ascertain the likely environmental effects that may be relevant. It states that technical investigations to address an identified environmental issue should be undertaken following the initial Gateway determination. Technical studies, together with community and public authority consultation, will investigate the potential for other likely environmental effects arising from the planning proposal and explore options for the mitigation and management of any environmental effects.

### Flooding

As outlined in question 6 advice received from NPC noted that the 100 year flood flows in the area are confined to the main river by the railway embankment which is located immediately upstream of the subject site. This embankment has a crest above the 100 year ARI flood level and as such confines the flood flows to the railway crossing the river. The 100 year ARI flood extends southward about 700m from the main river channel and acts as a flood storage rather than flood conveyance.

The minor loss of flood storage proposed by the Concept Plan will have an insignificant impact on the flood levels or flood behaviour. In addition the soil extraction activity at the river edge has already compensated for any flood storage loss. There are no impacts of flood flow as part of the proposal.

### Bushfire

A desktop analysis of bushfire constraints was undertaken in accordance with the requirements of Planning for Bushfire Protection (PBP) 2006 – refer to section 4 of the ERM report.

None of the land within the study area was identified as bushfire prone. The riparian corridor which follows the Nepean River to the north and east of the site was identified as bushfire prone but this should not impact upon the study area. No further investigation is required.

### Contamination

ERM undertook a Phase 1 Contamination Assessment, which involved a desktop survey and site inspection. It concluded that there were several potential contamination issues identified within the site.

**21 Station Street, Menangle** - This area contains the locally heritage significant former creamery. Based on the presence of two ASTs and the prolonged use of the site for farming and grazing, ERM considered the risk of significant historical on-site contamination is considered to be moderate to high.

**251 Menangle Road, Menangle** - Based on the prolonged use of the site for farming and grazing and the associated possible use of pesticides and herbicides, the risk of significant historical on-site contamination is considered to be low to moderate.

The identified areas of environmental concern can be identified in a DCP with controls that require further investigations and remediation during the D.A. and construction phases. No further technical work is required as part of the planning proposal.

### Mine subsidence

The Mine Subsidence Board has a number of guidelines relating to surface development. Any future development will need to be designed in accordance with these guidelines.

## Q9: HAS THE PLANNING PROPOSAL ADEQUATELY ADDRESSED ANY SOCIAL AND ECONOMIC EFFECTS?

Technical studies, together with community and public authority consultation, will investigate the potential for other likely environmental effects arising from the planning proposal and explore options for the mitigation and management of any environmental effects.

### Indigenous heritage

At the time of the ERM report no Aboriginal sites were recorded directly on site, however a number of different sites have been recorded in close proximity to the site (refer to **Figure 10**).

A desktop assessment to identify the potential for any Aboriginal heritage constraints on the site concluded that there is a high potential for Aboriginal heritage sites along the banks of the Nepean River. There appears to be little disturbance of these areas and any Aboriginal sites are likely to

have high integrity. Land within 100m of the Nepean River is likely to have a high heritage potential.

The planning proposal does not include land within 100m from the Nepean River.

Other tributaries which run through the study area could have been the focus for Aboriginal occupation. These tributaries are likely to have been eroded and impacted by clearing and grazing and it is therefore considered that the area around these creeks has a moderate level of archaeological potential.

The majority of the land within the study area has been impacted by farming activities which will have impacted on any Aboriginal heritage sites that exist in these areas. As Aboriginal sites tend to be closer to water sources, along ridges or in areas with particular resources, there is a lower likelihood for sites to exist in these areas. These areas however, may contain



Figure 10 AHIMS Search Results

isolated finds or low density artefact scatters which are protected under the NPWS Act 1974.

Further investigation can be undertaken to map areas of potential archaeological sensitivity and include appropriate controls within the DCP. The DCP controls would then require further archaeological investigations of these areas to tie in with the development application stage, during which a s90 permit may be obtained under the National Parks and Wildlife Act 1974 and detailed consultation with the Aboriginal community.

## European heritage

Menangle Village is listed as a Heritage Conservation Area under the existing Wollondilly Shire Council LEP Local and State Heritage items located on the site are:

- » Menangle Railway Station (local and State significance)
- » Camden Park Estate Central (local significance)
- » Camden Park Rotolactor (local significance).

All these sites are in proximity to the railway station.

A heritage assessment was completed to determine the significance of the heritage items and their curtilage on the site (refer to accompanying Graham Brooks and Associates (GB&A) report). The GB&A report identified a group of important non-residential buildings, the former Camden Park Rotolactor and Creamery structures. The report notes that it is unlikely that a viable reuse will be found for the former Camden Park Estate Central Creamery and the Camden Park Rotolactor while the site retains its current rural zoning.

The Camden Park Rotolactor is already in a dilapidated condition and any conservation and adaption for reuse will be costly.

The assessment concluded that the indicative Concept Plan is a positive heritage outcome for the identified heritage buildings which are unlikely to be conserved in their current planning context. The picturesque setting of the Menangle village will be retained in any future development by the application of the controls of the Wollondilly DCP 2011 which limit building height and form.

As outlined in the JRPP recommendation consideration will be given to the specification of the restoration works to be undertaken on the local heritage items and the mechanism for ensuring these works are adequately financed and completed.

## Community services

### Health and welfare

The site is approximately 12km from Campbelltown Hospital, Campbelltown Police station and other emergency services such as ambulance and fire.

In terms of local health services, health consulting facilities are permissible in the proposed zones. The mixed use centre can provide spaces suitable for privately operated GP medical centres and allied health services such as dentists and physiotherapists.

### Schools

The Department of Education and Communities (DEC) Advisory Notes for School Site Selection sets out the following criteria for the provision of schools in areas of new residential development:

- » One public primary school per 2,000 to 2,500 new dwellings
- » One public high school per 6,000 to 7,500 dwellings (ie catchment of three primary schools)

These criteria indicate that the planning proposal will not be large enough by itself to support a primary school. This threshold is not even met when combined with the number of dwellings in the existing Menangle village, which based on the 2011 Census, is 185 dwellings.

### Child care

In common with most new developments, childcare can be provided by private sector providers, as demand develops. The proposed zonings allow childcare centres to be provided in the mixed use centre or within the residential area.

Consultation with the appropriate public bodies will establish if there are sufficient community, education and health services available.

## Section D – State and Commonwealth interests

### Q10: IS THERE ADEQUATE PUBLIC INFRASTRUCTURE FOR THE PLANNING PROPOSAL?

Local infrastructure will be essential to the site's successful development. Preliminary investigations of the site's ability to be serviced by water and sewer infrastructure and traffic and transport have been undertaken by GHD Pty Ltd and AECOM.

The key findings of these reports are summarised below.

#### Water

Initial investigations undertaken by GHD indicate that the land can be serviced for potable water via connections and where necessary augmentations to existing infrastructure. The design and sizing of the infrastructure would be subject to further engineering, environmental and social assessments.

The closest centralised sources of potable water includes the existing water mains supplying Menangle Village and the trunk water mains from Macarthur Water Filtration Plant. The Nepean River may also serve as a source of potable water once treated.

In addition, the proposal offers the opportunity for the utilisation of non-potable water in place of potable water for non-potable end uses resulting in smaller potable water infrastructure footprint.

The provision of recycled water to the study area will ensure that wastewater is managed onsite with only excess recycled water requiring management (either via irrigation or treated discharge to the Nepean River).

GHD considered a range of water and wastewater servicing opportunities for the site, taking into account the apparent inherent opportunities and constraints to determine a short list of servicing strategies for the study area. The resulting short list of servicing strategies were:

- » **Servicing Scheme 1:** Supplying potable water to the site via a connection to the existing 200mm water main supplying Menangle Village. This potable water will be stored in a local reservoir potentially located at the southern end of the site.
- » **Servicing Scheme 2:** Option 2 is similar to Option 1, with the exception that the potable water demands for the proposed area are supplied from a connection along the 1200mm main from the Macarthur Water Filtration Plant (WT0046), with a new 3 to 14 km main to supply the development
- » **Servicing Scheme 3:** Option 3 is similar to Option 1, with the exception that raw water extracted from the Nepean River under the existing 900 ML/y GS extraction license would be treated and provide the primary water supply for the proposed area while the connection to the existing 200mm water supply main for Menangle Village would provide a backup supply only. This provides an alternative option should the capacity of the existing 200mm main not be sufficient to supply the additional demand.

All identified water servicing options will be discussed with Sydney Water to determine the most sustainable servicing option to develop. For further details refer to the accompanying GHD report.

## Waste water

A centralised wastewater system does not currently exist within or near the study area. The existing Menangle Village is serviced by a variety of private on-site sewerage systems that have operational problems (and require pump out or disposal by irrigation). As such, servicing the study area with sewer infrastructure provided an opportunity to incorporate the existing Menangle Village.

Initial investigations have identified the following options for dealing with waste water:

- » **Option Sewer A:** A new package wastewater treatment plant may be located within the study area.
- » **Option Sewer B:** Wastewater could be pumped to West Camden STP. In 2008, Maunsell were advised that the only likely connection to West Camden STP (due to capacity issues) would be near the headworks, which is approximately 13 km north-west of the site.
- » **Option Sewer C:** Wastewater could be pumped to Glenfield STP. In 2008, Maunsell were advised that Glenfield STP would require significant capacity upgrade in order to service the proposed Menangle Park development. In addition, Glenfield STP is located approximately 24 km from the site. Assuming that there is sufficient capacity in existing network for half of this distance, the remaining 12 km of transfer pipework to connect to Glenfield STP would require augmentation. In addition, several pump stations would likely be required to transport wastewater.
- » **Option Sewer D:** Each dwelling may have an individual wastewater treatment plant (and thus associated recycled water treatment plant as denoted in Non Potable D).
- » **Option Sewer E:** Extension of the existing Menangle Park Servicing Strategy which includes a 'new Menangle Park STP' located approximately 3 kms from the site (on the other side of the Nepean River near the Southwestern Freeway). This STP is proposed to service additional surrounding growth (for example, Glenlee, Jacks Gully amongst others).

Due to the significant distance of the West Camden STP and Glenfield STP from the site and the significant augmentation that would be required to cater for effluent from the Menangle site, an on-site wastewater recycling plant is the preferred option.

Excess treated recycled water would require onsite management (which may be difficult) and thus result in a network to manage recycled water in a central location. Option Sewer D requires significant lot scale management and is unlikely to be favoured by the community.

The proposed Menangle Park STP has not yet proceeded and would require upgrading to cater for flows from the study area and the development of the study area would be constrained by the timing and availability of the new STP.

Option A sewer will therefore be developed for further consideration in discussion with Sydney Water. For further details refer to the accompanying GHD report.

The proposal does not intend for the Council to be owner / operator of the STP. A suitable owner / operator licenced under the water Industry Competition Act 2006 will be investigated.

## Roads

The Hume Highway (SH31) provides trunk commuter access between south western Sydney, the Sydney CBD and commercial and industrial areas along the M5 Motorway. Current accesses to the Hume Highway from Menangle are 10 kilometres north at Narellan Road and 16 kilometres south at Picton Road.

The Hume Highway is a four-lane road with shoulder lanes on both sides of the carriageways. It is considered to be operating well within capacity during the average weekday and weekend peak hours.

Menangle Road is critical to the site, as it is currently the primary provider of road access to the north. It is classified as a state road and therefore controlled by NSW Roads & Maritime Services (RMS). It is a two-way two-lane rural arterial road with a 100km/hr speed limit south of the Broughton Anglican College. The speed limit reduces to 60km/hr through Menangle Village.

Station Street links Menangle Road with Moreton Park Road and, via Stevens Road, connects the village with the rail station. Station Street is a two-way two-lane road with a posted speed limit of 60km/hr and a wide cross section. Station Street crosses the rail line via an overbridge at its eastern end.

Stevens Road connects Station Street with Menangle Railway Station. It is a two-way road with no line markings and it has a fairly narrow cross-section. The road has significant trees in the verge on both sides.

Moreton Park Road is a two lane, undivided road that runs north to south from Menangle to Douglas Park. It has a speed limit of 80km/hr and provides an alternative route to Menangle Road to the south and runs parallel to the Hume Highway.

Detailed investigations are yet to be undertaken, however it is considered that these roads will have sufficient capacity to support the additional demands generated by the proposal. The intersections on Menangle Road will need to be considered in further detail as part of future development planning for the site. In addition, the intersection of Station Street and Moreton Park Road, adjacent to the rail overbridge, would need to be considered carefully due to the existing sight lines in this location. A greater standard of intersection control and a change to the posted speed limits may be required in this location.

As set out in the JRPP recommendation the following will be prepared:

- » a concept railway bridge design including consideration of relocation further north to improve road geometry and access for pedestrians
- » A traffic study and recommended intersection treatment for Menangle Station/ Woodbridge intersection and associated road geometry for Moreton Park Road and consider relocation to improve access.

## Pedestrian and cycle access

Existing infrastructure for pedestrians is very limited in the Menangle area, reflecting the low number of residents that currently live in Menangle and its rural nature. Other than on Menangle Road itself, footpaths are not provided on local roads, such as Moreton Park Road and Station Street. There are also no formal footpaths between Menangle village and Menangle Railway Station. There are pedestrian refuges on Menangle Road, to the north and south of the intersection with Station Street, to facilitate safe crossing of the main through route.

Wollondilly Council has adopted a cycleway / shared path route map (dated June 2008) for the whole shire. The adopted plan will complement the existing number of shared cycle ways networked throughout the Shire.

The route map includes a shared path on Menangle Road, Station Street and Moreton Park Road however there are currently no dedicated cycle facilities along these routes in the vicinity of the study area.

The Campbelltown cycleway network consists of both on and off-road signposted routes. Currently an on-road cycle route is provided on Menangle Road between the Hume Highway overbridge near Medhurst Road and Macarthur.

There is also no formal (secure) bicycle parking facilities at Menangle Railway Station.

Detailed planning for the development has yet to take place however, with the proposed land uses located adjacent to the existing village and surrounding the railway station, walking trips are likely to be common. The majority of residences will be within 400 metres of the railway station and heritage / community precinct and therefore access by walking will be a feasible method of travel.

Opportunities also exist to link the development to existing and proposed land uses and future cycle facilities. Provision of cycle paths would promote use of this mode.

## Public Transport

The study area is currently serviced by Busways route 889 that operates between Menangle and Campbelltown, a low frequency route. The bus travels from Campbelltown via Macarthur Square along Menangle Road, Station Street and Moreton Park Road. A total of 12 services stop in Menangle throughout the weekday, with a frequency of approximately 55 minutes in the morning peak and between 60-105 minutes in the afternoon peak. Four services stop at Menangle on a Saturday, with one service in each direction during the morning and afternoon.

Menangle is also serviced by Busways route 47, which links Menangle with Camden. This route travels along Woodbridge Road, Finns Road and Menangle Road, providing four morning and three afternoon services Monday to Friday (there are no weekend services).

Therefore, although bus services are in operation to serve Menangle, the frequency is very low.

Previous consultation with Transport for NSW and the bus operator, Busways, has indicated that currently there are no planned bus network upgrades in and around the Menangle area. However, further discussions should be made with these agencies at a later stage to investigate the possibility of bus route diversion (as shown in the Concept Plan) and / or improved service frequencies to serve the proposed development and encourage bus ridership / mode share.

CityRail services to the south west generally terminate at Campbelltown, although some services on the East Hills Line terminate at Macarthur Station. Electrification of the rail line ceases to the south of Macarthur Station and so services to Menangle Station are provided by diesel trains operating on the Southern Highlands Line.

Train services are very infrequent in the peak hours, with a 60 minute frequency in the morning and 30-60 minute frequency in the afternoon. A Compendium of CityRail Travel Statistics (CityRail, 2010) indicates that Menangle Station is used very little by passengers, with only 10 entries and 10 exits during a weekday in 2009. There are no formal interchange facilities at Menangle Station, given the lack of train services and passengers to this station.

For commuters travelling from Menangle to the city and vice versa, a change of trains is required at either Campbelltown or Macarthur stations.

Menangle Station is unmanned and therefore, together with low levels of passenger demand, casual observation / surveillance is low. The station has parking provision for approximately 20 vehicles however there are no line-markings and during site visits it's been observed that very few (<5) vehicles are left parked at the station. Anecdotal evidence has indicated that vehicles are subject to theft / vandalism due to the low level of activity at the station. As a consequence of this, and the frequency of trains to / from Menangle, commuters are more likely to drive to Campbelltown or Macarthur stations to park and catch the train rather than travel from Menangle.

At present, train services to / from Menangle Station are infrequent. The proposal is likely to generate additional rail passenger trips, particularly to local centres such as Campbelltown and Macarthur. The development would also improve road access to the station.

Development to / from and around the rail station will increase activity and raise passive surveillance which is a probable cause for the current low levels of passenger use.

For further details relating to roads, pedestrian and cycle movement and public transport refer to the accompanying AECOM report.

## Electricity and gas utility

There is the possibility to connect to the local electricity mains. There is no mains gas near the site.

## EXISTING GOVERNMENT INVESTMENT IN INFRASTRUCTURE

There is significant Government transport investments in the area.

### Rail Clearways Plan (NSW Government, 2003)

The Rail Clearways Plan, announced by the NSW Government in 2003, is an initiative to improve the reliability of the CityRail network. The program of works to separate Sydney's 14 metropolitan rail routes into five independent clearways is underway with many of the projects already complete.

CityRail services on the Cumberland Line (Blacktown to Campbelltown), South Line (Campbelltown to City Circle) and East Hills Line terminate at Campbelltown, while some services on the East Hills Line (via Sydenham) terminate at Macarthur Station. 'Clearway 3' will enable express services to operate from Campbelltown to the City. Stage 1 of these works are complete and stage 2 is anticipated to be completed in 2011. Stage 1 includes modifications to the station concourse and platform work, the bus/rail interchange, kiss and ride facilities, the construction of lifts and stairs to the pedestrian overpass and construction of the new commuter car park adjacent to the station. Stage 2 includes the construction of additional track on the southern side of the existing tracks and a new platform at Macarthur. The Rail Clearways Plan will enable additional trains to be introduced on the line, reducing crowding on peak commuter services in the peak direction and improving frequency and reliability of train services to Macarthur.

### ARTC – South Sydney Freight Link

The Australian Rail Track Corporation (ARTC) is currently undertaking a program of works to improve the efficiency and cost-effectiveness of rail freight services along the North-South Rail Corridor between Melbourne, Sydney and Brisbane. A major bottleneck in the rail freight network currently exists in southern Sydney, where freight trains share existing rail lines with the Sydney metropolitan passenger services operated by RailCorp. During morning and afternoon peak periods, freight services are not permitted to run due to passenger priority. As a result, freight services cannot arrive or depart Sydney at the optimum times.

The Metropolitan Strategy aims to encourage the upgrade of the metropolitan rail freight network and to maximise the efficiency of freight transport and the proportion of freight transported by rail. As part of the strategy to achieve this, the South Sydney Freight Line will be developed.

Stage 1 of the Southern Sydney Freight Line (SSFL) will ultimately provide a dedicated freight line for a distance of 30 kilometres between Macarthur and Sefton in southern Sydney. Stage 2 will be completed shortly and Stage 3 by the end of 2013. The SSFL would provide a third track in the rail corridor specifically for freight services, allowing passenger and freight services to operate independently, increasing the competitiveness of rail freight.

**Q11: What are the views of state and Commonwealth public authorities consulted in accordance with the Gateway determination?**

Attempts have been made to consult with Sydney Water however they have not been willing to discuss the proposed servicing options for the planning proposal. Discussion with Sydney Water is able to occur only once the planning Gateway process has commenced. Consultation is proposed with the following Government authorities, agencies and other stakeholders in regard to this planning proposal:

- » NSW Department of Planning and Infrastructure – West Sydney Region Team
- » Office of Environment and Heritage
- » Mine Subsidence Board
- » Transport for NSW and relevant rail agencies
- » Roads and Maritime Services
- » Sydney Water Corporation
- » Utility and telecommunication agencies
- » Wollondilly Council
- » Social infrastructure providers – education, health.

Confirmation of the above list is sought through the Minister's Gateway Determination.

# Part 4

## Mapping

### Existing Controls in the Wollondilly LEP 2011 affecting the Site

Zone	<p>The land is zoned RU1 Primary Production.</p> <p>The objectives of the RU1 Zone</p> <ul style="list-style-type: none"> <li>» To encourage sustainable primary industry production by maintaining and enhancing the natural resource base.</li> <li>» To encourage diversity in primary industry enterprises and systems appropriate for the area.</li> <li>» To minimise the fragmentation and alienation of resource lands.</li> <li>» To minimise conflict between land uses within this zone and land uses within adjoining zones.</li> <li>» To provide for a range of land uses (including tourism-related uses) that support the agriculture industry.</li> <li>» To provide areas within which the density of development is limited in order to maintain a separation between urban areas.</li> </ul>
Height	There are no height controls on the site.
Minimum Lot Size	100ha
Heritage	<p>The subject site contains the following heritage items, identified as items of local significance in Schedule 5 of the Wollondilly LEP 2011:</p> <p>Item I100: Camden Park Estate Central Creamery, 45 Stevens Road, Part Lot 21, DP581462;</p> <p>Item I83: Camden Park Rotolactor, 15 Menangle Road, Part Lot 201, DP590247;</p> <p>Item I97: Dairy Cottage, 1370 Moreton Park Road, Part Lot 202, DP 590247.</p> <p>Additionally, part of the site is located within the Menangle Conservation Area and it is the vicinity of the following heritage items, grouped as being immediately adjacent to, and located at some distance from, the subject site.</p>

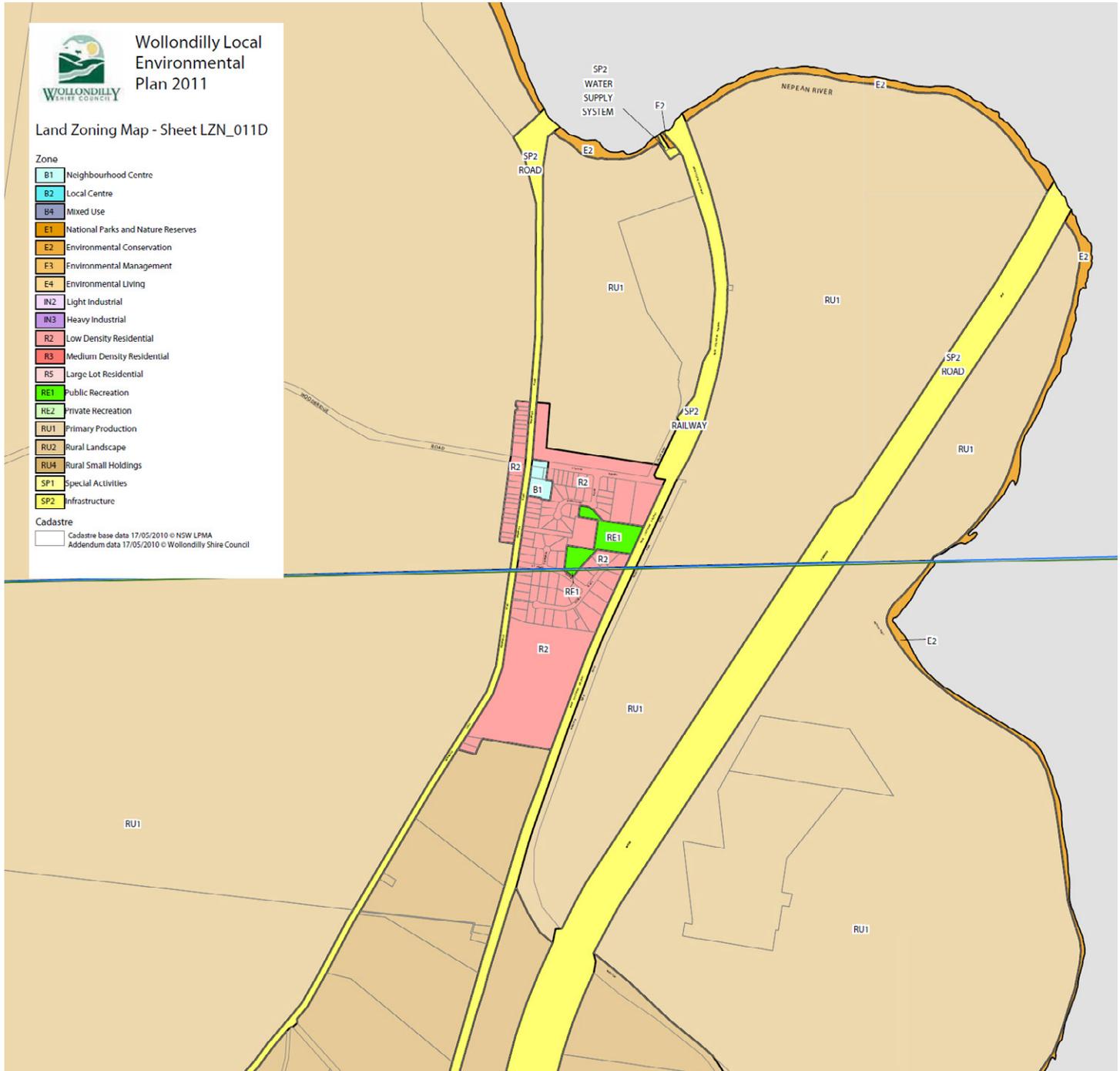


Figure 11 Current Land Zoning Map

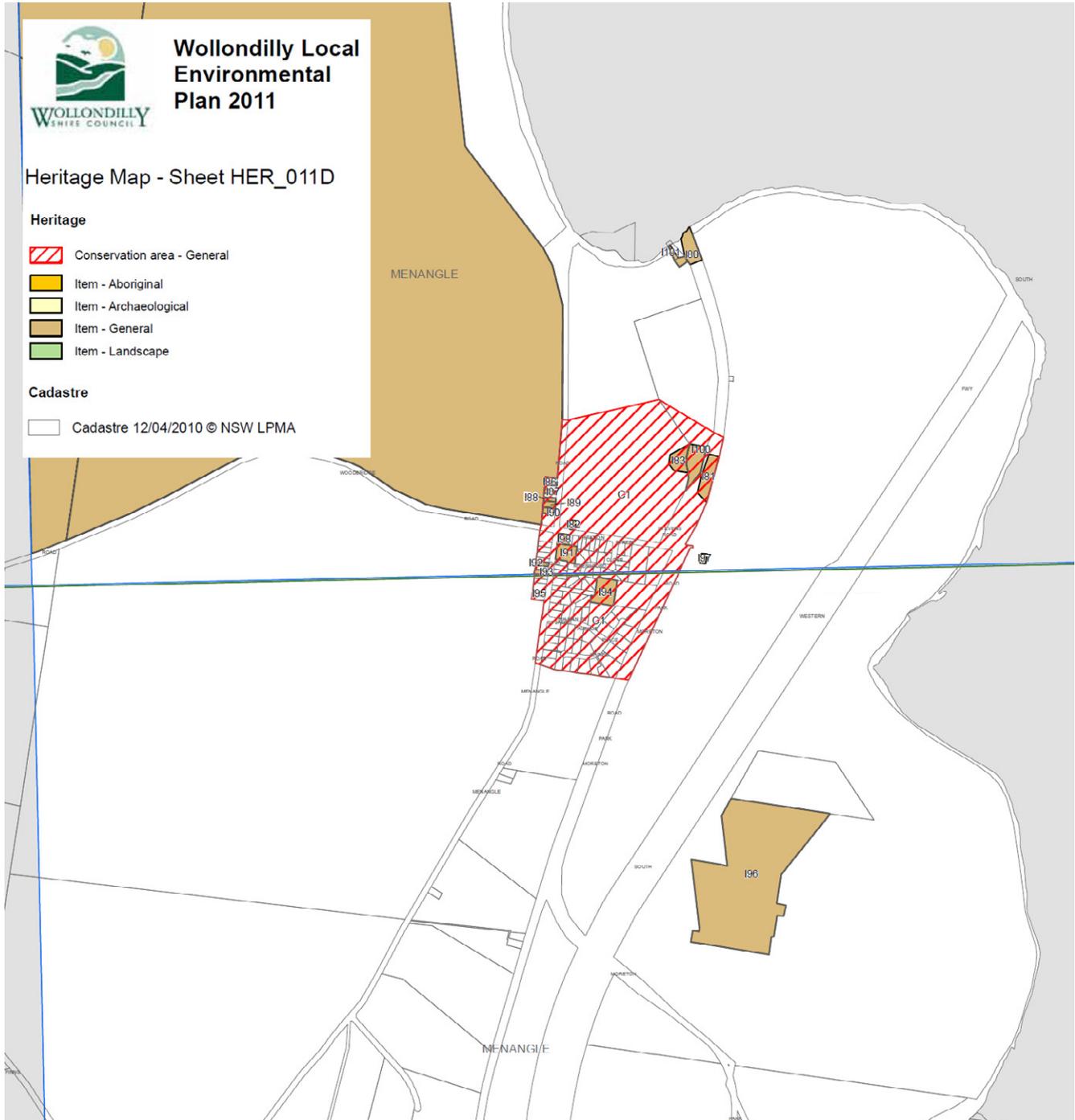


Figure 12 Current Heritage Map

## Existing controls in the Wollondilly LEP 2011 affecting the surrounding area

Zone / Standard	Location	Control
Zone	surrounds	R2 – Low Density Residential B1 – Neighbourhood Centre RE1 – Public Recreation
Height	Land in R2 zone	6.8m
	Land in B1 zone	9m
Minimum Lot Size	Adjacent residential subdivision and northern part of Menangle Village	975sqm
	Southern part of Menangle Village	1250sqm

### Adjacent Heritage Items

- » Item I82: Camden Park Estate–Central Creamery Manager’s Cottage, 15 Menangle Road, Part Lot 201, DP 590247
- » Item I81: Menangle Railway Station Group, Station Street (Main Southern Railway)
- » Item I86: Bungalow, 92 Menangle Road, Lot A, DP 940830
- » Item I87: Bungalow, 96 Menangle Road, Lot 1, DP 305932
- » Item I88: House, 100 Menangle Road, Lot 1, DP 587187
- » Item I89: Cottage, 102 Menangle Road, Lot A, DP 322713
- » Item I90: Bungalow, 106 Menangle Road, Lot B, DP 322713
- » The Menangle Railway Station Group is also listed as an item of State Significance on the NSW State Heritage Register, and is included in the NSW Railcorp S170 Heritage and Conservation Register.

Other Heritage Items in the surrounding area include:

- » Item I98: Menangle Store, 2 Station Street, Lot 8, DP 531899
- » Item I91: St Patrick’s Catholic Church, 119 Menangle Road, Lot 100, DP 790213
- » Item I92: Cottage, 124 Menangle Road, Lot 1, DP 979893
- » Item I93: Cottage, 128 Menangle Road, Lot B, DP 398310
- » Item I94: St James’ Anglican Church, 131 Menangle Road, Lot 1, DP 306367
- » Item I80: Menangle Rail Bridge over Nepean River, Menangle Road (Main Southern Railway)
- » Item I101: Menangle Weir, Station Street, Lot 2, DP 775452

The Menangle Rail Bridge is also listed as an item of State significance on the NSW State Heritage Register, and is included in the NSW Railcorp S170 Heritage and Conservation Register.

St James Anglican Church is a prominent heritage item of local significance in Menangle Village. It is sited on a hill to the south of the subject site.

Refer to **Figures 11 - 12**.

### Proposed control maps

Figures 13 - 15 include the proposed control maps.

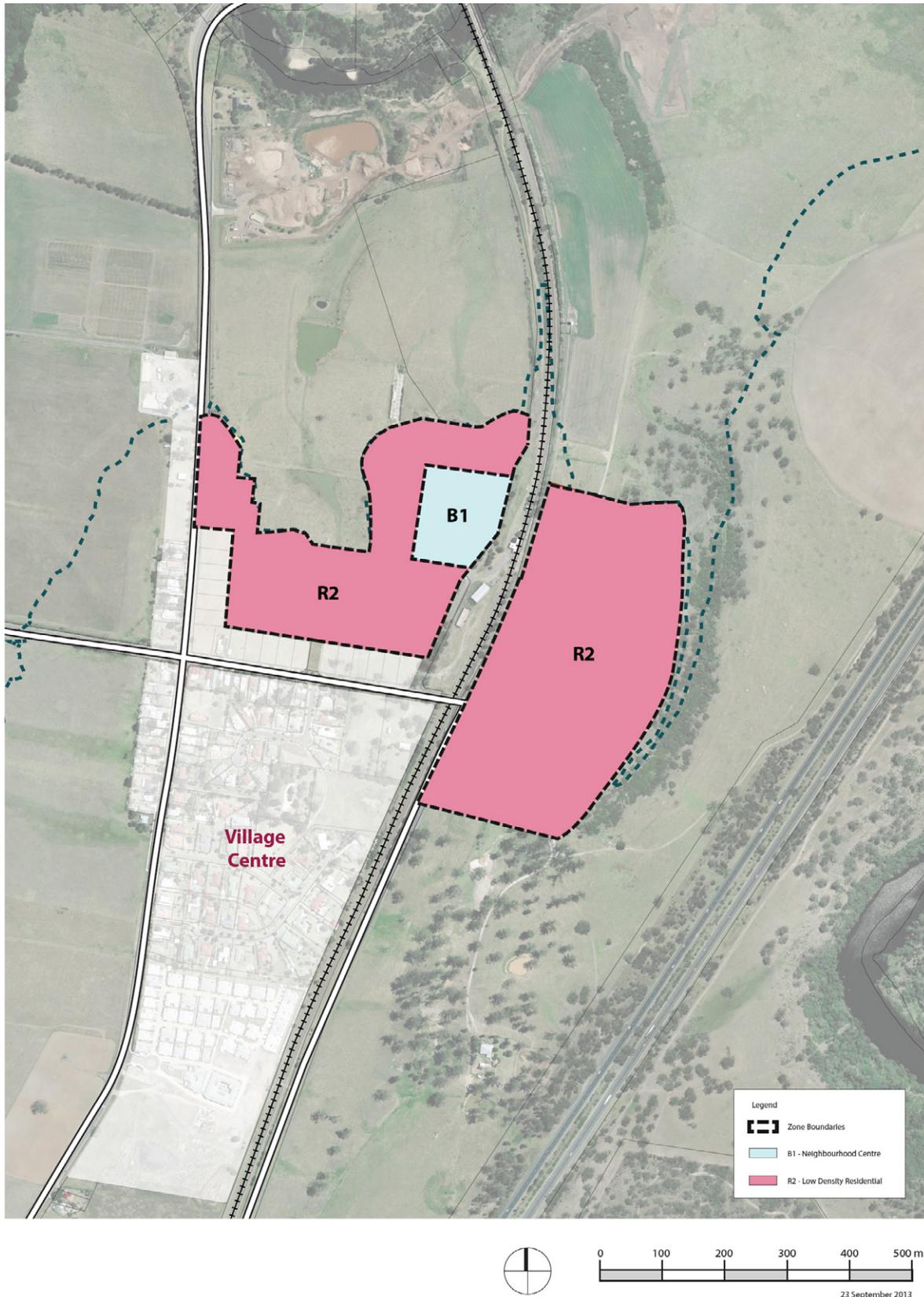


Figure 13 Proposed Land Zoning Map

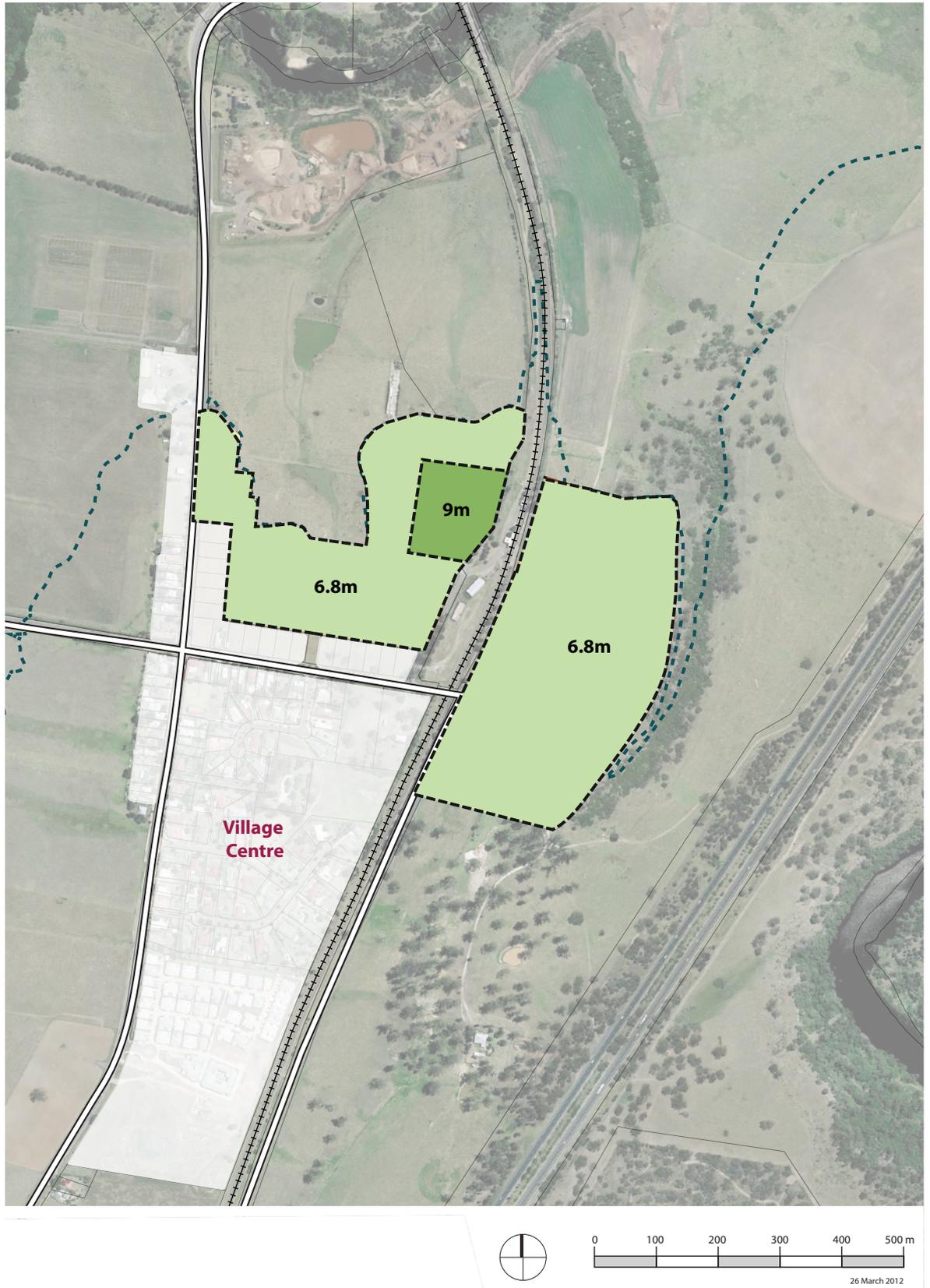


Figure 14 Proposed Height of Buildings Map

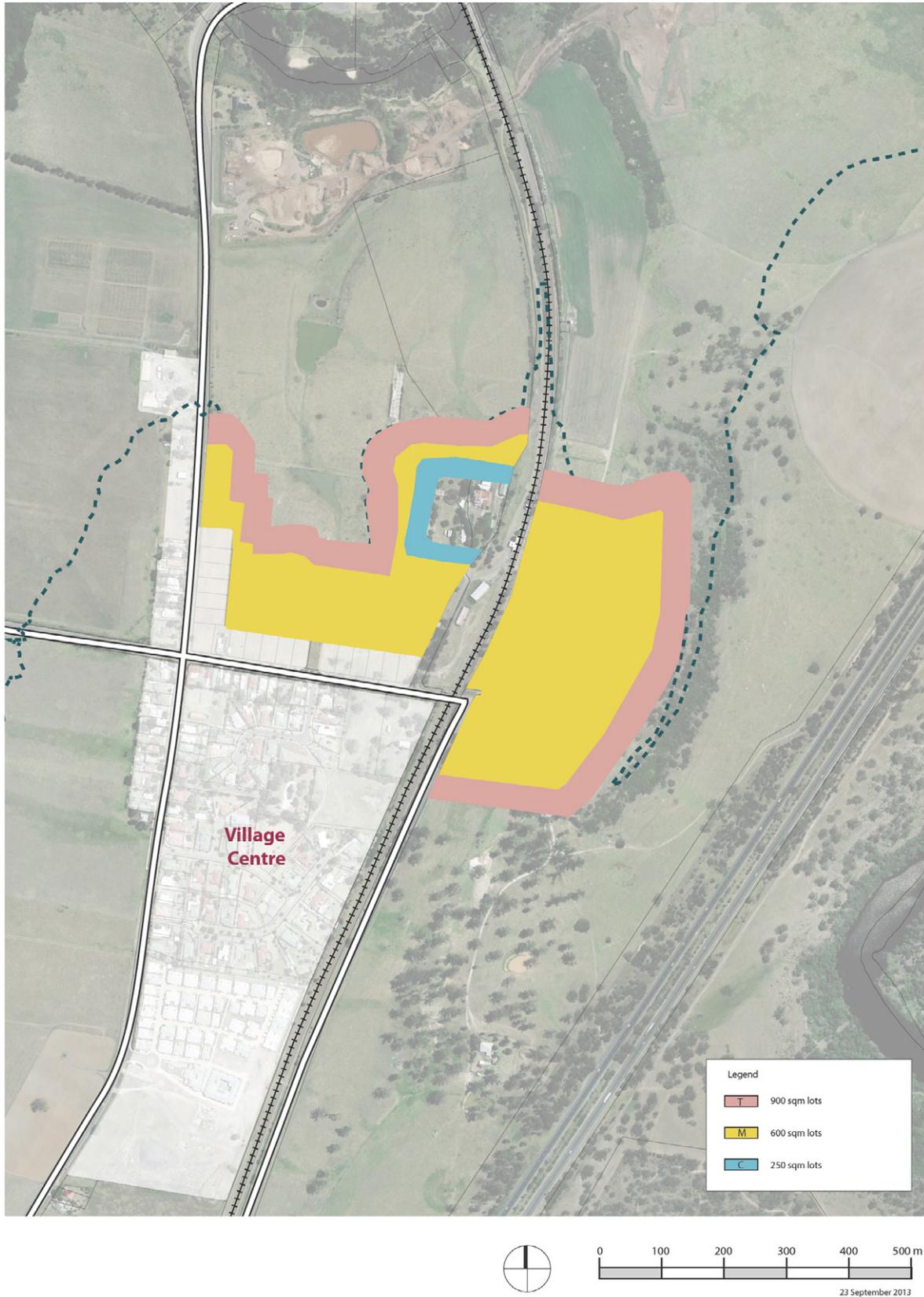


Figure 15 Proposed Lot Size Map

# Part 5

## Community consultation

### **Consultation prior to gateway determination**

Pursuant to Council policy, initial notification was given to nearby and potentially affected land owners in May 2012. A summary of the issues raised are set out in Council's assessment report for the 15 October 2012 Council meeting (refer to annex A).

The applicant has a history of seeking community input through public meetings and online.

### **Future consultation following the gateway determination**

This planning proposal does not fall within the definition of 'low impact planning proposal' set out in section 5.5.2 of A Guide to Preparing Local Environmental Plans. As such the minimum exhibition period is 28 days. Notification of the formal public exhibition will be in accordance with section 5.5.2 of the Guide.

# Part 6

## Project timeline

The project timeline will be determined by the RPA.

<b>Action</b>	<b>Timing</b>
Anticipated commencement date (date of Gateway determination)	Determined by the Gateway determination
Anticipated timeframe for the completion of required technical information	Determined by the RPA
Timeframe for government agency consultation	Determined by the RPA
Commencement and completion dates for public exhibition period	Determined by the RPA
Dates for public hearing	Determined by the RPA
Timeframe for consideration of submissions	Determined by the RPA
Timeframe for consideration of a proposal post exhibition	Determined by the RPA
Date of submission to the department to finalise the LEP	Determined by the RPA
Anticipated date RPA will make the plan	Determined by the RPA
Anticipated date RPA will forward to the department for notification	Determined by the RPA

# Appendix A

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## Council officer assessment report

*15 October 2012*

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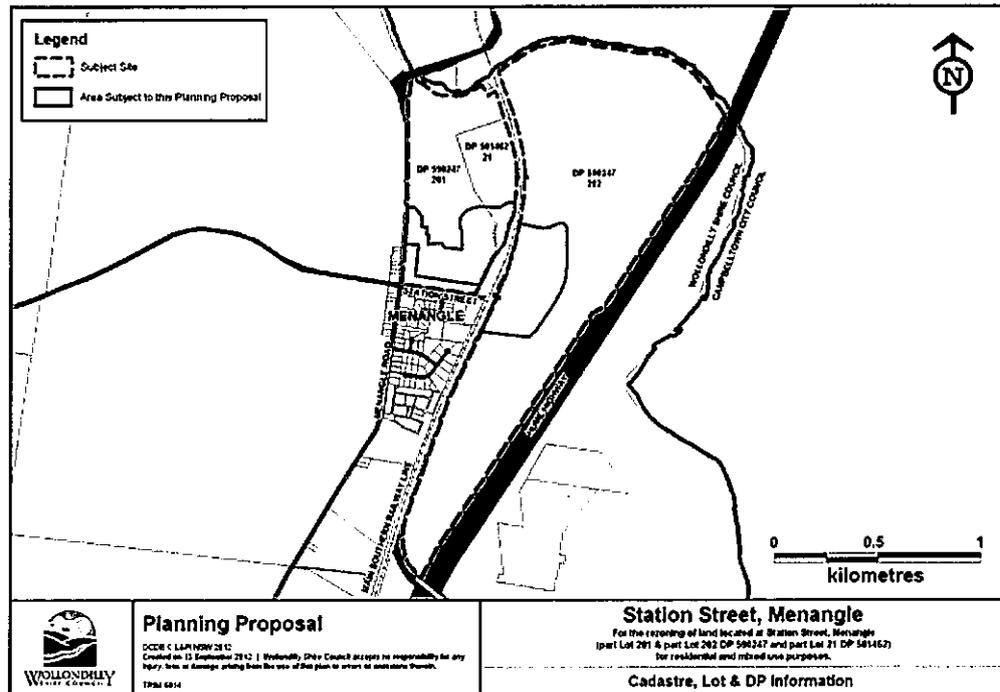
PE7

**Draft Planning Proposal – Station Street, Menangle**  
55MCOO

TRIM 6814

**APPLICANT:** Elton Consulting  
**OWNER:** Souwest Developments P/L  
**CURRENT ZONING:** RU1 Primary Production

**REPORT**



**Figure 1:** Map showing the location of the subject site and the area within that site for which a change in zoning is sought (shown hatched).

**EXECUTIVE SUMMARY**

- Council has received an application for a Planning Proposal to rezone land in Station Street Menangle to R2 Low Density Residential, R3 Medium Density Residential and B1 Neighbourhood Centre **OR** alternatively R1 General Residential and B1 Neighbourhood Centre.
- There have not been any disclosures of political donations made in regard to this application.
- Part of the subject land is identified as a 'potential residential growth area' on the Structure Plan for Menangle within the Wollondilly Growth Management Strategy (GMS) 2011.

Planning & Economy

- A preliminary assessment of the draft Planning Proposal against the GMS indicates that it is generally consistent with the aims and key policy directions of the strategy to the extent that can be determined at this time and subject to amendments as detailed in this report.
- Accordingly this report recommends Council prepare a Planning Proposal for land in Station Street, Menangle being Part of Lot 201 DP 590247; Part of Lot 21 in DP 581462; and Part of Lot 202 in DP 590247 to amend Wollondilly Local Environmental Plan, 2011 to:
  - change the zoning to part Zone R2 Low Density Residential and part Zone B1 Neighbourhood Centre
  - change the Height of Buildings map to limit future development to single storey
  - change the Lot Size Map to a minimum lot size to be prescribed by a more detailed Heritage Impact Assessment.

#### **BACKGROUND**

##### **Site Description**

The subject site is located to the north and east of Menangle village being the following parcels of land:

- Lot 201 DP 590247
- Lot 21 DP 581462
- Lot 202 DP 590247.

The site is bound by Station Street, Menangle Road to the west, the Nepean River to the north and the Hume Freeway to the east. The main southern railway line runs north - south through the site. The land is currently in Zone RU1 Primary Production under the Wollondilly Local Environmental Plan 2011 (WLEP 2011).

The site is mostly cleared land with improved pasture and has a long history of use for agricultural purposes. The current use is livestock grazing and fodder production. There are mature native trees east of the railway line with a mostly cleared understorey.

Built structures on the property include a number of farm sheds, farm dwellings, and the following heritage items of local significance:

- Item I82 Camden Park Estate Central Creamery and Managers Cottage
- Item I83 Camden Park Rotolactor
- Item I97 Dairy Cottage
- Item I100 Camden Park Estate Central Creamery

The property has access to Station Street, Stevens Road and Moreton Park Road. Features of the site and surrounds are shown in the Aerial Map included in Attachment 1.

The site is currently within Zone RU1 Primary Production and subject to a minimum lot size of 100 hectares with the exception of a section of Lot 201 DP 590247 with frontage to Menangle and Station Streets which is within Zone R2 Low Density Residential.

Development Consent ID202-05 for a 19 Lot Torrens Title Subdivision exists for the land in Zone R2 fronting Station and Menangle Streets. A copy of the approved plan for this subdivision is included in Attachment 2. Site works for this subdivision are underway.

The site is within the proposed Landscape Conservation Area supported by Council at its Ordinary Meeting of 16 July, 2012. A copy of the proposed Landscape Conservation Area is included in Attachment 3.

An application for a Planning Proposal for the creation of 240 hectares of Industrial and Business Zoned land was originally considered by Council at its Ordinary Meeting of 16 August 2010. The application was then referred by the then Minister for Planning to the Joint Regional Planning Panel for determination. Council staff are awaiting advice from the JRPP as to the current status of this project.

The land the subject of this employment lands proposal is shown in Attachment 4.

#### **Description of the Application**

The application seeks to rezone the land shown hatched in Figure 1 of this report and Attachment 1 to allow residential and mixed use development. The area within the subject site proposed for changes to zoning is approximately 27 hectares. The application proposes the following amendments to Wollondilly Local Environmental Plan, 2011 (WLEP 2011):

- (i) Amend the Land Zoning Map from RU1 Primary Production to:
  - Option 1 Zone R1 General Residential and Zone B1 Neighbourhood Centre or
  - Option 2 Zone R2 Low Density Residential, Zone R3 Medium Density Residential and Zone B1 Neighbourhood Centre.
- (ii) Amend the Lot Size Map from 100ha to areas of 900m<sup>2</sup>, 600m<sup>2</sup>, 500m<sup>2</sup> and 200m<sup>2</sup>.
- (iii) Amend the Height of Buildings Map from 0 metres to 6.8 metres for the proposed Residential Zone and 9 metres for the proposed B1 Neighbourhood Centre Zone.

A concept plan submitted with the application shows the proposed residential areas with dwelling density increasing with proximity to the proposed Neighbourhood centre and accommodating approximately 400 dwellings in total. The proposed neighbourhood centre incorporates the heritage listed Rotolactor and creamery buildings and adjoins the Menangle Railway Station. The application links the future development to the adaptive reuse of the heritage buildings. The neighbourhood centre is proposed to create commercial and community uses, public open space and improvements to pedestrian movement and use of the railway station.

The remainder of the site is proposed to retain the current Zone RU1 Primary Production and minimum lot size of 100 hectares.

The following preliminary studies were submitted with the application:

- Traffic and Transport Overview
- Indicative Water and Wastewater Servicing Strategy
- Heritage View Analysis Report
- Statement of Heritage Impact.

These studies indicate that, should the proposal proceed, further investigation and consideration can be given to the following:

- the provision of potable water from existing mains supplying Menangle
- a new recycled wastewater treatment plant and the potential for dual re-use within the site, on-site irrigation of approximately 6 hectares and potential for additional services to existing Menangle village
- conservation and adaptive re-use of existing heritage items
- height, siting and design controls and public open space and road alignments are required to recreate and enhance views and heritage items within and beyond the site
- local improvements to roads and shared pathways
- improvements to the area around Menangle railway station.

Should the planning proposal proceed and the subject land be rezoned for residential purposes, allotment size and configuration would be subject to detailed assessment at the development application stage when a plan for subdivision is lodged with Council. Similarly, dwellings and any proposed commercial buildings would be assessed at the development application stage.

### **CONSULTATION**

#### **Initial Notification**

Initial notification to nearby and potentially affected land owners has been undertaken. The application details were made available on Council's website and at Council's Administration Building during May 2012.

A total of eighteen (18) written submissions were received all objecting to the application. In addition a form submission signed by twenty four (24) residents was received which objected to the application.

A summary of the key relevant issues raised from initial notification is outlined in the table below:

**Table 1 – Summary of Issues Raised in Initial Notification**

Key Issue	Summary of Comments
<b>Roads &amp; Traffic</b>	<ul style="list-style-type: none"> <li>• Intersection of Menangle Road and Station Street is currently under pressure during peak times. Increased traffic associated with the development will exacerbate the problem.</li> <li>• Increase in traffic proposes a danger to children walking to/ from bus stop, no footpaths, and accident potential.</li> <li>• Station Street is too narrow for 2 vehicles to pass when vehicles are parked on both sides.</li> <li>• Menangle Rd is used as a diversion to Narellan Road, causing problems at the Woodbridge Road/Station Street intersection, which will be exacerbated by the planning proposal.</li> <li>• Traffic lights would destroy rural nature of the village.</li> <li>• A holistic traffic solution should be planned prior to consideration of any major development around Menangle (e.g. links to Hume freeway).</li> </ul>
<b>Visual Impact &amp; Scale of Development</b>	<ul style="list-style-type: none"> <li>• 450 dwellings inconsistent with Menangle as a 'Rural Living' village.</li> <li>• Medium density development is inconsistent with country lifestyle and existing layout of Menangle village.</li> <li>• View of Menangle when approaching north of the village will forever change.</li> <li>• This view is the Gateway to Wollondilly, a rural Shire, and attracts many residents to the village and broader Shire.</li> <li>• Green belt surrounding the existing village should be preserved.</li> <li>• Proposal does not address the effects that quadrupling the occupancy and extent of Menangle will create.</li> </ul>
<b>Planning</b>	<ul style="list-style-type: none"> <li>• St James common development (small scale to that proposed) was permitted with strict DCP controls.</li> <li>• Council should consider its response to the submission from the proponent on the GMS particularly: <i>'future growth to the east of the village is considered premature; the scale of growth implied for Menangle as a result of identifying this land may be excessive; and future growth in the medium to short term should be accommodated on the western side of the village away from the freeway corridor'</i>.</li> <li>• There are alternative sites where development could occur.</li> <li>• The Metropolitan Strategy recognises unique attributes of the south-west including landscape and biodiversity, waterways, rural and resource lands and heritage cultural landscape.</li> <li>• The above assets provide direct and indirect employment benefits in the manufacturing, primary production and tourism industries.</li> </ul>

Planning & Economy

Key Issue	Summary of Comments
	<ul style="list-style-type: none"> <li>• The proposal will detract from the heritage character and value of the village and set a precedent for future urban sprawl.</li> <li>• There is a planning proposal for the same land still under consideration by the JRPP.</li> <li>• If one agency disagrees with the proposal, how does it affect the other?</li> <li>• Will Council's response to planning proposal be similar to its submission on the JRPP application, in that it is not supportive of growth on the eastern side of the railway line and questions the scale of the proposal?</li> </ul>
<b>Heritage Impact</b>	<ul style="list-style-type: none"> <li>• Planning proposal pre-empts Council' Planning Proposal for a landscape conservation area around the village of Menangle.</li> <li>• Original village boundary is intact on three sides. The planning proposal would change that forever.</li> <li>• Increasing the size of the village will change its heritage values, history and structure of the village.</li> <li>• Do not need development to preserve the heritage items on the planning proposal site.</li> <li>• Menangle represents a unique purpose built self contained village for workers on the Camden Park estate.</li> <li>• Recent conservation management plan prepared for the Elizabeth Macarthur Agricultural Institute reaffirms that more needs to be done to protect Menangle's heritage assets, outside the area currently State listed.</li> </ul>
<b>Loss of Agricultural Land</b>	<ul style="list-style-type: none"> <li>• Holding represents valuable (Class II &amp; III) Agricultural Land, with excellent market access, supported by an irrigation licence, and close proximity to agricultural extension services.</li> <li>• Whether the land is currently farmed is irrelevant and should not be used to justify rezoning.</li> <li>• Agricultural land should be reserved to ensure long-term food security for Sydney.</li> </ul>
<b>Infrastructure &amp; Services</b>	<ul style="list-style-type: none"> <li>• Water supply is already inadequate when water trucks fill. Water pressure drops drastically and will not cope with 200 or 400 new houses.</li> <li>• Rail services to the village are not reliable as a means for commuting.</li> <li>• Lack of infrastructure to support development (school, community facility).</li> <li>• Closest school is at Douglas Park</li> <li>• Infrastructure is insufficient to support the scale of the development – particularly water, sewerage, and roads.</li> </ul>

Comments in response to the abovementioned issues are included in the section of this report titled 'Relevant Considerations' and correspond to the headings in Column 1. There were no issues raised which would warrant refusal of the application at this time.

Further community consultation and engagement shall occur should the application proceed.

### **Consultation with Specialist Staff of Council**

#### Heritage Advisor

The application was referred to Council's Heritage Advisor and initial comments in response are:

- The Old Creamery and Rotolactor are important items to be retained and re-used and this is an important element to the proposal. Significant detail of the methods of adaption and re-use should be tied to and staged with any future development of the site
- New commercial development surrounding re-used heritage items should be small-scale and low impact
- Small-lot and "visually compressed" new residential development is not compatible with the historic village character. New residential lot sizes should remain at approximately 1,000 square metres
- The creation and retention of view corridors is a key feature of future development
- Heritage provisions for Menangle in the current Development Control Plan need to also apply to any future development of new commercial and residential zones.

### **Consultation with Government Agencies**

Should the proposal be supported by Council and forwarded to the Department of Planning and Infrastructure (DP&I), the Gateway Determination will outline further consultation requirements with government agencies.

#### RELEVANCE TO COMMUNITY STRATEGIC PLAN OUTCOMES

The following is a preliminary assessment of the project with consideration to the goals of Council's Community Strategic Plan (CSP).

#### **Environment**

- A community that is surrounded by a built and natural environment that is valued and preserved
- A community that has opportunities to engage with and actively care about their natural environment

The natural features of the site (being a flood plain and mature native vegetation in particular) would require further investigation with specialist studies to ensure that any future development is compatible. Controls for siting, scale and design of future buildings will also need to be investigated to ensure that any future changes to the built environment are compatible with the historic and landscape values of the locality.

### **Economy**

- A community that has access to employment and is supported through strong and diverse economic activity
- A community that is supported through appropriate, sustainable land use

The proposal includes the potential provision of a small scale commercial cluster adjoining Menangle railway station. This has the potential to enhance local neighbourhood-scale economic activity. The overall potential sustainability of future land uses can only be determined by a variety of specialist studies.

### **Infrastructure**

- A community that has access to a range of viable transport options
- Communities that are supported by safe, maintained and effective infrastructure

Buses, rail, shared pathways and roads are all potentially viable modes of transport available to existing and future residents as a result of the proposal. There is a potential for significant improvements to the safety and adequacy of shared pathways, local roads and intersections and the space surrounding the railway station as a result of the project.

### **Community**

- A resilient community that has access to a range of activities, services and facilities
- An engaged, connected and supported community that values and celebrates diversity

A low-scale commercial cluster and reuse of existing heritage items with new public open space has the potential to improve access to activities, services and facilities for new and existing Menangle residents. Community engagement opportunities will be part of the future process of assessing the proposal should it be supported.

### **Governance**

- A community that is supported through engagement, collaboration and partnerships across government agencies and private business
- A transparent, effective and sustainable Council

The process of further assessment and community engagement shall be transparent and sustainable between Council, other government agencies, the applicant and the community.

### **POLICIES & LEGISLATION**

- Environmental Planning and Assessment Act, 1979
- Environmental Planning and Assessment Regulation, 2000
- Wollondilly Local Environmental Plan, 2011
- Wollondilly Development Control Plan, 2011
- Wollondilly Growth Management Strategy

### **Planning Proposals**

The application has been prepared in accordance with Department of Planning & Infrastructure guidelines including *A Guide to Preparing Local Environmental Plans* and *A Guide to Preparing Planning Proposals*.

If Council wishes to proceed with a proposal to rezone the land, Council must resolve to prepare a Planning Proposal and to forward it to the Minister for Planning & Infrastructure for a Gateway Determination.

### **Council's Options/Role**

In deciding whether to prepare and forward a Planning Proposal on to the Minister for Planning & Infrastructure for a Gateway Determination, Council is supporting a change to Wollondilly Local Environmental Plan 2011 in principle and from that point on the Planning Proposal is deemed to be Council's Planning Proposal (no longer the applicant's Planning Proposal). Despite the Planning Proposal becoming Council's at that point, the costs of any required studies and Council's review of those studies are to be borne by the applicant.

Council's options are:

1. Resolve to prepare a Planning Proposal consistent with the application and send it to the Minister for a Gateway Determination. Unresolved matters are assumed to be capable of resolution through future studies as determined by the Gateway process.
2. Resolve to prepare a Planning Proposal which is different to the application and send it to the Minister for a Gateway Determination. Unresolved matters are assumed to be capable of resolution through future studies as determined by the Gateway process.
3. Resolve not to support the application and not to prepare a Planning Proposal. The applicant could choose to revise/amend their application and submit a new application. (Note that there are no appeal rights through the Land and Environment Court against Council's refusal).

Option two (2) is the recommendation of this report

### **Gateway Determination**

The Gateway Determination is a checkpoint for Planning Proposals before significant resources are committed to carrying out technical studies and investigations. It enables Planning Proposals that are not credible or well founded or not in the public interest to be stopped early in the process before resources are committed to detailed studies and investigations, and before government agencies are asked to commit their own resources to carrying out assessments.

At the Gateway Determination, the Minister or his delegate will decide:

- Whether the proposal is justified on planning grounds
- Whether the Planning Proposal should proceed (with or without variation)
- Whether the Planning Proposal should be resubmitted for any reason (including for further studies or other information, or for the revision of the Planning Proposal)
- The community consultation required
- Any consultation required with State or Commonwealth agencies
- Whether a public hearing by the Panel Assessment Commission or other specified person or body is required
- The timeframes for the various stages of the procedure to make the draft amendment
- Whether the function of making the LEP is to be exercised by the Minister for Planning & Infrastructure or delegated to Council.

The Planning Proposal and supporting studies are placed on public exhibition and subject to community engagement and consultation. The written draft local environmental plan amendment (the draft LEP) is prepared by Parliamentary Counsel when the Planning Proposal is finalised, immediately before it is made by the Minister or delegate. The LEP takes effect when it is published on the NSW legislation website.

#### **RELEVANT CONSIDERATIONS**

##### **Wollondilly Local Environmental Plan 2011**

The application seeks to rezone the site with two options being:

Option 1 - Zone R2 Low Density Residential and Zone R3 Medium Density Residential and Zone B1 Neighbourhood Centre **OR**

Option 2 - Zone R1 General Residential and Zone B1 Neighbourhood Centre.

The lot sizes proposed in the application range from 200m<sup>2</sup> in close proximity to the proposed Zone B1 increasing in size to 900m<sup>2</sup> at the edges of the site.

The application proposes a height limit of 6.8 metres for new residential-zoned land and 9 metres for the land to be zoned 9 metres.

The Menangle Conservation Area would be extended to include any land rezoned for urban uses.

**Development Control Plan (DCP)**

The controls contained within Wollondilly Development Control Plan (DCP) 2011, Volume 1 and Volume 3 would apply to any land zoned for residential use and Volumes 1 and 4 would apply to any land zoned for commercial / business use. Further specialist studies may determine that additional controls are required to ensure future development is compatible with the heritage features of the site and surrounds then amendments to the DCP may be considered.

**Wollondilly Growth Management Strategy (GMS)**

The GMS sets directions for accommodating growth in the Shire for the next 25 years. The GMS contains Key Policy Directions which form the overarching growth strategy for Wollondilly. The following table lists the relevant Key Policy Directions within the GMS along with comments relating to the application in the broad terms of:

- the siting of the proposed growth as a Greenfield site at the edge of the existing Menangle village; and
- the nature of the proposed growth (being new residential land and a cluster of new commercial land adjoining the railway station).

**Table 3 – Assessment of Station Street, Menangle application for Planning Proposal against GMS Key Policy Directions**

Key Policy Direction	Comment
<b>General Policies</b>	
<i>P1 All land use proposals need to be consistent with the key Policy Directions and Assessment Criteria contained within the GMS in order to be supported by Council.</i>	The proposal has the potential to be consistent with the GMS Key Policy Directions to the extent that can be determined at this time.
<i>P2 All land use proposals need to be compatible with the concept and vision of "Rural Living" (defined in Chapter 2 of the GMS)</i>	The draft proposal is generally consistent with the concept and vision of 'Rural Living' to the extent that can be determined at this time.
<i>P3 All Council decisions on land use proposals shall consider the outcomes of community engagement.</i>	See the section of this report titled 'Initial Notification' as well as the information under sub-headings 'Roads and traffic', 'Visual Impact and Scale of Development', 'Heritage Impact', 'Loss of Agricultural Land' and 'Infrastructure and Services'

WOLLONDILLY SHIRE COUNCIL

Report of Wollondilly Shire and its Planning and Economy to the Ordinary Meeting of Council held on Monday 15 October 2012

Planning & Economy

Key Policy Direction	Comment
<i>P4 The personal financial circumstances of landowners are not relevant planning considerations for Council in making decisions on land use proposals.</i>	There have been no representations regarding this application and therefore this Key Policy Direction has been satisfied.
<i>P5 Council is committed to the principle of appropriate growth for each of our towns and villages. Each of our settlements has differing characteristics and differing capacities to accommodate different levels and types of growth (due to locational attributes, infrastructure limitations, geophysical constraints, market forces etc.).</i>	The application seeks rezoning of the part of the subject site for residential and business purposes. Although significant in size when compared to the existing village footprint, the site is consistent with consideration of limited growth of the existing village and the 'less visually sensitive areas' within the proposed Menangle Landscape Conservation Area. There is potential to further investigate development controls for the design, bulk and density of the development, consistent with the heritage values of the site and its setting within the village. Further comment is provided after this Table.
<b>Housing Policies</b>	
<i>P6 Council will plan for adequate housing to accommodate the Shire's natural growth forecast.</i>	The GMS identifies a 2000 total dwelling target for the Macarthur South area, which includes Menangle. The proposal will not exceed this target.
<i>P8 Council will support the delivery of a mix of housing types to assist housing diversity and affordability so that Wollondilly can better accommodate the housing needs of its different community members and household types.</i>	There is potential for a variety of housing types subject to specialist studies which determine potential compatibility with the heritage items and setting.
<i>P9 Dwelling densities, where possible and environmentally acceptable, should be higher in proximity to centres and lower on the edges of towns (on the "rural fringe").</i>	The appropriate densities of future development must be investigated with specialist studies.
<i>P10 Council will focus on the majority of new housing being located within or immediately adjacent to its existing towns and villages.</i>	The site is immediately adjacent to the existing village. The rail line does not create a significant separation as there is a crossing in Station Street which has the potential to be upgraded for improved pedestrian, cyclist and traffic movement.

WOLLONDILLY SHIRE COUNCIL

Report of Wollondilly Shire and its Planning and Economy to the Ordinary Meeting of Council held on Monday 15 October 2012

Planning & Economy

Key Policy Direction	Comment
<b>Macarthur South Policies</b>	
<i>P11 Council does not support major urban release within the Macarthur South area at this stage.</i>	Although significant in size when compared to the existing Menangle Village, it is considered that the proposal does not constitute a major urban release within the Macarthur South area.
<i>P12 Council considers that in order to achieve sound long-term planning for the eventual development of Macarthur South an overall master plan is required.</i>	It is considered that the rezoning of the western precinct within the draft proposal could proceed in absence of a master plan for the orderly development of Macarthur South.
<i>P13 Council will not support further significant new housing releases in Macarthur South beyond those which have already been approved. Small scale residential in an adjacent to the existing towns and villages within Macarthur South will be considered on its merits</i>	<p>The site is not small scale but is worthy of consideration in light of the scale of Priority Housing Sites within the Macarthur South region currently being considered by the State Government and potentially being considered in the review of the GMS. The site has additional merit in its potential to:</p> <ul style="list-style-type: none"> <li>- adapt and reuse significant heritage items</li> <li>- improve the area immediately surrounding the existing railway station</li> <li>- provide essential infrastructure without significant demands on State Infrastructure agencies or through development levies, charges and works.</li> </ul>
<b>Employment Policies</b>	
<i>P15 Council will plan for new employment lands and other employment generating initiatives in order to deliver positive local and regional employment outcomes</i>	<p>The creation of an area of Zone B1 – Neighbourhood Centre will provide low-scale employment opportunities and commercial and community space to supporting the local economy. Retaining the agricultural potential and use of the remainder of the site can also contribute to local economic activity.</p> <p>The proposal has the potential to create short-term employment associated with construction, civil and building works, and will provide stimulus to the local economy by boosting the local population.</p>

Key Policy Direction	Comment
<p><i>P16 Council will plan for different types of employment lands to be in different locations in recognition of the need to create employment opportunities in different sectors of the economy in appropriate areas.</i></p>	<p>Zone B1 Neighbourhood Centre can provide additional commercial space and assist the adaptive reuse of the heritage listed Rotolactor and creamery buildings. It has the potential to create additional employment opportunities to those currently limited to the existing general store and nearby agricultural uses.</p>
<p><b>Integrating Growth and Infrastructure</b></p>	
<p><i>P17 Council will not support residential and employment lands growth unless increased infrastructure and servicing demands can be clearly demonstrated as being able to be delivered in a timely manner without imposing unsustainable burdens on Council or the Shire's existing and future community.</i></p>	<p>The application proposes:</p> <ul style="list-style-type: none"> <li>- extension of existing mains supply for potable water</li> <li>- on-site package treatment plant for reticulated sewer</li> <li>- improvements to roads, shared pathways and bus services</li> <li>- improvements to the public domain in the vicinity of the railway station</li> </ul> <p>Developer contributions payable at the development application stage can contribute to local infrastructure</p> <p>Any likely state and regional infrastructure demands will be assessed by relevant agencies post Gateway Determination.</p>
<p><i>P18 Council will encourage sustainable growth which supports our existing towns and villages, and makes the provision of services and infrastructure more efficient and viable – this means a greater emphasis on concentrating new housing in and around our existing population centres.</i></p>	<p>Public infrastructure will be provided through s94 contribution.</p> <p>Should upgrades to the local road network be required, these upgrades would be undertaken by the developer.</p> <p>The site would also require connection to the reticulated sewerage scheme or packaged treatment plant. The draft proposal incorporates provision of a package treatment plant to service the proposal site. There is potential for the system to be designed to service the existing Menangle village, which has no reticulated sewerage system.</p>
<p><i>P19 Dispersed population growth will be discouraged in favour of growth in, or adjacent to, existing population centres.</i></p>	<p>The draft proposal does not contribute toward dispersed population growth; it proposes urban growth adjacent to the Menangle village.</p>

Key Policy Direction	Comment
<p><i>P20 The focus for population growth will be in two key growth centres, being the Picton/Thirlmere/Tahmoor Area (PTT) area and the Bargo Area. Appropriate smaller growth opportunities are identified for other towns.</i></p>	<p>The western precinct of the draft planning proposal is an area identified as a being a 'potential residential growth area' on the Menangle Structure Plan in the GMS.</p> <p>However, the eastern precinct of the draft planning proposal is not identified as a being a 'potential residential growth area' on the Menangle Structure Plan in the GMS.</p> <p>The draft proposal contributes toward Council's dwelling target for the Macarthur South area as identified in the GMS.</p>
<p><b>Rural and Resource Lands</b></p>	
<p><i>P21 Council acknowledges and seeks to protect the special economic, environmental and cultural values of the Shire's lands which comprise waterways, drinking water catchments, biodiversity, mineral resources, agricultural lands, aboriginal heritage and European rural landscapes.</i></p>	<p>The site is significant in that it is a unique part of the Shire's agricultural history, containing the built structures of the Rotolactor and creamery, locally identified heritage items. The site was formerly part of the broader Camden Park Estate.</p> <p>The site plays an</p>
<p><i>P22 Council does not support incremental growth involving increased dwelling entitlements and/or rural lands fragmentation in dispersed rural areas. Council is however committed to maintaining where possible practicable, existing dwelling and subdivision entitlements in rural areas.</i></p>	<p>Key Policy Direction P22 is not applicable to the draft proposal.</p>

As demonstrated in the above table, the site and the type of growth has the potential to be consistent with the key policy objectives of the Growth Management Strategy to the extent that can be determined at this time. Land immediately north of Station Street is identified as a 'potential residential growth area' on the Structure Plan for Menangle (see Attachment 5).

The potential extent of future growth of Menangle was considered by Council in the finalisation of the GMS, as reported to Council's Ordinary Meeting in February 2011. A submission from the proponent requested inclusion of site including land east of the rail line as a 'potential residential growth area' and employment lands in the GMS. Council's comments on growth east of Menangle village were:

*'Identifying opportunities for future residential growth to the east of the village is considered premature. (The area proposed for inclusion lies between the rail line and the freeway). Whether this land is needed and/or desirable for Menangle's future growth is questionable at this stage give:*

- Potential amenity issues associated with the freeway proximity;
- The scale of growth implied for Menangle as a result of identifying this land may be excessive;
- If Menangle does require future growth in the medium to short term, such growth should be accommodated on the western side of the village away from the freeway corridor'.

The proposal for employment lands was not supported by Council.

The abovementioned comments regarding residential growth are still relevant in the assessment of the current proposal as follows:

- Amenity – has been addressed with this proposal providing a minimum 250 metres spatial buffer from the freeway
- Scale of growth – the scale represents the likely maximum future extension of the village if it is to retain its heritage character. The areas nominated for residential zoning match with the areas identified in the proposed Landscape Conservation Area as 'less visually sensitive' (see Attachment 6)

The proposal also has potential for improvements to local services, community facilities, public open space, roads and share pathways and the protection and retention of heritage items and viewing corridors. The merits of accommodating the growth proposed with this application are recommended for further investigation.

### **Principle Development Standards**

#### **1. Zoning**

The application seeks to rezone the site with two options:

Option 1 to part Zone R1 - General Residential and part Zone B1 – Neighbourhood Centre or

Option 2 to part Zone R2 – Low Density Residential, part Zone R3 – Medium Density Residential) and part Zone B1 – Neighbourhood Centre.

#### **1.1 Zone R1 – General residential:**

WLEP 2011 currently does not include Zone R1 – General Residential. The mandatory objective of Zone R1 are:

- To provide for the housing needs of the community
- To provide for a variety of housing types and densities
- To enable other land use that provide facilities or services to meet the day to day needs of residents.

Mandatory permissible residential land uses in Zone R1 are:

*Attached dwellings, boarding houses, dwelling houses, group homes, hostels, multi dwelling houses, residential flat buildings, semi-detached dwellings, seniors housing, shop top housing.*

### 1.2 Zone R2 – Low Density residential

Zone R2 Low Density Residential currently features in WLEP 2011 with the following objectives:

- To provide for the housing needs of the community within a low density residential environment
- To enable other land uses that provide facilities or services to meet the day to day needs of residents

Permissible residential land uses in Zone R2 include:

*Boarding houses, dual occupancies, dwelling houses, group homes, hostels, secondary dwellings, semi detached dwellings, seniors housing.*

Residential land uses prohibited in Zone R2 are:

*Attached dwellings, multi dwelling housing, residential flat buildings, rural workers dwellings, shop top housing.*

Minimum allotments sizes in Zone R2 range from 250 square metres (in Bingara Gorge Estate at Wilton) to 975 square metres in residential areas not serviced by reticulated sewer.

### 1.3 Zone R3 – Medium Density Residential

Zone R3 Medium Density Residential currently features in WLEP 2011 with the following objectives:

- To provide for the housing needs of the community within a medium density residential environment
- To provide a variety of housing types within a medium density residential environment
- To enable other land uses that provide facilities or services to meet the day to day needs of residents
- To encourage the provision of affordable housing

All forms of residential land uses are permitted with consent in Zone R3 with the exception of *Shop top housing and, rural workers dwellings.*

The minimum allotment size for Zone R3 in WLEP 2011 is 975 square metres as it is intended to achieve amalgamation and development of larger lots at higher densities.

#### 1.4 The appropriate residential zone

The heritage assessments completed to date for the application recommend controls on:

- building height to single storey
- building forms which are compatible with the existing urban structure (which is predominantly single detached dwellings).

Therefore Zone R2 Low Density Residential is considered the most suitable zone for the site. Dwelling density and form can be controlled with lot sizes and building heights which can be determined by more detailed specialist heritage studies should the proposal be supported.

#### 1.5 Zone B1 – Neighbourhood Centre

Zone B1 Neighbourhood Centre currently features in WLEP 2011 with the following objectives:

- To provide a range of small-scale retail, business and community uses that serve the needs of people who live or work in the surrounding neighbourhood.
- To encourage development that does not impact on the viability of land within Zone B2 Local Centre.
- To support small-scale residential development in conjunction with retail, business and commercial uses in a manner that increases the vitality of the surrounding neighbourhood.

This zone is considered appropriate for the adaptive reuse of existing heritage items and the land adjacent to Menangle railway station.

A draft Zoning Map as shown in Attachment 7 is recommended to be included in a Planning Proposal should Council resolve to support the project proceeding.

#### 2. Lot Size

The application seeks to introduce a range of minimum allotment sizes to achieve a range of dwelling types and densities across the site. A minimum lot size of 200m<sup>2</sup> is proposed for land immediately adjoining the railway station increasing to 900m<sup>2</sup> lots on the edges of the site.

WLEP 2011 applies a minimum allotment size of 975m<sup>2</sup> or 1250m<sup>2</sup> to residential-zoned land in Menangle. The larger lot size applies to more recently created lots surrounding St. James Church. Older allotments vary from a minimum of 600 square metres. Durham Green seniors living development immediately south of Menangle has resulted in dwelling densities much higher than the traditional lot sizes that feature in the village.

Durham Green contains a mix of attached and detached dwellings, with a density ranging from approximately 1 per 301m<sup>2</sup> (attached dwellings) up to approximately 1 per 605m<sup>2</sup> (detached dwellings).

Some submissions raised concerns regarding the density of future development, in that the proposed lot sizes are thought to be inconsistent with existing density of the village, potential fears of creating a 'ghetto' community and that small lots would destroy the rural living ambience of the village.

The heritage assessments conducted for the application agree that new development should be compatible with the current village character and urban structure and that there is a need to retain and enhance viewing corridors. Exactly what type and scale of new dwellings and where dwellings and lots should be sited should be examined in detail with further specialist heritage and urban design studies. Lot size, dwelling type and siting can be controlled with amendments to the Lot Size Map, Height of Buildings Map, Zoning Map and new DCP provisions should the proposal be supported. A draft Lot Size Map as shown in Attachment 8 is recommended to be included in a Planning Proposal should Council resolve to support the project proceeding.

### 3. Height of Buildings

The draft proposal seeks to amend the Height of Buildings map to WLEP 2011 to 6.8 metres for the new residential area and 9 metres for the proposed Zone B1. The Height of Buildings Map currently applies a height limit of 6.8 metres to the existing residential zoned land and 9 metres for the commercial zoned land in Menangle. A height of 6.8 metres permits two storey buildings and three storeys is potentially possible within a 9 metre height limit.

The heritage assessments of the application consistently recommend all new residential development be limited to single storey and that the heritage buildings within the site be given visual prominence. Therefore specific height limits (in terms of metres) are to be investigated with more detailed specialist heritage studies should the proposal be supported. A draft Height of Buildings map as shown in Attachment 9 is recommended to be included in a Planning Proposal should Council resolve to support the project proceeding.

### **Other Matters for Further Consideration and Comment**

#### 1. Heritage Impacts

A number of submissions received during the preliminary community consultation questioned the visual impact and scale of the proposed rezoning.

As has already been discussed, the land being considered for a change in zoning generally corresponds with the land identified in the proposed Menangle Landscape Conservation Area as being "less visually significant" (see Attachment 6).

The rural vista 'gateway' entrance to Menangle from the north will change should the proposal be supported. However the land to be investigated for future urban use is restricted to land above the 1:100 year flood level. Land subject to flooding will retain its current Zone RU1 Primary Production and minimum lot size of 100 hectares so that rural land will be retained between the edge of new urban land and the Nepean River.

Heritage studies of the application have identified the major external and internal view lines (see Attachments 10 and 11). The heritage studies note that views will change should the proposal be supported. However, these studies also note that the existing Development Consent ID202-05 for a 19 lot residential subdivision will already significantly change the most important views when dwelling houses are constructed.

Strategic Planning staff subsequently held discussions with the applicant and landowner to seek to minimise the visual impacts of this subdivision and subsequently the visual impacts of the proposal. These discussions have resulted in the applicant and landowner giving an undertaking to include the land subject to Development Consent ID202-05 in the Planning Proposal. This will result in dwelling design, siting and height being considered in the detailed heritage and urban design analysis to be undertaken for the entire site so that view lines and vistas can be achieved.

As discussed above, the Land Zoning Map, Lot Size Map, Height of Building Map, expansion of the Menangle Conservation Area to include new urban land and specific DCP provisions for site coverage and setbacks can be developed following recommendations from specialist heritage and urban design studies to control the bulk, siting and scale of future development on the subject site with the intention of preserving view corridors and the visual setting of heritage items.

## 2. Roads and Traffic

Significant concerns relating to the impacts of traffic on the local road network were raised during preliminary community consultation. Primary access to the planning proposal site will be from Station Street, and Stevens Road.

The Traffic and Transport Overview Report submitted with the application identifies key issues that will need to be addressed in a comprehensive traffic impact assessment should the proposal be supported. These issues include:

- treatment of the intersection of Menangle Road, Station Street and Woodbridge Road.
- improvements to the rail overbridge.
- opportunities for improved local bus services.
- opportunities for shared pathways.

Parking for cars, a bus stop and shared pathways linked to Menangle railway station are also considered worthy of further investigation.

Additional traffic issues may need to be considered pending advice from the JRPP on the application for employment lands to the south of the site. Through traffic particularly heavy vehicle traffic would significantly change the matters to be considered in any future specialist traffic and transport study.

## 3. Loss of Agricultural Land

A number of submissions were concerned by the loss of agricultural production and the need to retain agricultural land in the Sydney Basin for long term food security.

The subject site is mapped as Class 3 agricultural lands by the NSW Department of Agriculture. Class 3 land is identified as *'grazing land or land well suited to pasture improvement. It may be cultivated or cropped in rotation with pasture. The overall level of production is moderate as a result of edaphic or environmental constraints'*. The classification is consistent with the current usage of the subject site for cattle grazing and some pasture and fodder production. The site has an added advantage of extensive frontage to the Nepean River, a license for use of water from the river and long-established farm infrastructure and investment such as pasture improvement, irrigation networks and fencing.

Whilst the draft proposal has the potential to remove approximately 27 hectares of land from agricultural production, the remainder of the site can still be used for agricultural purposes and Council is supportive of rural uses continuing. Suitable buffers and urban design features to achieve a practical urban-rural interface should be investigated with future specialist studies.

#### 4. Water and Wastewater Management

A number of submissions were concerned by the lack of infrastructure to support further development in Menangle, particularly in regard to the provision of potable water supply and sewage treatment.

An Indicative Water and Wastewater Servicing Strategy was submitted with the application. Whilst more detailed studies will be required should Council support the proposal, the preferred servicing strategy includes:

- augmentation of the existing network and provision of additional reservoir for potable water; and
- a package wastewater treatment plant within the site.

There is potential for the package treatment plant to service the existing Menangle Village which is not serviced by a reticulated sewerage scheme. Dual re-use water supply using recycled grey water could also be provided to reduce the demand on potable water supply.

Detailed strategies will need to be undertaken in consultation with Sydney Water should the proposal proceed.

#### 5. Public School

A number of submissions questioned the lack of a public school to accommodate future population growth in Menangle. Should the planning proposal proceed, consultation with the NSW Department of Education and Communities would be undertaken to determine any changes required to public school services and facilities.

### **FINANCIAL IMPLICATIONS**

As noted previously in this report, the project is deemed to be Council's Planning Proposal once supported by Council and forwarded to the Minister. Despite the Planning Proposal becoming Council's at that point, the costs of any required studies and Council's costs in reviewing those studies are to be borne by the applicant.

Should the Planning Proposal be supported, further investigations into contributions towards infrastructure and service provision through planning agreements and section 94 contributions will be undertaken.

### **CONCLUSION**

An application has been submitted to Council to rezone land shown hatched in Figure 1 and Attachment 1. It is recommended that the site has potential for further investigation to accommodate new residential and commercial land subject to further investigation with specialist studies including the following:

- Flooding, Hydrology, Riparian lands and Water Sensitive Urban Design
- Soils and geology
- Flora, fauna and habitat assessment
- Agricultural Land Capability and ongoing agricultural feasibility assessment
- Aboriginal Heritage Significance Assessment
- European Heritage Assessment
- Bush fire hazard assessment and risk management
- Salinity
- Contamination
- State and local infrastructure and essential services assessment
- On-site wastewater management feasibility assessment
- Transport and Movement Study
- Mine Subsidence Assessment.

Requirements for specialist studies may be refined through the Gateway and public agency consultation processes.

A Planning Proposal can be prepared with the draft Land Zoning, Lot Size and Height of Building Maps as shown in Attachments 7, 8 and 9 respectively and subject to refinement of those draft maps as recommended by the abovementioned specialist studies and comments received from agency consultation and community engagement and consultation.

Consultation with public authorities is recommended to include:

- Roads and Maritime Services
- State Rail
- Sydney Water
- Office of Environment and Heritage
- Rural Fire Service
- Department of Education and Communities
- Campbelltown City Council.

Comments should also be sought from the Department of Planning and Infrastructure Joint Regional Planning Panel Sydney West Region in relation to the planning proposal for employment lands to the south of the subject site.

#### **ATTACHMENTS**

1. Aerial Photograph / Map
2. Approved plan of 19 lot subdivision Development Consent ID202-05
3. Proposed Menangle Landscape Conservation Area
4. Preliminary Structure Plan of Planning Proposal for Employment Lands south of the subject site (with Joint Regional Planning Panel)
  
5. Menangle Structure Plan from Growth Management Strategy
6. "Less visually sensitive areas" within the proposed Menangle Landscape Conservation Area
7. Recommended Land Zoning Map for Planning Proposal
8. Proposed Lot Size Map for Planning Proposal
9. Proposed Height of Buildings Map for Planning Proposal
10. Visible Local Land marks from *Heritage View Analysis report*
11. *Views of and between heritage items from Heritage View Analysis report*

#### **RECOMMENDATION**

1. That Council prepare a Planning Proposal for the land shown hatched in Attachment 1 being parts of:

- Lot 201 DP 590247
- Lot 202 DP 590247
- Lot 21 DP 581462

To amend the proposed Menangle Landscape Conservation Area and the existing Menangle Conservation Area as shown on the Heritage Maps to the LEP.

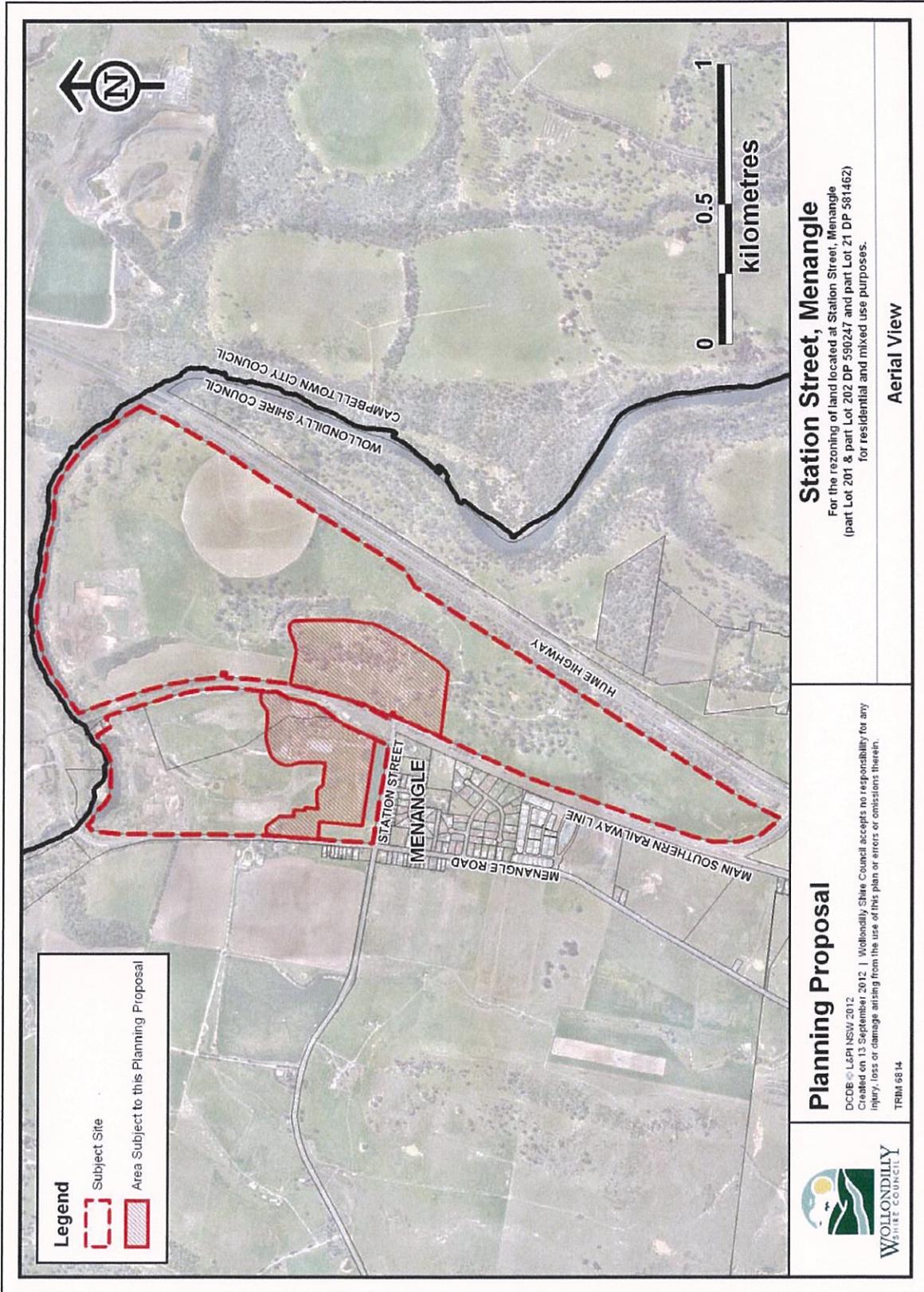
As well as the land subject to Development consent ID 202-05.

2. That the Planning Proposal be prepared to investigate the amendment of Wollondilly Local Environmental Plan, 2011 as follows:
  - to amend the land Zoning Map to change the zoning from Zone RU1 Primary Production to part Zone R2 Low Density Residential and part Zone B1 Neighbourhood Centre in accordance with Attachment 7
  - to amend the Lot Size Map to apply no minimum lot size to land in Zone B1, a minimum lot size of 250 square metres immediately adjoining land in Zone B1, a minimum lot size of 900 square metres for land fronting Menangle Road and at the rural-urban interface and a minimum lot size of 600 square metres for the remainder (see Attachment 8)

- to amend the Height of Buildings Map such that all development in Zone R2 shall not exceed single storey and all development in Zone B1 shall not exceed two storeys

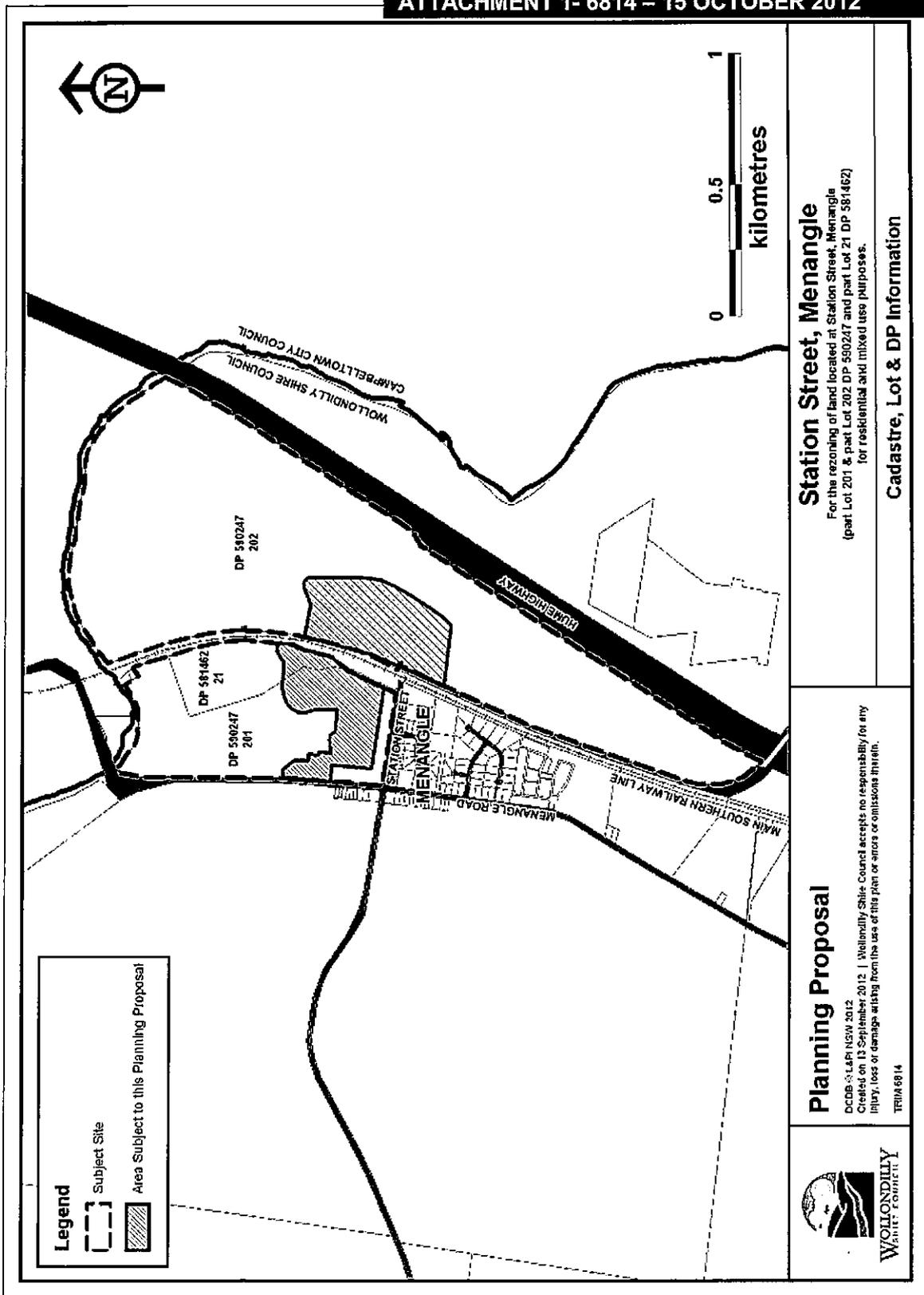
Noting that the abovementioned changes are subject to detailed recommendations of a specialist heritage and urban design assessment.

3. That the planning proposal be forwarded to the Minister for Planning & Infrastructure for a Gateway Determination.
4. That the applicant and landowner be notified of Council's decision.
5. That the persons who made submissions be notified of Council's decision.



Planning & Economy

**ATTACHMENT 1- 6814 – 15 OCTOBER 2012**



**Legend**

- Subject Site
- Area Subject to this Planning Proposal

**Station Street, Menangle**  
 For the rezoning of land located at Station Street, Menangle  
 (part Lot 201 & part Lot 202 DP 580247 and part Lot 21 DP 581462)  
 for residential and mixed use purposes.

**Planning Proposal**  
 DCDS 3/LAP/NSW/2012 | Wollondilly Shire Council accepts no responsibility for any  
 injury, loss or damage arising from the use of this plan or errors or omissions therein.  
 TRIM 6814

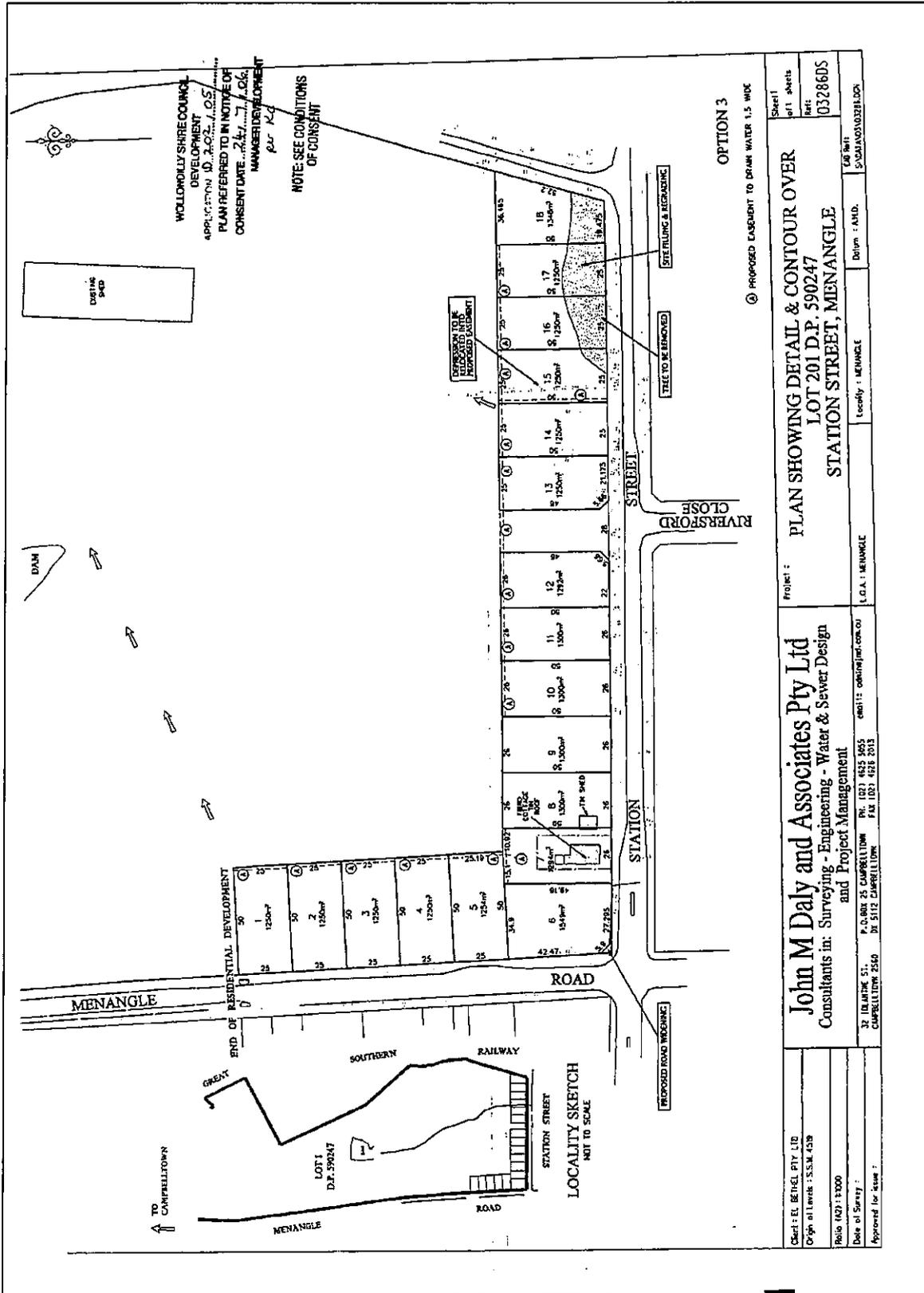


**Cadastre, Lot & DP Information**

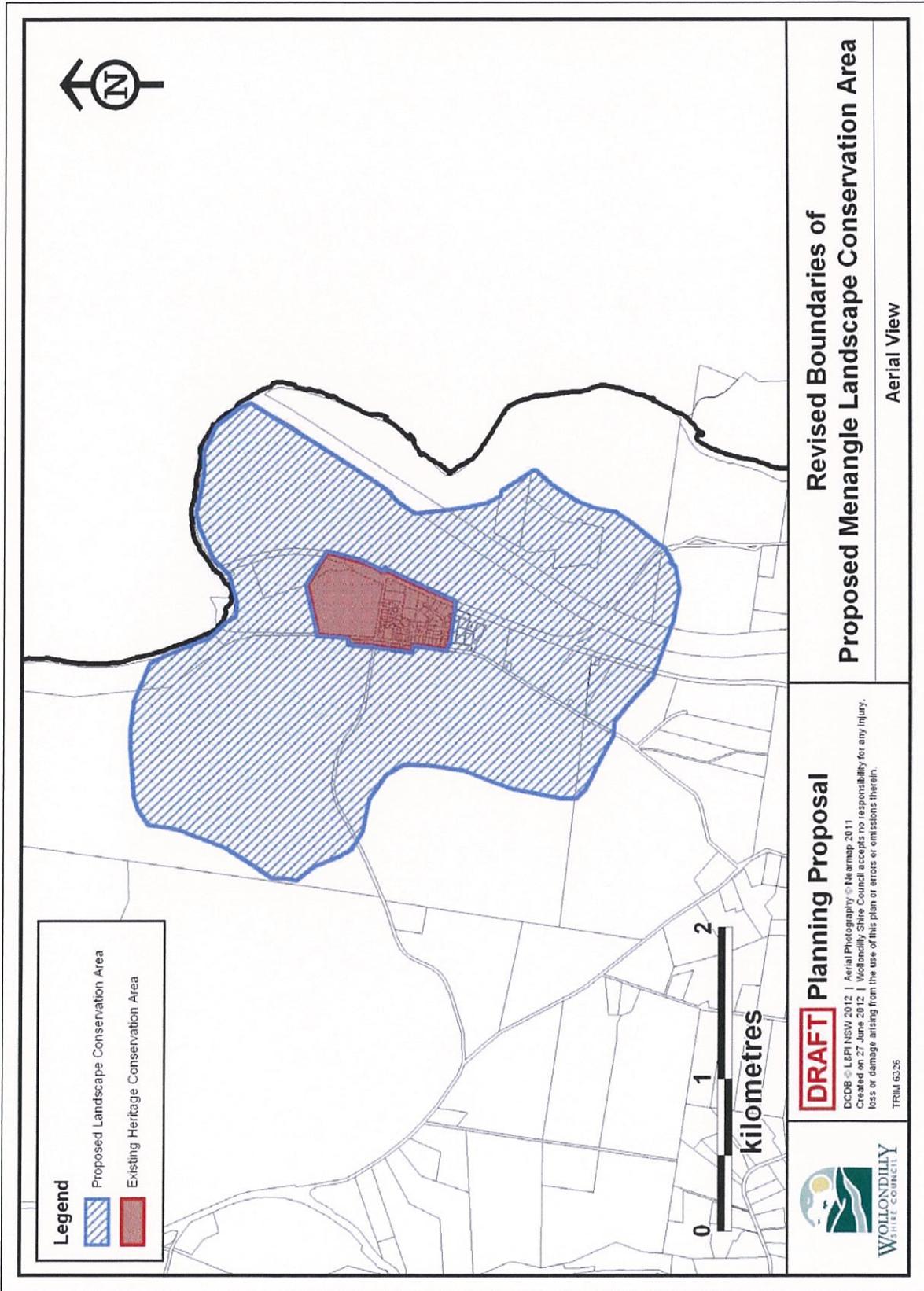
**Planning & Economy**

Report of Wollondilly Shire and its Planning and Economy to the Ordinary Meeting of Council held on Monday 15 October 2012

**ATTACHMENT 2 - 6814 - 15 OCTOBER 2012**



**Planning & Economy**



Planning & Economy

PLANNING PROPOSAL SUBMISSION TO WOLLONDILLY SHIRE COUNCIL ON MORETON PARK ROAD, MENANGLE ELTON CONSULTING

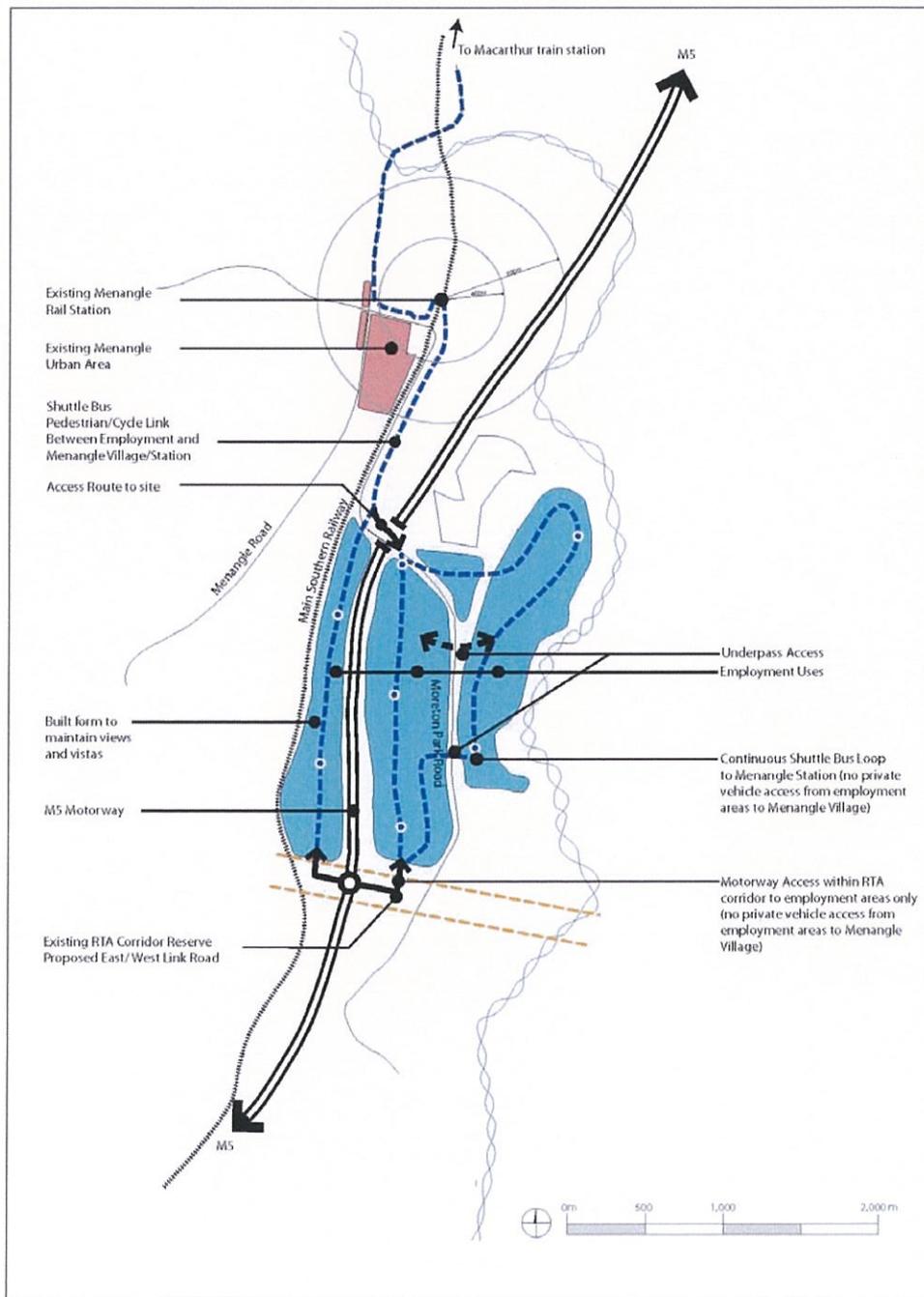
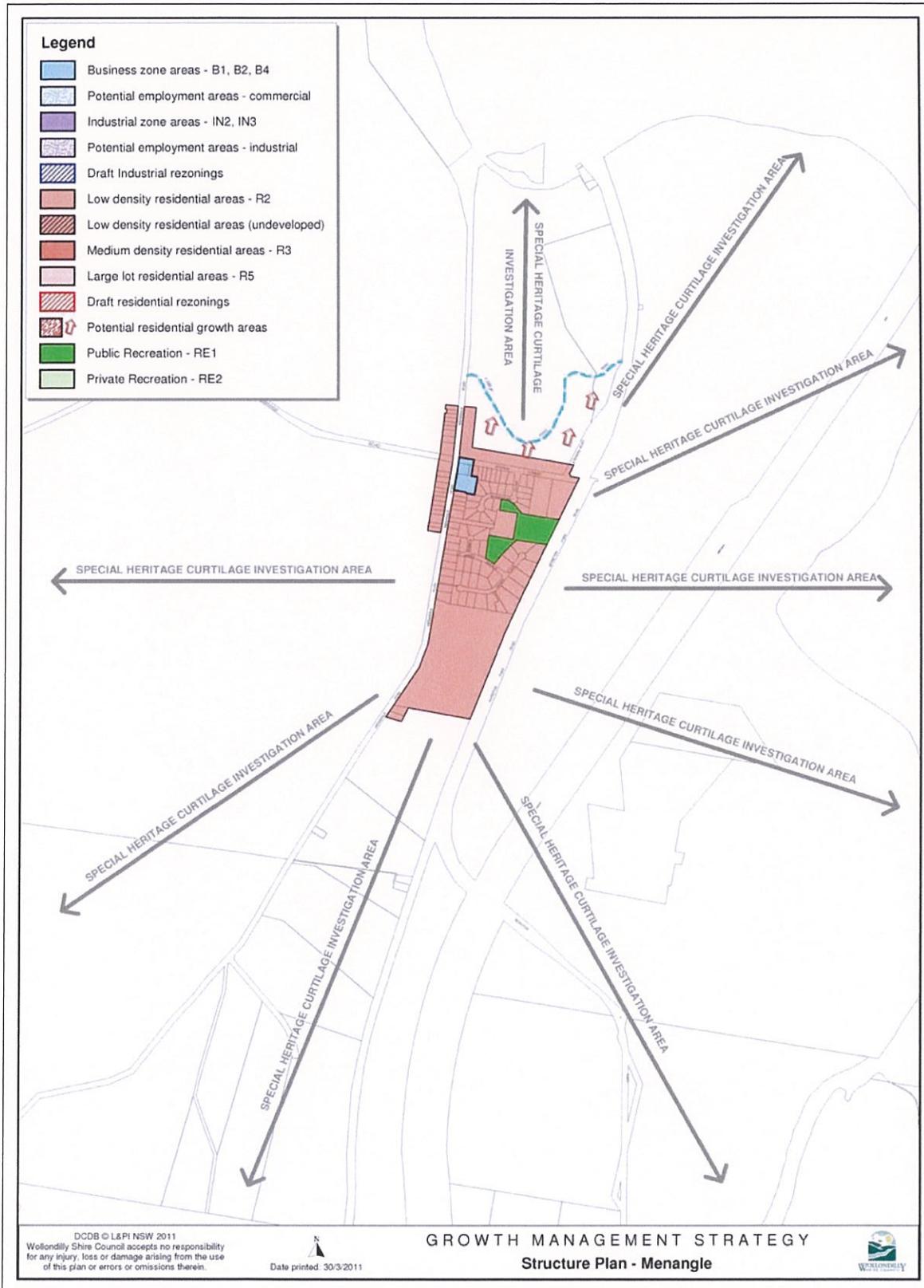
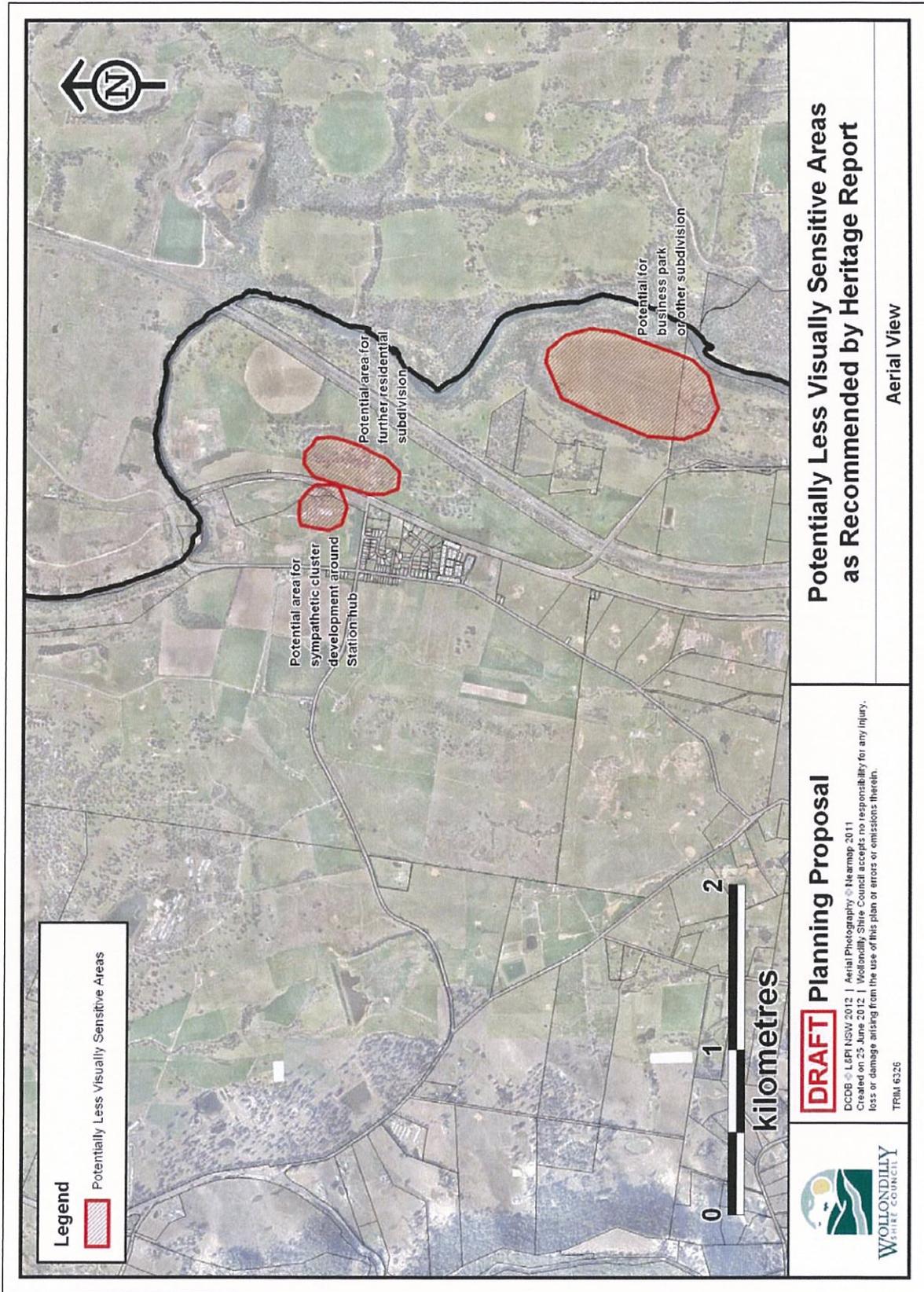
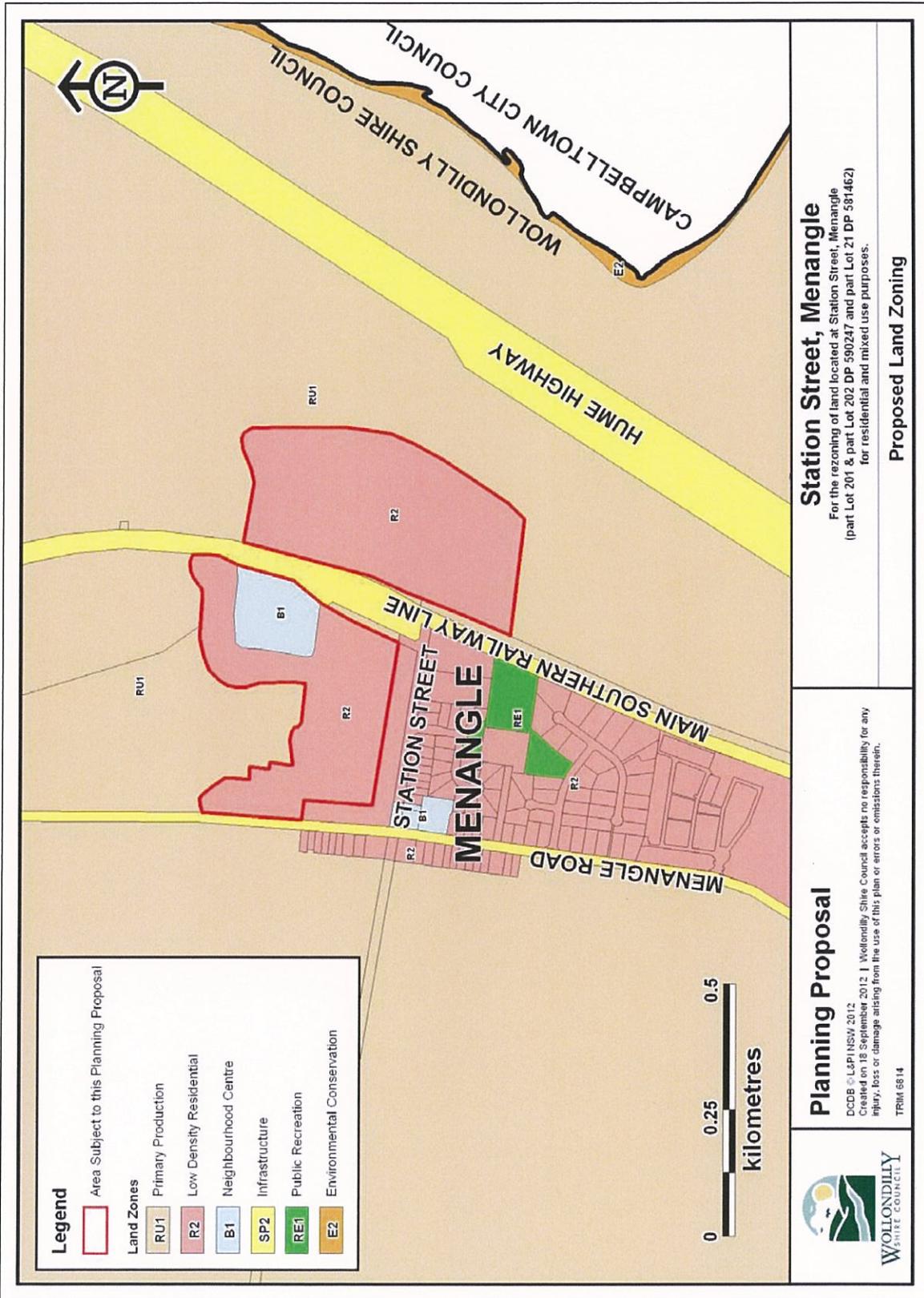


Figure 3 Preliminary Structure Plan

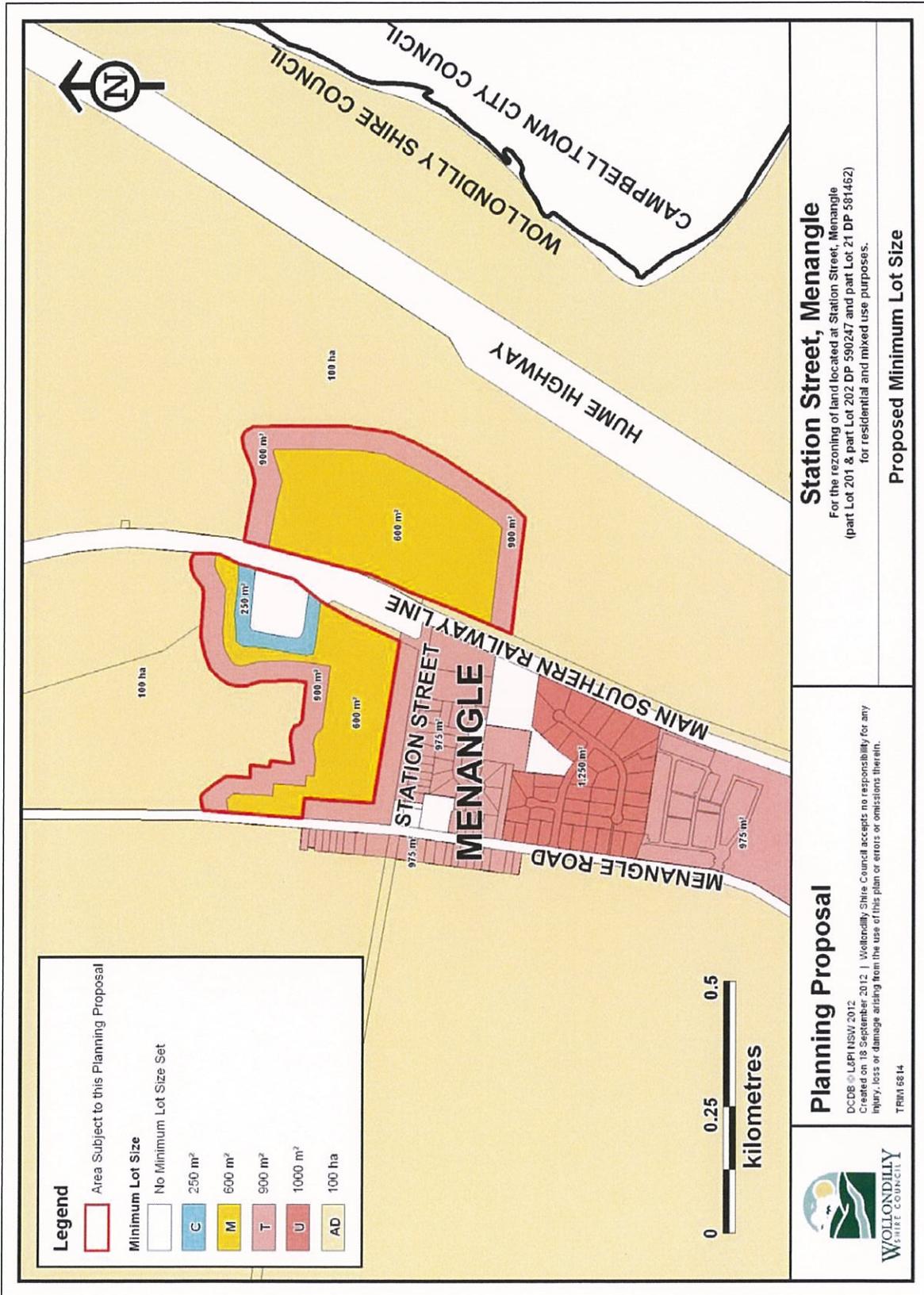




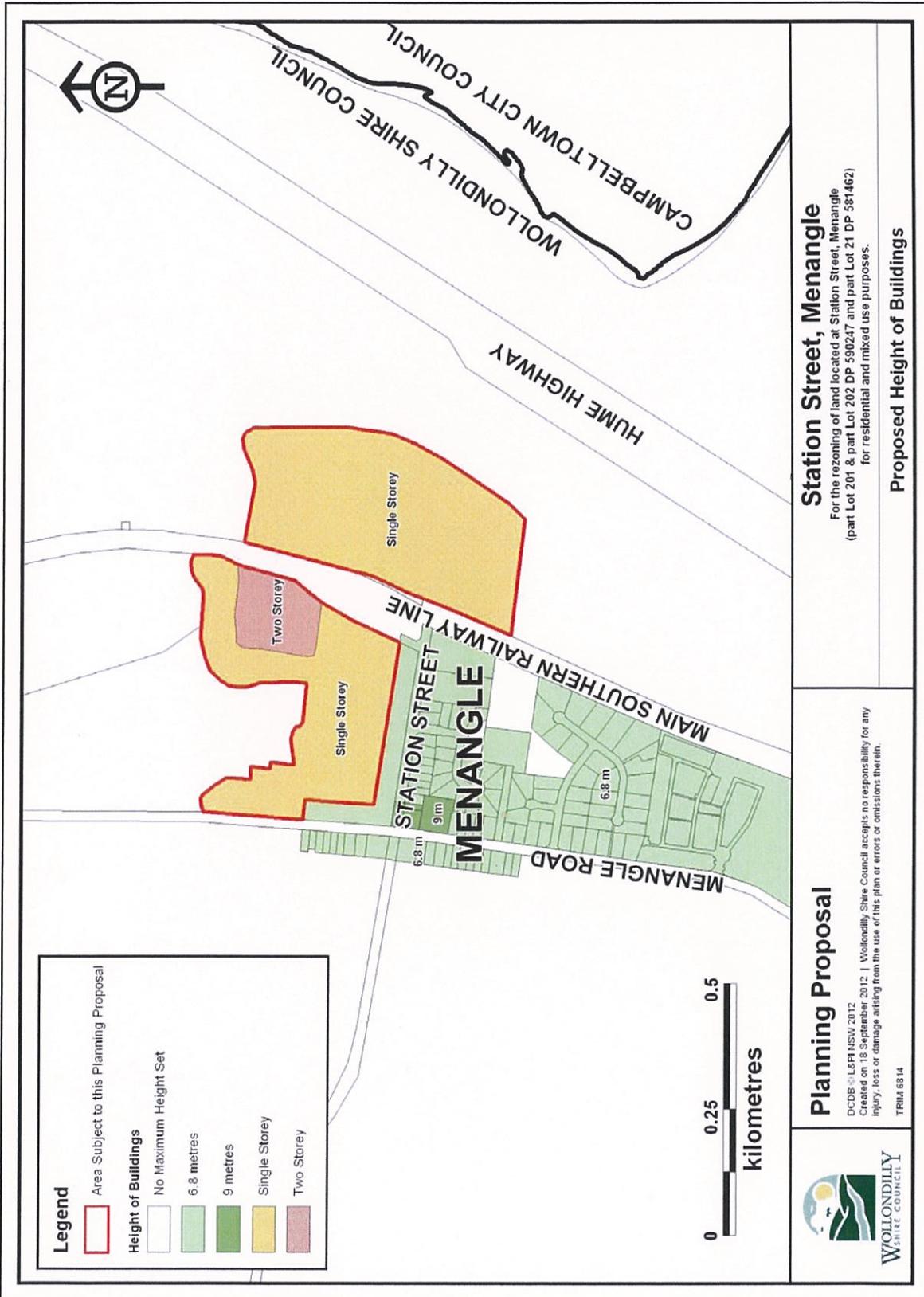
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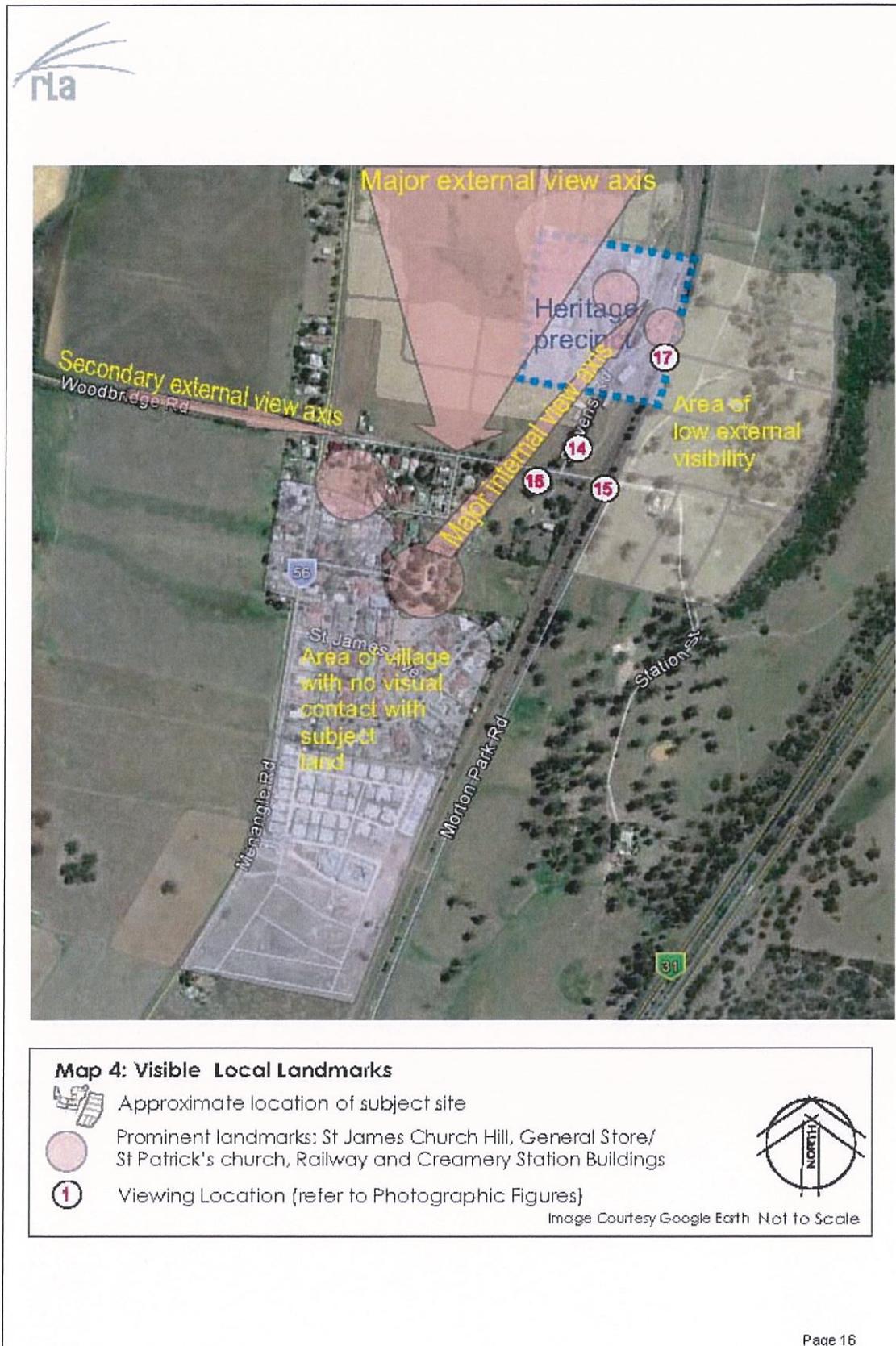
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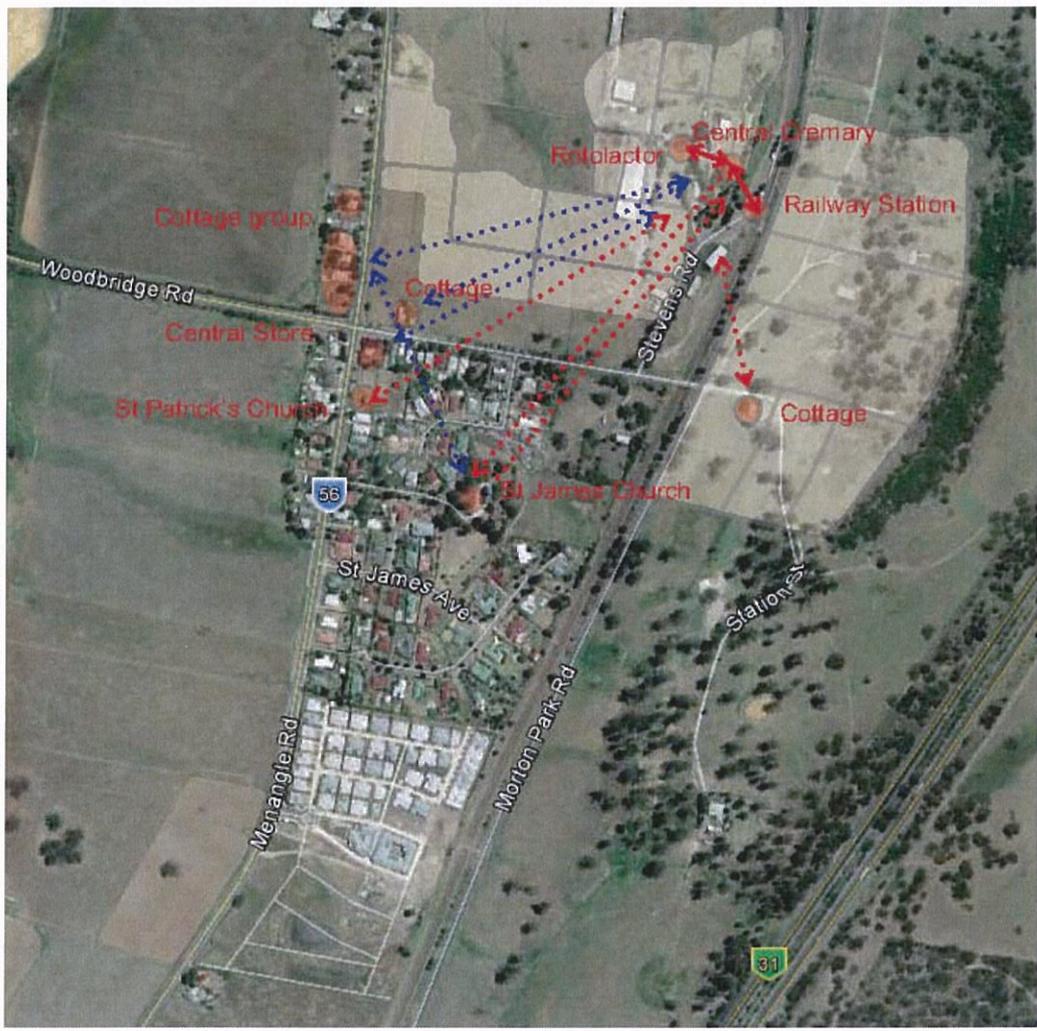


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**Map 5: Views of and Between Heritage Items from Subject Land**

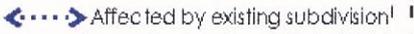
-  Approximate location of subject site
-  Heritage items visible from or in the context of the subject land
-  Unimpeded view
-  Partial view
-  Affected by existing subdivision<sup>1</sup>

  
 Image Courtesy Google Earth Not to Scale



the 1990s, the number of people in the world who are living in poverty has increased from 1.2 billion to 1.6 billion. The number of people who are living in extreme poverty has increased from 600 million to 800 million.

There are a number of reasons why the number of people in poverty has increased. One of the main reasons is that the world's population has increased. In 1990, there were 5.3 billion people in the world. In 2000, there were 6.1 billion people in the world. In 2010, there were 6.9 billion people in the world.

Another reason why the number of people in poverty has increased is that the world's economy has not grown fast enough. In 1990, the world's economy was growing at an average rate of 2.5% per year. In 2000, the world's economy was growing at an average rate of 2.2% per year. In 2010, the world's economy was growing at an average rate of 2.0% per year.

A third reason why the number of people in poverty has increased is that the world's resources are being used up. The world's forests are being cut down, the world's oceans are being overfished, and the world's land is being degraded. This is leading to a loss of biodiversity and a decline in the quality of the environment.

There are a number of things that can be done to reduce the number of people in poverty. One of the most important things is to increase the world's economic growth. This can be done by investing in infrastructure, education, and health care.

Another important thing is to protect the world's resources. This can be done by reducing the amount of land that is degraded, by reducing the amount of forests that are cut down, and by reducing the amount of fish that are overfished.

Finally, it is important to help the poor. This can be done by providing them with access to education, health care, and other services. It is also important to help them to find work and to improve their living conditions.

There are a number of organizations that are working to reduce the number of people in poverty. These include the World Bank, the International Monetary Fund, and the United Nations. There are also many private organizations that are working to help the poor.

It is important to remember that poverty is a global problem. It is not just a problem in the developing world. It is a problem in every country in the world. We all have a responsibility to help the poor.

There are a number of things that we can do to help the poor. We can donate money to organizations that are working to help the poor. We can volunteer our time to help the poor. We can also help the poor by being more aware of their needs and by treating them with respect and dignity.

It is important to remember that poverty is not just a lack of money. It is a lack of opportunity. It is a lack of access to education, health care, and other services. It is a lack of a voice. We need to help the poor to have a voice and to be able to make their own choices.

There are a number of things that we can do to help the poor to have a voice. We can help them to organize themselves and to elect representatives to government. We can also help them to make their voices heard by lobbying their elected representatives.

It is important to remember that poverty is a human rights issue. Every person has the right to a decent standard of living. We need to help the poor to have this right. We need to help them to have a voice and to be able to make their own choices.

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