

REPORT NUMBER: MD&E 1  
SUBJECT: The Future for Industrial Land Development (P.5)  
REPORT AUTHOR: P Mullins  
RESPONSIBLE MANAGER: P Mullins

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PURPOSE OF REPORT: To adopt the recommendations contained in the consultant's report regarding the future for industrial land development in Tumut.

## KEY ISSUES

### 1. Industrial Land Development.

## BACKGROUND

As Council will recall, Mr Rhys Bailey (Community Development Initiatives Pty Ltd) was appointed by Council last year to examine the future provision of industrial land in Tumut.

Mr Bailey was assisted in his work by a Council Working Party. The Working Party comprised Cllr B. Dumbrell, relevant Council staff, Mark Bendall (NSW State Forests), Economic Development Officer for Tumut Region Developing Naturally Inc. and Mr R. Bailey.

## INTRODUCTION

Council has been dealing with this matter for the past 3 years but has made little progress. The matter is more important now than ever before as increased industrial development is predicted when the Visy Pulp and Paper Mill commences production mid 2001. The time has come for Council to plan for future industrial development in Tumut and possibly Adelong.

## CONSULTANT'S REPORT:

A Landuse Survey revealed that 69% of the zoned industrial land in Tumut is currently being used, and 5% is occupied for housing that could be targeted through incentives for industrial development. The remaining 26% is currently vacant, however, this does not mean that the land will be made available for industrial development in the short to medium term.

The report concluded that there is no immediate shortage of industrial land, however, Council needs to plan for the longer term by making additional land available, and if possible, this should be as close to existing industry as possible. *"It is not appropriate to wait for the existing zoned industrial land to be developed before additional land is made available"*. The report recommends that an additional 50 hectares (approximately) be developed for industry, and that this would adequately cater for the foreseeable short and long-term needs for Tumut.

Six areas were considered for industrial development:

- Area 1 - Gocup Road, north western side of Gilmore Creek.
- Area 2 - Rifle Range Valley

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- Area 3 - Snowy Mountains Highway, Gilmore opposite Weyerhaeuser Timber Mill
- Area 4 - Gadara (near Visy)
- Area 5 - Bombowlee near Tumut Airport
- Area 6 - Land on north west side of the railway line, Tumut.

The 6 sites were assessed against planning considerations. The results are listed in table form in the report.

**COUNCIL WORKSHOP:**

Given the importance of this subject, a Council workshop was held on 16 January, 2001. The workshop was attended by 2 Councillors. Mr Bailey led the workshop through his report. There was constructive discussion on the 6 areas and the recommendations. The workshop ran for 2.5 hours.

Those present at the workshop came to the conclusion that Mr Bailey had done an excellent job and that his recommendations were sensible. It is pointed out that Mr Bailey's recommendations are not listed in priority order.

The most significant item of discussion at the workshop was Recommendation No. 4 *"Remove the over-generous provisions from the 1(a) Rural Zone, and contain the zone to rural purposes"*.

The Tumut Local Environmental Plan (LEP) currently allows many types of industrial development in the Rural 1(a) Zone. Mr Bailey recommends that the LEP be amended to prohibit various types of industrial development in the zone so as to strengthen the effectiveness of the industrial zone and prevent inappropriate industrial development in rural areas.

However, there are many developments which, because of their nature or size, are unsuitable within town boundaries. In particular, VISY would not have been possible if industries were prohibited in Rural areas.

A Development Control Plan which establishes the parameters for industrial development in Rural areas would seem more appropriate. The Development Control Plan (DCP) could state parameters such as:

- a) level of infrastructure required;
- b) buffer zones required to separate the industry from dwellings or sensitive environments; and
- c) visibility from public roads.

**CONCLUSIONS AND FUTURE DIRECTION.**

The following points are made in the report, leading to specific recommendations:

1. It is apparent that there is a growing shortage of zoned industrial land in Tumut, although not at a critical stage to date.
2. There is a need for an overall policy framework that guides Council in its future provision of industrial land.

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3. Short-term provision of industrial land could be made by rezoning Area 6 (north-western side of the railway line, Tumut). At the same time, Council could consider offering rate relief if existing houses are demolished for industrial development.
4. Long-term provision of industrial land could be made by rezoning Area 3 (Snowy Mountains Highway, Gilmore) as future industrial.
5. The generous allowances for industrial development in the 1(a) Rural Zone should be reviewed so as to set the scene for where industrial development should take place.
6. Planning controls for industrial development in Adelong be thoroughly considered.

A full copy of the Consultant's Report was supplied to Councillors prior to the workshop.

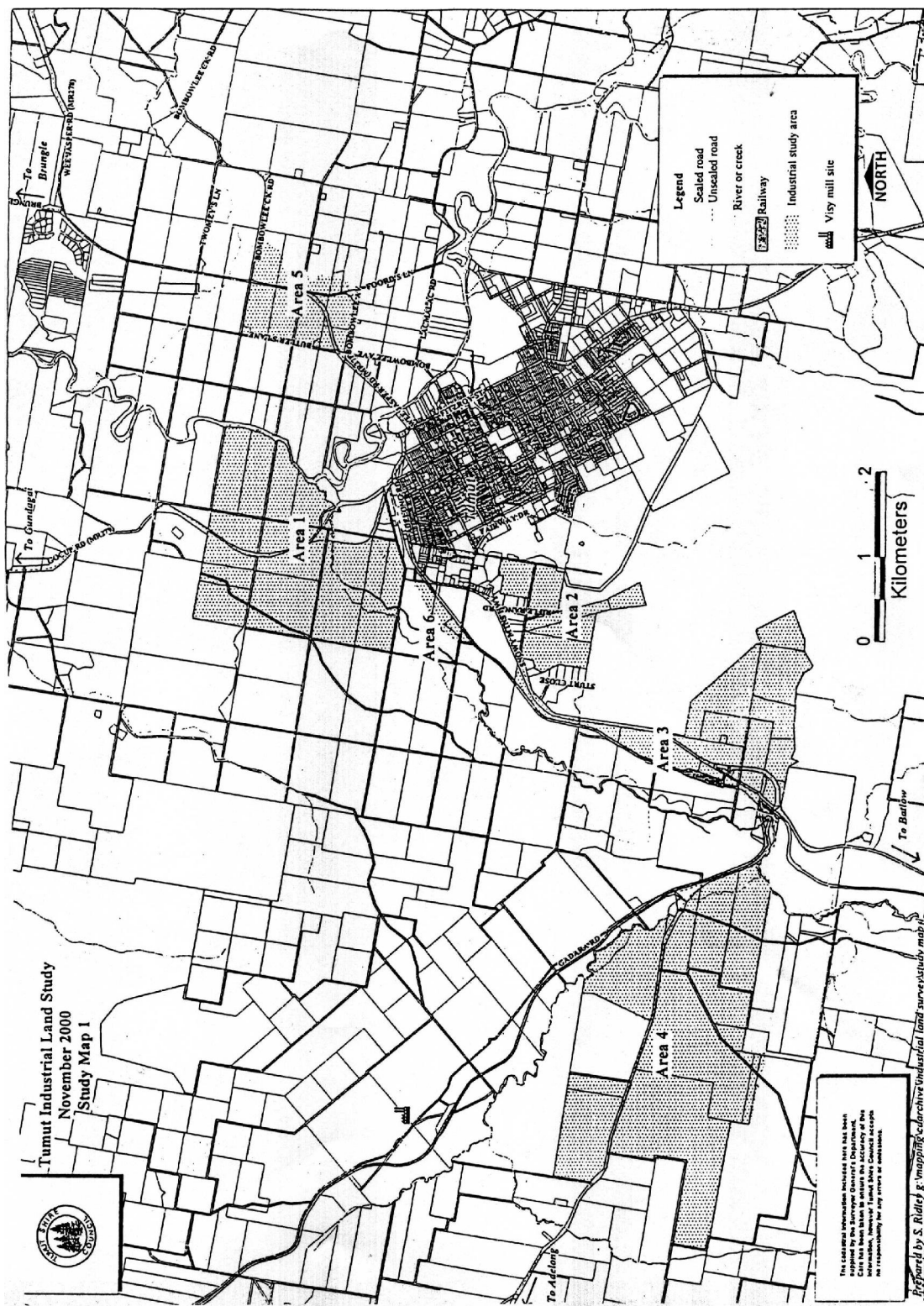
The report only lightly touches on the visual amenity of the Industrial Area, particularly as it is on a main approach road to Tumut. Council has previously expressed concern about this matter and resolved to place a high priority on the visual amenity of industrial development. In addition to requiring new industrial development to consider this matter, Council should consider encouraging existing industrial development to improve their visual amenity. One way of achieving this is for Council to set an example by landscaping the nature strips. This would require the preparation of a streetscape plan for the whole of the industrial area and Adelong Road, stretching from Gilmore to Capper Street.

**RECOMMENDATIONS**

**That**

1. **Council adopt a Policy to give overall guidance to Council and the community about planned future industrial development. A further report to be presented to Council on this matter.**
2. **Council consider offering rate relief if existing houses in the Tumut Industrial Zone are demolished and industrial buildings developed. A further report to be presented to Council on this matter.**
3. **Following adoption of the Industrial Policy, Council rezone the land in Area 6 (north western side of railway line Tumut to General Industrial 4(a).**
4. **Council rezone Area 3 (Snowy Mountains Highway, Gilmore opposite the Weyerhaeuser Timber Mill) to Future Industrial.**
5. **Council prepare a Development Control Plan that establishes parameters and standards for industrial development in rural areas.**
6. **Council conduct a Town Meeting in Adelong to discuss strategic planning direction for industrial development in the town. Mr R Bailey be engaged by Council to run the meeting.**

- 7. The balance of the Strategic Town Planning budget be utilised to carry out recommendation No. 3, 4 and 6.**
- 8. Funding (\$15,000) offered to Council by the Department of State and Regional Development for Strategic Town Planning be utilised to conduct an Environmental Study to rezone Area 3 (Snowy Mountains Highway, Gilmore) to Future Industrial and 6 (west of Weyerhaeuser/Carter Holt Harvey) to General Industrial.**
- 9. Council consider allocating funds in the 2001/2002 Budget for the preparation of a streetscape plan by a landscape architect, for the Tumut Industrial Area and Adelong Road, stretching from Gilmore to Capper Street.**
- 10. Council advise any inquiries that consideration is being given to rezoning Area 3 (Snowy Mountains Highway, Gilmore) and 6 (west of Weyerhaeuser/Carter Holt Harvey) for industrial use and any development application that may prejudice the future use will not be approved.**



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1. PLANNING CONSIDERATION	2. <u>AREA 1</u> - GOCUP RD	3. <u>AREA 2</u> - RIFLE RANGE ROAD	4. <u>AREA 3</u> - GILMORE MILL	5. <u>AREA 4</u> - GADARA/VISY
<b>co-location of development to maximise use of existing infrastructure/assets (good access to community provided services)</b>	This area is not located immediately adjacent to existing industry, despite it being relatively close. Closest industry is on the southern side of Gilmore Creek in the location of the RTA and TSC Works Depots	This area is <u>immediately</u> adjoining existing industry	This area immediately adjoins a major industry, although this is only one (large) industrial development. Sewerage disposal services are a considerable distance	This area is a considerable distance from existing services and industry with the exception of the Visy plant which has exclusive access to water supply and road access. It also has its own waste disposal system in construction
<b>the land is capable of being developed with minimal disturbance to the environment, and is not an inappropriate use of land that ought to be kept for more productive uses</b>	Significant areas of this land has slope less than 10%. Alternative use at present is agricultural. The land has good agricultural qualities for cropping and grazing, with land capabilities as identified in the 1988 Rural and Urban Strategy and the Environmentally Sensitive Areas mapping project of 2000	Land slope is good in some areas, however there are major drainage issues affecting significant areas of the more level land. The locality has a considerable mix of uses, some being very incompatible (eg rifle range adjoining two rural residential properties). Further industrial expansion here is likely to add complication to these incompatibilities	Good areas are achievable in terms of land slope. The land is used for light grazing, and parts have approvals for long term waste disposal given pockets of appropriate clay deposits for safe storage of non putrescible waste.	Good areas are achievable in terms of land slope. Alternative use at present is agricultural. The land has good agricultural qualities for grazing, with land capabilities as identified in the 1988 Rural and Urban Strategy and the Environmentally Sensitive Areas mapping project of 2000
<b>Adequate consideration has been given to traffic impacts</b>	Internally traffic could be managed well due to the ability to develop internal road networks. However, considerable care would be needed in designing intersection works with the highway because the area is outside the Tumut restricted speed zone and there are no existing road intersections here except for driveways to farms.	Traffic could be managed well due to the ability to develop internal road networks off existing roads, although care would be needed in modifying the intersection of Adelong Rd and Rifle Range Rd	Traffic could be managed well due to ability to develop internal road networks off existing roads. Care would be needed in designing intersection works with the highway at Killarney Rd	Traffic could be managed well due to ability to develop internal road networks off existing roads. Care would be needed in designing any intersection works with the highway given the locality is outside the Tumut restricted speed zone

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<b>Access is able to be provided without risk to surrounding traffic movements</b>	Similar to above	Similar to above	Similar to above	Similar to above
<b>the proposal does not create undue risks in terms of fire, flooding, subsidence or inundation risks</b>	The area is identified in parts of the TSC "Environmentally Sensitive Areas" mapping project due to possible flooding, general proximity to rivers, and visual impact. It is in a medium fire risk area	The area is identified in parts of the TSC "Environmentally Sensitive Areas" mapping project due to land slope and visual impact. It is in a high fire risk area	The area is identified in parts of the TSC "Environmentally Sensitive Areas" mapping project due to visual impact and being adjacent to state forest. It adjoins a high fire risk area	The area is identified in parts of the TSC "Environmentally Sensitive Areas" mapping project due to it being on alluvial soils. It is in a medium fire risk area
<b>visual/aesthetic features of the locality are not unduly affected</b>	The area is in a critical "gateway" to Tumut. If developed for industry, visual impacts would be significantly different to the current pasture/farming purposes	The area is well removed from visual impacts due to it being "tucked away" behind the existing industry and topography	The area is in a part at a "gateway" to Tumut, although at this location this is significantly affected by the Gilmore Mill. That is, the Mill development "announces" to the traveller the arrival at Tumut as they enter the Gilmore Valley. Any additional industrial activity would add to an existing disturbed "entrance"	The area is in a critical "gateway" to Tumut. If developed for industry, visual impacts would be significantly different to the current pasture/farming purposes
<b>the proposal can maximise good design characteristics to ensure amenity is not disturbed, and design is appropriate to the locality</b>	Similar unfavourable comments as above	Similar favourable comments as above	Similar comments of "moderate acceptability" as above	Similar unfavourable comments as above

<b>Consideration of community aspirations for future development, including archaeological values of the area</b>	The area does not fit well with the previous studies under the Rural and Urban Strategy of 1988 because of being removed from industrial development. In terms of archaeological significance it has potential to contain sites of significance (eg burial grounds) for the indigenous community which would need further detailed inspection by a sites officer before any construction development occurred	There is Crown Land involved (Rifle Range), however the land fits well with the Rural and Urban Strategy. In terms of archaeological significance this has not been separately inspected due to the severe drainage constraints of this locality	The area fits with the intent of co-location and this aspect of the intent of the Rural and Urban Strategy. In terms of archaeological significance it has potential to contain sites of significance for the indigenous community (eg burial grounds) which would need further detailed inspection by a sites officer before any construction development occurred	The area does not fit well with the previous studies under the Rural and Urban Strategy of 1988 because of it is so removed from industrial development. In terms of archaeological significance it has potential to contain sites of significance for the indigenous community (eg burial grounds) which would need further detailed inspection by a sites officer before any construction development occurred
<b>Established guidelines for development of industrial localities such as guidelines to provide full servicing, and minimising site disturbance.</b>	The area would meet guidelines in terms of site slope, and disturbance, however would not meet servicing recommendations, visual impacts, and co-location preferences	The area would not meet guidelines in terms of site slope, disturbance, however would meet servicing recommendations, visual impacts, and co-location preferences. The significant drainage concerns of the site cannot be under-estimated	The area could meet guidelines in terms of site slope, disturbance, and co-location preferences however would be short on servicing recommendations and possibly on visual impacts	The area would meet guidelines in terms of site slope, and disturbance, however would be well short of servicing recommendations, visual impacts, and co-location preferences
<b>Conclusions</b>	<p><b>1.5 Advantages</b></p> <ul style="list-style-type: none"> <li>• good land slope</li> <li>• good internal road potential</li> </ul> <p><b>2.5 Disadvantages</b></p> <ul style="list-style-type: none"> <li>• not co-located</li> <li>• service extension required</li> <li>• better quality agricultural land</li> <li>• potentially significant traffic intersection works required</li> </ul>	<p><b>2.5 Advantages</b></p> <ul style="list-style-type: none"> <li>• co-location with industry</li> <li>• services easily extended</li> <li>• good road networks</li> <li>• visually well located</li> </ul> <p><b>3.5 Disadvantages</b></p> <ul style="list-style-type: none"> <li>• <b>major</b> drainage difficulties</li> <li>• site slope constraints in parts</li> <li>• incompatible land uses at present and industry would add to this dilemma</li> </ul>	<p><b>3.5 Advantages</b></p> <ul style="list-style-type: none"> <li>• good land slope</li> <li>• adjoins existing major industry</li> <li>• traffic management</li> </ul> <p><b>4.5 Disadvantages</b></p> <ul style="list-style-type: none"> <li>• waste disposal - not close to services</li> <li>• potentially visually exposed to highway traffic (moderated</li> </ul>	<p><b>4.5 Advantages</b></p> <ul style="list-style-type: none"> <li>• good land slope</li> <li>• good internal road potential</li> </ul> <p><b>5.5 Disadvantages</b></p> <ul style="list-style-type: none"> <li>• not co-located</li> <li>• considerable extension of services required</li> <li>• good quality agricultural land</li> <li>• high visual impact</li> <li>• further archaeological</li> </ul>



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	<ul style="list-style-type: none"><li>• high visual impact</li><li>• further archaeological assessment required</li></ul> <p>A. NOT RECOMMENDED</p>	<ul style="list-style-type: none"><li>• hire fire risk area</li></ul> <p>A. NOT RECOMMENDED</p>	<p>by existing industry)</p> <ul style="list-style-type: none"><li>• further archaeological assessment required</li></ul> <p>A. RECOMMENDED</p>	<p>assessment required</p> <p>A. NOT RECOMMENDED</p>
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5.4.2 Planning Consideration	6. AREA 5 - NEAR AIRPORT	7. AREA 6 - ADJACENT PIONEER CEMETERY
<b>co-location of development to maximise use of existing infrastructure/assets (good access to full services)</b>	This area is a reasonable distance to existing industry although it is on a major traffic route for heavy vehicles involved in timber harvesting. Sewerage disposal services are a considerable distance away.	This area <u>immediately</u> adjoins industrial land and development
<b>the land is capable of being developed with minimal disturbance to the environment, and is not an inappropriate use of land that ought to be kept for more productive uses</b>	The entire area has slope of less than 10% as it is effectively flat land, although there are some areas of swamp or wetland. Alternative use is for the developing orchard industry in this locality with the soils being ideal for this purpose. The land is identified in the 1988 Rural and Urban Strategy and the Environmentally Sensitive Areas mapping project as land of very good capability for agriculture (including intensive horticulture)	The higher areas of land (above 266 AHD) achieve slope less than 10%. Alternative land use is for grazing.
<b>adequate consideration has been given to traffic impacts</b>	Traffic could be managed well due to ability to develop internal road networks off existing roads. Care would be needed in designing intersection works with regional roads. Care would be needed in the design of access to any of the sites to ensure minimal disturbance to traffic movements in this unrestricted speed area.	Traffic could be managed well by being fed into existing road infrastructure. Care with intersection works to the east of the TSC depot would be required.
<b>access is able to be provided without risk to surrounding traffic movements</b>	Similar to above	Similar to above
<b>the proposal does not create undue risks in terms of fire, flooding, subsidence or inundation risks</b>	The area is identified in parts of the TSC "Environmentally Sensitive Areas" mapping project due to it being on alluvial soils and possibly flood prone. It is in a low fire risk area	The area is identified in parts of the TSC "Environmentally Sensitive Areas" mapping project due to it being on alluvial soils. It is in a medium fire risk area
<b>visual/aesthetic features of the locality are not unduly affected</b>	The area is in a "gateway" to Tumut, being the eastern approach to town. Visual impact would be significant due to exposure because of flat terrain, and the contrast with rural uses and hobby farm living	The area enjoys the benefits of being adjacent to existing industry. Being located on the northern side of the railway is removes it from being direct visible from most public vantage points

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<b>the proposal can maximise good design characteristics to ensure amenity is not disturbed, and design is appropriate to the locality</b>	Similar unfavourable comments as above, plus the development of buildings may impact the Obstacle Limitation Surface (OLS) for the airport, although this land is mostly outside the area of the land recently adopted by TSC for the "airport uses" zone. (The purpose of the OLS is to ensure new building work does not jeopardise the operation of the airport.)	Similar favourable comments as above
<b>consideration of community aspirations for future development, including archaeological values of the area</b>	The area does not fit well with the previous studies under the Rural and Urban Strategy of 1988 due to being removed from other industry. In terms of archaeological significance it has low likelihood of having sites of significance due to the flat terrain and swampy nature of the land	The area fits well with the previous studies under the Rural and Urban Strategy of 1988 due to co-location with industry. In terms of archaeological significance it has some potential for sites of significance only at the western end (behind Weyerhaeuser's new storage area), but this is likely to be outside the area shown on the maps (because the higher land only is suggested), however further inspection by a sites officer before any construction commences should occur. The balance of the land identified on the maps suggests no issues for the indigenous community.
<b>established guidelines for development of industrial localities such as guidelines to provide full servicing, and minimising site disturbance.</b>	The area would meet guidelines in terms of site slope, and disturbance, however would be well short of servicing recommendations, visual impacts, and co-location preferences. Drainage difficulties would be likely.	The area would meet guidelines in terms of site slope and disturbance, servicing recommendations, visual impacts, and co-location preferences
<b>Conclusions</b>	<p align="center"><b>1.7 Advantages</b></p> <ul style="list-style-type: none"> <li>• good land slope</li> <li>• good internal road layout potential</li> </ul> <p align="center"><b>2.7 Disadvantages</b></p> <ul style="list-style-type: none"> <li>• not co-located</li> <li>• service extension required (but at the cheaper end of the scale)</li> <li>• high quality agricultural land (orchard uses)</li> <li>• high visual impact</li> </ul>	<p align="center"><b>3.7 Advantages</b></p> <ul style="list-style-type: none"> <li>• good land slope</li> <li>• adjoins existing industry</li> <li>• minor cost issues for services to be extended</li> <li>• traffic management</li> <li>• visually well located</li> </ul> <p align="center"><b>4.7 Disadvantages</b></p> <ul style="list-style-type: none"> <li>• further archaeological assessment required for the small western end of the site</li> </ul>

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	<ul style="list-style-type: none"> <li>potential issues with the OLS</li> </ul>	
	A. NOT RECOMMENDED	A. RECOMMENDED

## Recommendations

	Issue or matter needing attention	Recommended Planning change	Action to take (how does Council start?)	Specific tasks that flow from decision
<b>1</b>	There is no specific direction for industrial growth in Tumut	Adopt a policy to give overall guidance to Council and the community about planned future industrial development	<b>Adopt a policy</b> - a draft is suggested at Appendix 5 to this report	Put Policy to Council, then advertise for public comment, then adopt following submissions (with any considered changes)
<b>2</b>	There is an immediate need for additional land in the industrial zones in Tumut	Provide additional land where this is readily serviced and causes the least servicing, visual impacts, traffic and adjoining uses issues. The site that best suits these requirements is that land detailed in the Map 2 of Map Series 4 in Appendix 1.	Following the adoption of the Industrial Policy, <b>rezone</b> the land (detailed in Map 2 of Map Series 4 - Appendix 1) to Zone 4(a) (General Industrial Zone)	Prepare the necessary documentation under the EPA Act 1979 for the rezoning of this land
<b>3</b>	There is a longer term need to provide for potential future industrial expansion for Tumut	Designate land that is best suited to future industrial development, land that has realistic cost impacts, minimal servicing difficulties, minimal visual impacts, limited traffic impacts, and little or no impacts on adjoining land. The land that best suits these requirements is detailed in the Map 3.3 of Map Series 3 in Appendix 1	Following the adoption of the Industrial Policy, and separate to the process in Item 2 above, <b>rezone</b> the land identified in Map 3.3 of Map Series 3 in Appendix 1 as future industrial, with provisions along the lines of the suggested wording provisions detailed in the text section of Appendix 8	Prepare the necessary documentation under the EPA Act 1979 for the rezoning of this land

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4	The 1(a) Rural Zone land may be developed for many industrial purposes subject to a Development Application without rezoning to Industrial. The zone provisions minimise the effectiveness of the Industrial zones	Remove the "over- generous provisions" from the 1(a) Rural Zone, and contain the zone to rural purposes.	Following the adoption of the Industrial Policy, and separate to the process in Item 2 above, <b>remove the provisions in the 1(a) Rural zone</b> that allow <ul style="list-style-type: none"> <li>Road transport terminals</li> <li>Transport Terminals</li> <li>Extractive or Hazardous Industries</li> <li>Industries</li> <li>Junk yards, and</li> <li>Liquid fuel depots</li> </ul> from being matters permissible subject to development approval and place them in the prohibited uses list	Prepare the necessary documentation under the EPA Act 1979 for the amendment of the LEP in regard to this zone
5	Adelong is able to be developed for mixed uses (industrial and residential). Anecdotal evidence suggests that the community is not in agreement about the suitability of the potential future disturbance this may cause. Undesirable future development outcomes and recommend limiting this ability to certain appropriate portions of the town	Conduct a town meeting to detail the implications of this, explaining how this mixed development may occur. Suggest strategic planning direction by developing either an Industrial Development Control Plan (DCP) for Adelong, or creating a second Village Zone for the town steering industry to more desired locations in Adelong	<ul style="list-style-type: none"> <li>Council study the areas of Adelong to identify areas that may be more suitable to mixed uses</li> <li>Council develop a draft additional village zone or DCP to steer industrial activity types toward this area</li> <li>Council consult with the community before finalising the proposal</li> </ul>	<ul style="list-style-type: none"> <li>Conduct the planning study</li> <li>Prepare the documentation</li> <li>Consult with the community</li> <li>Prepare appropriate documentation under the EPA Act 1979 for the rezoning or DCP</li> </ul>
6	Under-utilised Industrial Land in Tumut (especially houses in the Industrial Zones, and vacant industrial land) could be developed	Encourage existing housing and vacant land in the Industrial Zones to be developed	Council consider offering rate relief for a period (eg 3 years) if existing houses are demolished and industrial buildings developed	Council to consider best options to achieve a development outcome. Council would need to ensure incentives were legally binding to maximise potential for redevelopment/development.