

8.4 Minto Urban Renewal Precinct Planning Proposal

Reporting Officer

Executive Manager Urban Centres
City Development

Community Strategic Plan

Objective	Strategy
4 Outcome Four: A Successful City	4.3 - Responsibly manage growth and development, with respect for the environment, heritage and character of our city

Officer's Recommendation

1. That Council support the planning proposal for the Minto Urban Renewal Precinct at attachment 1 to this report and submit it to the Department of Planning Industry and Environment seeking a Gateway Determination.
2. The Council invite the owners of Minto Marketplace to submit their own planning proposal for their land.

Executive Summary

- The Glenfield to Macarthur Urban Renewal Corridor Strategy (Corridor Strategy) was adopted by the NSW government in late 2017. This strategy included precinct plans for land around the railways stations at Macquarie Fields, Minto, Ingleburn, Leumeah, Campbelltown and Macarthur. The Glenfield precinct plan has not yet been finalised.
- Council staff have prepared a planning proposal to implement the Minto precinct plan. The planning proposal concentrates on the land to the east of the railway line at Minto. The land included in the planning proposal varies from the land identified in the precinct plan for reasons outlined in the report.
- Councillors were provided with a briefing on the planning proposal on 19 June 2019. The proposal was modified in response to matters raised by Councillors.
- The Campbelltown Local Planning Panel provided its advice on the planning proposal at their meeting on 25 March 2020.
- The planning proposal is still at an early stage of the process. Subject to Council's approval further work will be required after a positive Gateway Determination. This work is best done after the Department of Planning, Industry and Environment (DPIE) have endorsed the scope of the proposal through the Gateway process.

- It is considered that the strategic merit for the proposal has been established by the Corridor Strategy. It is therefore recommended that the planning proposal for the Minto urban renewal precinct be sent to DPIE with a request for a gateway determination.

Purpose

To advise Council of a planning proposal for the Minto Urban Renewal Precinct and surrounding land, and request Council's agreement to forward the planning proposal to the Department of Planning, Industry and Environment for a Gateway determination.

History

- On 26 July 2015, the Department of Planning prepared and exhibited a draft Glenfield to Macarthur Urban Renewal Corridor Strategy (Corridor Strategy). The draft Corridor Strategy identified opportunities for additional housing and jobs around the seven train station precincts between Glenfield and Macarthur.
- In December 2017, the NSW Government released the final Corridor Strategy which included precinct plans for six areas around the railway stations at Macquarie Fields, Ingleburn, Minto, Leumeah, Campbelltown and Macarthur. The final Glenfield plan has not yet been released.
- A planning proposal for the Ingleburn CBD was reported to the Council meeting on 9 April, 2019 where it was supported and forwarded for a Gateway determination. A positive gateway determination was received on 9 March, 2020. A master plan for the Leumeah, Campbelltown and Macarthur precincts - Reimagining Campbelltown, is currently on public exhibition.
- Councillors were briefed on the Minto Urban Renewal Precinct draft planning proposal on 18 June 2019.
- On 25 March 2020, the draft planning proposal was submitted to Campbelltown Local Planning Panel (CLPP) for consideration. The CLPP supported the planning proposal and provided a number of recommendations. The CLPP's recommendations and officer's comments are included within section 10 this report.

Report

1. The Site

The site subject to this planning proposal is the area to the east of Minto train station, extending from Coronation Park to the south to Victoria Park at the northern end of the precinct. Figure 1 in attachment 3 shows an aerial photo of the subject site.

This proposal is limited to the eastern side of Minto train station. The review of the areas west of the railway will occur as part of Council's Employment Lands Strategy which is underway.

Figure 2 in attachment 3 shows the existing zoning for this precinct and surrounds. There is a shopping centre near the railway station zoned B1 Neighbourhood Centre under the CLEP 2015, which reflects its current status as a small-scale centre serving the local population. This area currently has a maximum building height of nine metres (three storeys).

The area immediately surrounding the shopping Centre is zoned R2 Low Density Residential under the CLEP 2015. This zoning was applied at the time to avoid fragmentation of this land and preserve it for future higher density development. Beyond this R2 land, most of the residential land within the precinct is zoned R3 Medium Density Residential.

Immediately to the north of Minto Road, land zoned R2 Low Density is interspersed with land zoned RE1 Public Recreation as part of Victoria Park. Land to the south of the precinct is also zoned RE1 Public Recreation as part of Coronation Park and includes the commuter car park. Centrally located within the precinct, Murray Reserve is also zoned RE1 Public Recreation.

The precinct includes certain land along Erica Lane, Phyllis Street, Surrey Street and Kent Street zoned for local road widening and included on the land reservation acquisition map in the CLEP2015. The Telstra Telephone Exchange in Kent Street is zoned SP2 Infrastructure.

2. The Planning Proposal

Broadly, the planning proposal seeks to amend the CLEP 2015 to align it with the Minto Precinct Plan released as part of the Corridor Strategy, which seeks to facilitate higher density mixed use/apartment development and medium density development in and around the Minto Railway Station. The planning proposal also involves the expansion of Murray Reserve to accommodate the open space needs of the incoming population, and the sale of surplus land in Victoria Park to fund the expansion of Murray Reserve to provide open space embellishment to Victoria Park and public domain improvements near Minto Railway Station. The proposed amendments to the CLEP 2015 are described in detail below:

Proposed Zoning

The planning proposal is to make the following amendments to the CLEP 2015:

- a. Rezone the shopping centre from B1 Neighbourhood Centre to B4 Mixed Use, as shown in Figure 3 in attachment 3.

This area is bound by Redfern Road to the south, Minto Road to the west, Stafford Street to the north and Surrey Street to the east. This proposed amendment reflects the intention to transform the status from a low-scale suburban shopping strip to a vibrant mixed use centre. The B4 Mixed Use zone allows a broader range of land uses than the B1 Neighbourhood zone and this is likely to increase the provision of commercial floor space within the centre and further allows shop top housing to increase the residential densities in the vicinity of the railway station. This zoning still provides a point of difference to the Minto Marketplace which has a B2 Local Centre zoning.

- b. Rezone residential land from R2 Low Density Residential and R3 Medium Density Residential to R4 High Density Residential (excluding the Town Centre and Murray Reserve), as shown in Figure 4 in attachment 3.

The area bound by Durham Street to the north, Pembroke Road to the east, Coronation Park to the south, and Surrey Street and the railway line to the west (as shown with dark edging below) is proposed to be rezoned from low and medium density residential development to high density residential development. This zoning would have the effect of allowing residential flat buildings to be constructed while

prohibiting lower density forms of residential development such as dwellings, dual occupancies and multi-dwelling developments. The intention of this amendment is to provide additional housing opportunities in close proximity to Minto train station, supporting the use of public transport and the revitalisation of the Minto town centre.

- c. Place the land adjacent to Murray Reserve shown in Figure 5 in attachment 3 on the Land Reservation Acquisition Map under the CLEP 2015 and rezone this land to RE1 public recreation. This land will be acquired as it becomes available over time but only after the sale of land in Victoria Park.

At present the Minto precinct has a deficit of accessible passive open space. Coronation Park and Victoria Park are both located within the precinct however these parks cater for active open space, are dominated by sporting facilities and are located at the fringe of the precinct. Murray Reserve is the only park that is used wholly for passive open space and is centrally located within the precinct, however its usability and amenity is limited by its small size (2,000sqm) and awkward shape.

The subject land is 10 Stafford Street, 14-20 Stafford Street, 5-11 Blanche Street and 17 Phyllis Street, Minto. It is noted that Murray reserve is also used as an overland flow path which would remain on the site and potentially be expanded to manage existing flooding issues within the locality. The acquisition of these properties would expand Murray Reserve to approximately 7,500sqm.

- d. Rezone a portion of land within Victoria Park from RE1 to R3 Medium Density Residential, and rezone residential land adjoining Victoria Park from R2 Low Density Residential to R3 Medium Density Residential, as shown in Figure 6 in attachment 3.

It is proposed to rezone a portion of Victoria Park to R3 Medium Density Residential and sell the rezoned parcels to fund the expansion of Murray Reserve and open space embellishment in the precinct. The land identified as RE1 proposed for rezoning is not currently used as active open space and is interspersed with residential properties. The land is already in separate allotments. The costs of servicing and for the provision of access to the land in Victoria Park identified for inclusion in the R3 zone will be further investigated and ultimately could be paid for through the sale of the land. Funds generated from this sale would enable the expansion of Murray Reserve. Any funds remaining would be used to revitalise the remaining area within Victoria Park through the provision of active sporting facilities, which would be accessible for residents within the precinct.

- e. Rezone two allotments (Lots 1 and 2 Sec 4 DP 1186) in the northern part of Victoria Park from R2 Low Density Residential to RE1 Public Open Space, to reflect their ongoing use as public open space, as shown in Figure 7 in attachment 3. This will include the reclassification of this land to community land.

These two allotments were formerly used for residential purposes and their current zoning reflects their former use. The proposed rezoning of these properties to RE1 Public Open Space would reflect their ongoing use as public open space.

- f. Rezone small sections of land within Erica Place and Erica Lane from R2 Low Density Residential and B1 Neighbourhood Centre to SP2 Local Road Widening and rezone splay corners within the town centre to SP2 Local Road Widening, as shown in Figure 8 in attachment 3. This land will also be placed on the Land Reservation Acquisition Map under CLEP2015. This land will gradually be acquired through the Development

Application process for the subject sites as development applications are submitted and proposals constructed.

With regard to Erica Place, the road currently ends in a cul-de-sac configuration, which serves the existing low-density residential environment adequately from a vehicular traffic perspective. However, a higher density residential environment would be better served by a grid pattern of through-streets, which would facilitate access through the precinct. Additionally, the existing walkway from the end of Erica Place to Warwick Street is not ideal from a pedestrian safety perspective as it provides for very poor passive surveillance. Critically, a cul-de-sac is not an ideal road type for high density residential development as it can lead to awkward built form. In order to address these issues, the proposal would facilitate the extension of Erica Place through to Warwick Street by rezoning small sections of land within 5 Erica Place, 32-36 Minto Road and 44 Minto Road from R2 Low Density Residential to SP2 Local Road Widening and place them on the Land Reservation Acquisition Map under the CLEP 2015.

With regard to Erica Lane, the physical width of the road currently varies. There is an existing road widening reservation on properties on the eastern side of Erica Lane, which would give the widened road a width varying between 10.6 metres and 11.7 metres. A road of this width may be sufficient to cater for a suburban scale neighbourhood centre, but is not sufficient for a multi-storey commercial/mixed use precinct. In the future Minto neighbourhood shopping centre will require basement car parks, which would be accessed by small and medium sized trucks. These vehicles require a greater road width in order to manoeuvre into and out of basement car parks. In addition, there are several properties that have Erica Lane as their only street frontage, and as a result, development on these properties would face and be accessed from Erica Lane. The current road reservation width of Erica Lane is insufficient to allow for two traffic lanes and a pedestrian footpath on both sides of the road. Accordingly, the proposal seeks to make provision for the widening of Erica Lane by rezoning parts of 22 Minto Road, Lot 1 Erica Place, 6 Minto Road and 14 Redfern Road from B1 Neighbourhood Centre to SP2 Local Road Widening. This would create a road width of 15 metres. It is proposed to include this land on the Land Reservation Acquisition Map and gradually widen the road through the Development Application process.

The proposal also includes a four metre by four metre splay corner at street corners in order to allow for improved pedestrian and driver visibility and passive surveillance. It is proposed to place these splayed corners on the land reservation acquisition map under CLEP2015.

Maps of the existing and proposed zoning are included under Appendix 1 of attachment 1 to this report.

Maximum Building Height

The planning proposal seeks to make the following amendments to the CLEP 2015 Height of Buildings map:

- a. Increase the building height in the proposed B4 zone from 9 metres (approximately three storeys) to 13 metres (approximately four storeys), 16 metres (approximately five storeys) and 19 metres (approximately six storeys).

- b. Increase the maximum building height from 8.5 metres and 9 metres (approximately three storeys) to 13 metres (approximately four storeys) and 19 metres (approximately six storeys) for land being rezoned to R4 High Density Residential, except for the site of the heritage listed Old St James Anglican church and adjacent land which will have a maximum building height of 9 metres. The lower height adjacent to the Old St James Anglican Church is to protect its heritage significance.
- c. Impose a maximum building height of 9 metres (approximately three storeys) for land to the north of Minto Road that is being rezoned from R2 Low Density and RE1 Public Recreation to R3 Medium Density.
- d. Remove the maximum building height for land that is proposed to be rezoned for public open space and road widening purposes.

The proposed building heights have been designed to achieve the following outcome:

- Provide additional dwellings within a walking distance to the railway station.
- Increasing densities to help support and facilitate economic growth within the town centre.
- Create a transition of building heights across the precinct, with the tallest buildings being located near Minto station and the height tapering down to create a harmonious urban design outcome at the interface between the high and medium density zones and the surrounding low density residential zones, and increase opportunities for solar access.
- Ensure adequate solar access is received to the proposed public plaza (currently occupied by a car park), by limiting building heights adjacent to the future plaza to four to five storeys instead of six storeys.
- Provide a lower height limit to reduce the density of development in the vicinity of the heritage listed item (Old St James Anglican church) so that any future development is of a height and scale that is in keeping with the heritage building.

Qualifying Site Area

It is proposed to amend Clause 4.1C (Minimum qualifying site areas) to include a qualifying area of 800sqm for mixed use development/shop top housing within the B4 zone and 1,500sqm for residential apartment buildings within the R4 zone. These development controls may be refined prior to public exhibition dependant on the recommendations of the review of employment lands and other studies identified in this report. Any changes will be reported to Council for consideration.

Floor Space Ratio

An appropriate floor space ratio (FSR) would need to be determined and included in the proposal, and this is currently under investigation. The FSR will vary with the height and setback controls across the site. This will be determined and reported to Council for consideration prior to public exhibition.

Reclassification of Land

The planning proposal also includes the reclassification of the Police Citizens Youth Club (PCYC) site and part of Victoria Park from Community Land to Operational Land. The PCYC site is located on Minto Road, adjacent to Victoria Park.

- With regard to part of Victoria Park, the reclassification of this land to Operational Land would allow for its sale to fund necessary public infrastructure within the precinct. This has been discussed earlier in this report.
- With regard to the PCYC site, the reclassification of this land to Operational Land would allow Council to have more flexibility with regard to the terms of the lease of the land to PCYC, potentially expanding the range of services offered to the community, and enabling Council to partner with the lessee on future projects that would be of benefit to the community.

As the proposal includes the reclassification of publicly owned land from community to operational, it is proposed to hold a public hearing with an independent chair at the conclusion of the public exhibition period.

It should also be noted that the properties intended to be purchased for the expansion of Murray Reserve would be reclassified from Operational Land to Community Land in the future at the time when Council acquires the properties for the expansion of Murray Reserve. Further there are 2 lots within Victoria Park that are proposed to change from a residential zone to a public recreation zone that will be reclassified to community land as part of this planning proposal.

Local Provisions

The planning proposal includes a provision requiring all new development in the proposed B4 Mixed Use Zone to address Minto Road, Redfern Road, Surrey Street, Stafford Street and Erica Lane as active street frontages. This is to ensure that development within the precinct has a high quality urban design when viewed from all angles, promotes pedestrian activity to streets and maximises interactions between the public and private domain at street level. As a result of the additional identified studies, further local clauses maybe required.

3. Justification

This proposal follows the release of the Corridor Strategy.

Council is leading the rezoning of the Minto Precinct to ensure that the Minto Precinct Plan is implemented in a holistic manner and so that the collective impacts of the increased densities are appropriately considered and addressed. This approach identifies the required upgrades in infrastructure for the entirety of the area and the mechanisms to fund them.

This planning proposal does not include changes to land to the west of the railway line shown in the Minto precinct plan. This is because the future zones identified in the Minto precinct plan for the land west of the railway line are generally consistent with the existing zones under CLEP2015. The LEP review planning proposal already includes a change to the maximum permissible building height for the land west of the railway and this is under separate consideration by Council. The review of employment lands that is already in progress is reviewing the land uses permissible with consent in all employment zones including the IN1 General Industrial and IN2 Light Industrial zones west of the railway line at Minto.

A holistic planning proposal initiated by Council provides certainty to the community and the development industry, and reduces the number of planning proposals submitted for individual sites.

4. Consideration of Section 9.1 Ministerial Directions

Section 9.1 (formerly Section 117) of the *Environmental Planning and Assessment Act 1979* allows the Minister for Planning to provide direction to Council in relation to the preparation of draft local environmental plans.

The directions that are relevant to this proposal are listed below.

- Direction 1.1 Business and Industrial Zones
- Direction 2.3 Heritage Conservation
- Direction 3.1 Residential Zones
- Direction 3.3 Home Occupations
- Direction 3.4 Integrated Land Use and Transport
- Direction 4.3 Flood Prone Land
- Direction 4.4 Planning for Bushfire Protection
- Direction 5.10 Implementation of Regional Plans
- Direction 6.2 Reserving Land for Public Purposes
- Direction 7.1 Implementation of a 'A Plan for Growing Sydney'
- Direction 7.7 Implementation of Glenfield to Macarthur Urban Renewal Corridor

The planning proposal is consistent with the relevant Section 9.1 Directions (or justifiably inconsistent). Further detail and explanation of the relevant Ministerial directions are outlined in the proposal located in attachment 1 to this report.

5. Consideration of State Environmental Planning Policies (SEPPs)

The following SEPPs are applicable to the proposal and have been discussed in the proposal which is located in attachment 1 to this report.

- SEPP 19 – Bushland in Urban Areas
- SEPP 55 – Remediation of Land
- SEPP (Infrastructure) 2007
- SEPP State Environmental Planning Policy (Sydney Region Growth Centres) 2006

6. Consideration of the Campbelltown Local Environmental Plan 2015

The planning proposal aims to amend the CLEP 2015 to facilitate the future redevelopment of Minto. Therefore the existing provisions of the CLEP 2015 are not a strategic consideration for the planning proposal. Existing clauses in the CLEP 2015 will apply to future development. In particular clause 7.13 which requires design excellence will apply to the assessment of future development applications.

7. Strategic Context – Relationship to State and Local Planning Policies

7.1 A Plan for Growing Sydney

On 14 December 2014, the NSW Government released 'A Plan for Growing Sydney' which outlined actions to achieve the Government's vision for Sydney which is a strong global city and a great place to live.

A Plan for Growing Sydney sets a strategy for accommodating Sydney's future population growth and identifies the need to deliver 689,000 new jobs and 664,000 new homes by 2031.

The Plan identifies that the most suitable areas for new housing are in locations close to jobs, public transport community facilities and services.

The planning proposal is consistent with the actions and objectives of 'A Plan for Growing Sydney' as it will facilitate high density mixed use and residential development within a walking distance from Minto Train Station.

7.2 Greater Sydney Region Plan 2018

The Greater Sydney Region Plan has been prepared by the NSW State Government to guide land use planning decisions over the next 40 years in order to achieve a common goal of having a metropolis of three cities (Eastern, Central and Western). The Plan sets a strategy for accommodating Sydney's future population growth and identifies the need to deliver 725,000 additional homes and create 817,000 jobs by 2036.

Four key components have been identified within the document:

- Infrastructure and collaboration
- Liveability
- Productivity
- Sustainability

The most relevant to this proposal are the vision statements relating to liveability and productivity. Increasing the residential densities within close proximity to Minto train station would provide a platform for future residents to be located within a walking distance from public transport and services.

7.3 Western City District Plan

As part of the NSW State Government's Greater Sydney Region Plan, Minto is identified as being located within the Western City District Plan. The District Plan provides guidance in relation to job creation, housing supply and sustainability. The following objectives and planning priorities are relevant to the proposal.

- Planning Priority W3 - The proposal supports integrated land uses to provide services that meets the needs of the communities
- Planning Priority W6 - The proposal supports the creation of great local places with a mix of land uses and provision of well-designed open space
- Planning Priority W11 - The proposal supports investment and business activity in local centres and the creation of local jobs.

The proposal is consistent with the objectives and planning priorities for the Western City District Plan.

7.4 Campbelltown Local Strategic Planning Statement

The Campbelltown Local Strategic Planning Statement (LSPS) came into effect on 31 March 2020. The planning proposal is consistent with the following particular actions identified in the LSPS.

1.24 – Work in partnership with Government to enable urban growth supported by infrastructure with a focus on connectivity through sustainable land use integrated with transport planning, and transit-orientated development.

2.5 – Contain urban development to existing urban areas and within identified growth and urban investigation areas, in order to protect the functions and values of scenic lands, environmentally sensitive lands and the Metropolitan Rural Area.

2.8 – Work with the NSW Government to refine and implement Greater Macarthur 2040 to achieve required growth and respect local needs and priorities, and the environmental context.

2.9 – Work with the NSW Government to facilitate the strategic rezoning of land and the provision of associated infrastructure for identified urban growth and renewal areas, including identification of appropriate staging and alignment of infrastructure provision with anticipated growth.

2.12 – Promote housing diversity through local planning controls and initiatives.

2.14 – Prepare masterplans for the town centres identified within the Glenfield to Macarthur Urban Renewal Corridor that incorporate opportunities for in-centre living.

2.15 – Ensure that sufficient, quality and accessible open space is provided for new urban areas.

2.16 – Ensure that quality embellishment for passive and active recreation is provided to new and existing open space to service new residential development and redevelopment of existing urban areas.

2.17 – Ensure open space is provided where it will experience maximum usage by residents, with maximum frontage to public streets and minimal impediments.

3.7 – Manage development outcomes having appropriate regard to environmental and heritage considerations.

6.17 – Design and upgrade parks and open space for a diverse and growing population.

6.19 – Continue to promote and work with Government and other key stakeholders to achieve the conservation of open space for community and recreational use.

6.25 – Work towards residents being a maximum of 400 metres from quality open space.

7.11 – Identify appropriate building heights through design requirements to ensure that solar access is not restricted in open space areas adjoining multi-storey developments.

10.4 – Develop and deliver masterplans for the renewal precincts identified along the Glenfield to Macarthur Rail Corridor – Macquarie Fields, Ingleburn, Minto (noting Leumeah is part of the Campbelltown City Centre).

10.15 – Continue to recognise and plan for a range of retail uses within centres, and enable appropriate retail growth in centres that have the capacity and demand to accommodate additional retail growth.

During the exhibition of the LSPS a submission was received from the owners of Minto Marketplace. The response to this submission was that it would be considered as part of the future strategic planning for Minto. This is discussed in section 8(j) of this report.

7.5 Glenfield to Macarthur Urban Renewal Corridor Strategy

The Corridor Strategy was released by the State Government for the purposes of revitalisation of existing urban centres through good design, providing jobs, open space and improved movement networks.

Minto is one of the identified precincts for revitalisation and future rezoning as part of the Corridor Strategy.

The Plan identifies Minto as an important employment centre that meets the community's retail needs, with capacity to provide for a 3-6 storey mixed use retail/residential area adjacent to the train station and 3-6 storey medium rise residential development to the north and east of the mixed use precinct. This planning proposal is generally consistent with the Minto Precinct Plan.

The most significant proposed departure from the Minto Precinct Plan is that the planning proposal does not seek to rezone the commuter car park (owned by the Department of Lands) on the eastern side of Minto railway station to mixed use, and instead seeks to retain the existing public recreation zoning. The reasons for this are:

- In the short term, this land is required for commuter car parking.
- In the long term, if commuter car parking is consolidated on the western side of the railway line in a multi-storey car park, the land would be better used for the expansion/embellishment of Coronation Park, in particular a potential expansion of the Minto Indoor Sports Centre.
- The land is traversed by a high voltage electricity line, which Endeavour Energy does not agree to be placed underground, which makes the site unsuitable for a mixed use building.

The other notable difference between the Precinct Plan and this proposal is the proposed rezoning of part of Victoria Park to Medium Density Residential (which would allow for the sale of this land and use of the funds generated to acquire and embellish open space and enhance the public domain within Minto. Accordingly, the proposal is considered to be generally consistent with the Minto Precinct Plan, and justifiably inconsistent in two aspects.

7.6 Campbelltown Community Strategic Plan 2027

The Campbelltown Community Strategic Plan 2027 is a document which will guide the Local Government Area including Ingleburn over the next 10 years through a series of goals and strategies including, but not limited to housing choice, strengthening the local economy and promoting the use of public spaces.

The proposed increase in residential densities would provide the opportunity for a revitalised commercial and retail core which will support the growth of a strong local economy.

Strategy No 4.6 of the Community Strategic Plan (Plan and invest in the revitalisation of Campbelltown-Macarthur Town Centre, Ingleburn and other town centres) is identified as one of the main actions needed to achieve a successful city. The proposal is consistent with this strategy as the proposed rezoning and increased building heights would encourage investment in Minto which would lead to its further revitalisation.

7.7 Campbelltown Local Planning Strategy 2013

The Campbelltown Local Planning Strategy (CLPS) is a background document which informed the preparation of the CLEP 2015. It was endorsed by Council at its meeting on 26 March 2013.

The CLPS states that the minor centres of Leumeah, Minto (including Minto Mall) and Macquarie Fields Station are to provide additional development/redevelopment prospects over time as they evolve into suburban villages.

Another relevant objective outlined in the CLPS is to constrain the development of additional retail floor space at Minto Mall (as it was then known) whilst facilitating the transformational change of Minto into a mixed use centre (Suburban Village) without adversely impacting the feasibility and hierarchy of both centres. In this regard, as the planning proposal does not seek to zone any additional land for commercial purposes, it would not detrimentally affect the ongoing feasibility of Minto Mall, and the incoming residential population would support the commercial operations within the Minto Precinct.

The planning proposal will be consistent with the Campbelltown Local Planning Strategy. An employment lands strategy is currently being prepared which will review the centres hierarchy for the Campbelltown Local Government Area.

8. Important Issues concerning the Proposal

This section includes a more detailed discussion on issues relevant to the planning proposal.

a. Open Space

At present the Minto precinct has a deficit of accessible passive open space. Coronation Park and Victoria Park are located at either end of the precinct and these parks cater for active open space and are dominated by sporting facilities. Murray Reserve is the only park that is used wholly for passive open space and is centrally located within the precinct, however its usability and amenity is limited by its small size (2000sqm) and awkward shape.

Planning Priority (W18) of the Western Sydney District Plan states:

Western Sydney Urban renewal also creates opportunities for increasing the quantity of open space. Planning for urban renewal needs to consider opportunities to deliver new, improved and accessible open spaces, including space for active sport and recreation that meets the needs of the growing community. High density development (over 60 dwellings per hectare) should be located within 200 metres of open space and all dwellings should be within 400 metres of open space.

People in urban neighbourhoods should be able to walk to local open space. In high density neighbourhoods, public open space is used like a shared backyard, providing a green communal living space. Open space in high density neighbourhoods needs to be durable, multipurpose and accessible to a wide variety of users. High density neighbourhoods also need to have high quality open space within close proximity.

The planning proposal includes the rezoning of ten residential properties to RE1 to allow for their acquisition by Council to expand the size of Murray Reserve. The acquisition of these properties would expand Murray Reserve to approximately 7,500sqm which is expected to be sufficient to accommodate the passive open space needs of the incoming high density

residential population. This land will also provide useable open space within 200m of a high density residential area consistent with the objectives of the LSPS.

b. Acquisition of Land

As outlined above, the planning proposal involves the acquisition of 10 residential properties in order to facilitate the expansion of Murray Reserve. Whilst the compulsory acquisition process would be available for Council to utilise, it is not intended to use this process. Council would be able to purchase the properties over time as they become available, which would give property owners some flexibility with regard to relocation. The park could expand incrementally over time as Council purchases properties (subject to satisfactory passive surveillance outcomes), and as population increases within the precinct generate the need for more public open space. It is proposed that the acquisition be funded by the sale of land adjacent to Victoria Park.

It is most important to note that it is not the intention to force owners to vacate their houses or sell their properties. Council would only look at acquisition where a property was put on the market and not by way of compulsory acquisition methods.

The rezoning of each acquired parcel to RE1 Public Recreation would then occur incrementally over time as each parcel is acquired.

c. Sale of Public Land

As outlined above, the planning proposal seeks to rezone an unused section of Victoria Park from RE1 Public Recreation to R3 Medium Density Residential in order to facilitate its sale to raise funds for embellishment of Victoria Park, expansion of Murray Reserve and public domain upgrades within the precinct. In addition to rezoning the land, Council would have to reclassify the land from Community Land to Operational Land. The intention is therefore to hold a public hearing in regard to the proposal.

d. Traffic

A detailed traffic study has not been prepared as part of the proposal although traffic modelling has been undertaken in the Local Government Area.

Notwithstanding the proximity of the railway station, it is anticipated that traffic within the precinct and surrounding area is likely to increase due to population growth which would put pressure on the local road network. Council will be developing strategies to combat traffic and parking issues within the centre post gateway determination.

Council has recently undertaken studies relating to car ownership for residents living in apartments for the Re-imagining Campbelltown strategy. Studies undertaken have indicated that car ownership rates are lower for households living in units and also for those in close proximity to existing train stations.

The Campbelltown Local Infrastructure Contributions Plan 2018 includes intersection upgrade works at Minto. Further investigation and discussion with Council's traffic engineers will be undertaken to ascertain any required improvements to the road network to accommodate the increase in traffic. This can be adequately managed through the ongoing review of the Local Infrastructure Contributions Plan.

e. Heritage

The precinct contains one local heritage item:

Heritage Item	Address	Lot and DP	Item No.
Old St James Anglican Church	2 Redfern Road, Minto	Lot 12 DP 712599	1106

The planning proposal does not propose to add, remove or alter any heritage listings. Planning controls for land within the vicinity of Old St James Anglican Church aim to reduce impacts on the church by limiting the maximum permissible height of buildings.

Future development applications lodged for sites within the subject precinct would need to consider the impact of the relevant heritage items in line with existing heritage controls in the CLEP 2015.

The location of the heritage item is identified in attachment 1. The maximum height of buildings map has a lower maximum height of 9 metres for the site of the heritage item and adjacent land to ensure that future development is in keeping with the heritage item.

f. Public Domain Upgrades

A Public Domain Strategy for the area subject to the proposal will accompany the preparation of a precinct-specific Development Control Plan. This plan is expected to include designs for upgrades to roads and footpaths, public open space embellishment, landscaping of public areas and traffic calming measures, among other design improvements. An important aspect of this public domain strategy would be the conversion of the existing car park on the eastern side of Minto Road adjacent to the shops to a public plaza. In this process care will be taken to identify in the public domain plan how the loss of 14 angled parking spaces will be offset by replacement car parking. The preparation and exhibition of this plan would take place following Gateway determination and in conjunction with the exhibition of the planning proposal. The public domain plan would be reported to Council for consideration prior to exhibition.

g. Flooding

Council's recently adopted Floodplain Management Plan has identified no major flooding issues for the Minto Precinct or surrounding areas. The majority of flooding in the one percent Annual Exceedance Probability (AEP) flood event is contained within the roads. Breakout flooding identified in the 20 percent event between Surrey Street and Minto Road increases in the one percent AEP event. Other minor pockets of flooding on private property are also identified in the one in the one percent AEP event. However, the majority of flooding issues can be addressed when individual properties are redeveloped by ensuring that buildings are built to the required floor level and directing water into public drainage infrastructure in the street. An upgrade of drainage infrastructure within the expanded Murray Reserve will be required.

The commuter car park identified at Lot 11 DP628084 is subject to flooding in the one percent flood event. However, the site is not identified for rezoning as part of this proposal and there are no plans to change its current use as a car park.

Minor flooding is identified within the properties to the north of Minto Road that are proposed to be rezoned from public recreation to residential. However, it is noted that the flooding is considered to be minor in the one percent event, which can be managed with the construction of drainage infrastructure within the new road created to service the lots.

Flood waters in Minto Road currently drain to a swale located on Sydney Trains land and do not drain to Council's Infrastructure. This raises potential issues if maintenance is not guaranteed, as it will cause localised increases in flood levels which may cause problems for properties in the area. The level of water in the road increases further to the north of the precinct, which may have future implications on the provision of infrastructure to Minto Road due to redevelopment within the precinct. Consultation with Sydney Trains is required post Gateway determination.

h. Development Contributions

Special Infrastructure Contributions (SIC)

According to the Greater Macarthur 2040: An Interim Plan for the Greater Macarthur Growth Area, two separate draft Special Infrastructure Contributions (SIC) schemes have been developed; one for the land release precinct in the south of the Growth Area and the Glenfield to Macarthur corridor in the north. The Department of Planning Industry and Environment has exhibited both schemes and is currently considering submissions. If a SIC is adopted for the area covered by the Corridor Strategy, contributions would be payable for future development at Minto to the NSW Government in accordance with the terms of the SIC.

Local Development Contributions

The Campbelltown Local Infrastructure Contributions Plan 2018 was adopted on 19 December 2018. This Plan currently applies to Minto and would continue to do so if the planning proposal is adopted. Under this Plan, a Section 7.11 contribution is applicable to all residential development and a Section 7.12 contribution is applicable to commercial development. The Plan includes works within the Minto precinct. The works within the plan will be reviewed post gateway to ensure that they include the infrastructure required for the precinct based on the current plans.

i. Employment Lands Study and Local Housing Strategy

A strategic review of employment lands is currently being prepared, which will look at Campbelltown LGA's future needs for employment lands and will also consider, among other things, a centres hierarchy and result in an employment land strategy. The recommendations of this strategy will be implemented in accordance with a priority schedule still to be determined. A local housing strategy is also being prepared as required by the Western City District Plan.

Upon completion of these strategies the planning controls within the planning proposal will be reviewed to ensure that they are aligned with the findings of these strategies. The strategies will make recommendations on employment land use controls at the LGA wide level and any changes to these controls would be implemented on the same basis. Therefore it is not expected that these strategies will result in any significant change to the Minto urban renewal precinct planning proposal.

j. Submission from Minto Marketplace

During the exhibition of the LSPS a submission was received from the owners of the Minto Marketplace which is attachment 2 to this report. The submission from Minto Marketplace identifies the opportunity to increase the housing supply between Minto Marketplace and the Minto railway station along the northern side of Redfern Road. This opportunity is included

within this planning proposal. The Minto Marketplace submission identifies part of Coronation Park as an opportunity site for development. This is not currently supported due to its impact on the use of Coronation Park for sport and recreation purposes.

The Minto Marketplace submission also identifies some potential opportunities on the Marketplace site. It is considered that the future planning controls for the Minto Marketplace site would be best addressed through a separate planning proposal as has occurred for other key sites like Campbelltown RSL, Kellicar Road and 22-32 Queen Street in Campbelltown.

k. Kayess Park precinct, Bow Bowling and Minto

As part of the analysis and investigation of the Minto Urban Renewal Precinct it was identified that there may be additional opportunities for the master planning of land to the north west of the subject precinct on the western side of the railway line. This land, which includes Kayess Park (partly located in Bow Bowling and partly located in Minto) has opportunities for development in a manner that facilitates improved flood outcomes, provides enhanced open space and facilitates some housing and employment opportunities. This site could be subject of a separate master planning exercise, possibly leading to a separate planning proposal to facilitate an appropriate development response in the future.

l. Consultation with State Agencies

Following the receipt of a Gateway determination in respect of the planning proposal, Council will consult several state agencies. These agencies include but are not limited to:

- Transport for NSW (incorporating Roads and Maritime Services)
- Sydney Trains
- NSW Rural Fire Service
- Endeavour Energy
- Natural Resources Access Regulator
- Sydney Water
- NSW Department of Education
- Jemena
- Families and Community Services (formerly Housing NSW)
- NSW Police
- NSW Health
- Relevant Aboriginal Groups and NSW Aboriginal Land Council
- Department of Lands (owners of the carpark)

9. Additional Studies

A comprehensive investigation of issues including (not limited to) the following studies would need to be undertaken prior to public exhibition:

- Traffic and Parking Assessment
- Public Domain Strategy
- Contamination Assessment for the part of Victoria Park proposed to be rezoned
- Site Specific DCP including a master plan

- Urban design analysis to formulate appropriate development standards in relation to FSR and qualifying site area and block depths.
- A clear funding strategy for the provision of infrastructure including open space acquisition and sale, urban domain enhancements, any road improvement that may be needed and drainage works

Prior to the above studies being undertaken, it is recommended that Council seeks a Gateway Determination to formalise the process, studies and consultation to be undertaken and provide confirmation of zones and heights to give more certainty to development yields.

As Council owns land within the Minto Urban Renewal Precinct, Council is not expected to be given delegation to make the Plan.

10. Advice of the Campbelltown Local Planning Panel

On 25 March 2020, the draft planning proposal was submitted to Campbelltown Local Planning Panel (CLPP) for consideration. The CLPP supported the planning proposal and provided a number of recommendations, which are presented below together with comments outlining how the matters raised are to be addressed.

1. The Panel commends the Council for taking a proactive approach to planning for the future development of the Minto Urban Renewal Precinct.

Officer's comment: This is noted.

2. The Panel notes that the proposal arises from a considerable body of strategic work including the Glenfield to Macarthur Urban Renewal Corridor Strategy and the Minto Precinct Plan and generally seeks to implement the Precinct Plan.

Officer's comment: This is correct.

3. The Panel considers that the Minto Urban Renewal Planning Proposal has strategic and site specific merit and recommends to the Council that it proceeds to seek a Gateway Determination to progress the proposal to the next stage.

Officer's comment: This is noted, and this report recommends that Council seeks a Gateway Determination in respect of the planning proposal.

4. The Panel endorses the Council officer's recommendations within the report regarding the inclusion of minimum floor space ratio standards including a minimum non-residential floor space ratio standard within the proposed B4 Mixed Use Zone. The Panel also notes Council officer's advice at the meeting briefing that the Council is undertaking a Strategic Review of Employment Lands and that any recommendations arising from this Review may inform the Council's final position regarding appropriate planning controls for retail and commercial outcomes in Minto.

Officer's comment: Upon completion of the Strategy, the planning controls within the planning proposal will be reviewed to ensure that they are aligned with the findings of the Strategy. This is not likely to result in any significant change to the planning proposal.

5. The Panel supports the scale of development as expressed in storeys and as detailed in the report. The Panel recommends that Council gives further consideration to the proposed maximum building height standard within the B4 mixed use zone given the

suggested outcomes on Page 9 of the report regarding the numbers of storeys associated with these heights. The Panel notes that any height standard needs to carefully consider the minimum floor to floor heights for non-residential use as well as building services at roof level.

Officer's comment: Council staff will review the proposed maximum building heights within the proposed B4 Mixed Use zone in light of the Panel's advice in this regard after Gateway determination. The final building heights may need some minor alteration dependent upon the final outcomes of the strategic review of employment lands and the local housing strategy as the desired mix between commercial and residential development in the Mixed Use zone may alter, which in turn may affect overall building height (as commercial and residential floors of a building have different floor to ceiling heights). No significant changes are likely and a minor refinement like this is able to occur past Gateway if required and if necessary an alteration to the Gateway determination sought. Any recommended changes would be reported to Council for consideration.

6. The Panel notes the Council officer's advice contained on Page 18 of the report regarding the number of additional studies that will be required and considers that these studies will be critical in ensuring the desired outcomes.

Officer's comment: The required additional studies (outlined in section 9 of this report above) would be undertaken following the receipt of a Gateway Determination in respect of the planning proposal and prior to its public exhibition.

7. The Panel acknowledges and supports the rationale regarding future open space outcomes as contained within the report.

Officer's comment: This is noted.

8. The Panel supports preparation of a Site Specific Development Control Plan to be undertaken simultaneously with the planning proposal in order to develop a package of guidelines to support the planning proposal.

Officer's comment: The preparation of a site specific Development Control Plan would be undertaken following the receipt of a Gateway Determination in respect of the planning proposal and prior its public exhibition.

Conclusion

The planning proposal for Minto seeks to facilitate urban renewal by allowing higher residential densities around the Centre and the provision of new and enhanced public open space within walking distance of the town centre, train station and residents' homes.

A site specific development control plan and a public domain strategy are being prepared for exhibition with the exhibition of the planning proposal, and subject to Gateway determination. These will be reported to Council for consideration before they are placed on public exhibition with the planning proposal.

The implementation of the proposal is anticipated to take between 10 to 20 years, depending on demand for development at Minto.

Attachments

1. Planning Proposal Minto Urban Renewal Precinct (distributed under separate cover)
2. Minto Marketplace Submission to LSPS (distributed under separate cover)
3. Site and Zoning Maps (distributed under separate cover)