

Addendum to the Planning Proposal

27 Park Road, Vineyard and 41 Park Road, Mulgrave

PLANNING PROPOSAL INFORMATION

File Number:	LEP001/17
Property Address:	27 Park Road, Vineyard and 41 Park Road, Mulgrave
Applicant:	Natalie Richter Planning Pty Ltd
Date Received:	11/12/2017
Current Zone:	RU4 Primary Production Small Lots
Proposed Zone:	IN1 General Industrial
Site Area:	Approximately 4.68Ha
Council Resolution (13/11/2018):	Forward the planning proposal to the Department of Planning and Environment requesting a Gateway Determination
Date of Request for a Gateway Determination:	19/11/2018
Current Status:	Waiting for a Gateway Determination

Background

On 27 September 2019, the quarterly meeting was held at the Council Administration Centre between Council and the Department of Planning, Industry and Environment. The agenda items including current status of the planning proposals and the Metropolitan Rural Area context with respect to Hawkesbury Local Government Area was discussed.

Council had highlighted that the Gateway Determination for LEP001/17 is still awaited, hence the Department requested Council to provide further information in support of the planning proposal to enable the Department to make a Gateway Determination.

In response, this addendum to the planning proposal has been prepared for the Department's consideration. The addendum outlines the followings:

- The planning proposal's consistency with the State and Local Planning framework - MRA
- Site specific merits
- Strategic importance of the subject site in meeting local job demand closer to future residential developments within the Vineyard Precinct and also the Riverstone Precinct within the North West Growth Area

Greater Sydney Region Plan, 'A Metropolis of Three Cities' (the Plan)

On 18 March 2018, the NSW Government released A 'Metropolis of Three Cities'— the Greater Sydney Region Plan. This plan, along with Transport for NSW's *Future Transport 2056*, and Infrastructure NSW's *State Infrastructure Strategy 2018-36* provide vision for Greater Sydney as a Metropolis of Three Cities—the Western Parkland City, the Central River City and the Eastern Harbour City.

This strategic framework aims to transform land use and transport patterns and boost Greater Sydney's liveability, productivity and sustainability by spreading the benefits of growth to all of its residents.

The emerging Western Parkland City with the Western Sydney Airport and Badgerys Creek Aerotropolis as a catalyst for the city cluster will grow a strong trade, logistics, advanced manufacturing, health, education and science economy and be the most connected place in Australia. It will produce knowledge-intensive jobs close to new well-designed neighbourhoods.

The Plan identifies a number of principal elements in achieving the above outcomes including the following:

'Develop a network of 34 strategic centres with jobs, goods and services supported by a public transport, walking and cycling network. This would provide residents within a 30-minute public transport service to their nearest strategic centres, seven days a week'.

The rezoning of the subject site enables increased local jobs, goods and services to meet the local demand. It has relatively easy and convenient access to a public transport system, the regional road network linking to the M2 and M7 Motorways and required infrastructure services. The subject site is located within a 30-minute public transport service to Windsor which is identified as a 'Strategic Centre' in the Plan.

Therefore, the planning proposal is consistent with the planning framework and enables increased local economic activities within the LGA. The future development of the subject site will improve the local community's access to good and services and strengthen the current role of Windsor as a 'Strategic Centre'.

Western City District Plan (District Plan)

The Western City District Plan sets out planning priorities and actions for improving the quality of life for residents of Western City District as the District grows and changes. The Western City District Plan is a bridge between regional and local planning. It is a 20-year plan to manage growth in the context of economic, social and environmental matters to achieve the 40-year vision for Greater Sydney.

The Western City District Plan focuses on identifying the Planning Priorities to achieve a liveable, productive and sustainable future for the District. Relevant Objectives, Strategies and Actions from *A Metropolis of Three Cities* are embedded in each of the Planning Priorities, to integrate the Western City District's challenges and opportunities with the Greater Sydney vision of the metropolis of three cities.

The Plan states that much of Greater Sydney's manufacturing wealth is created on industrial and urban services land with 74% of these lands in the Central City and Western City Districts. Across Greater Sydney, 15% of all jobs are on industrial and urban services land. The Plan describes the term 'urban services' as a wide range of industries.

The principles for managing industrial and urban services land under Objective 23 states that the retention, growth and enhancement of industrial and urban services land should reflect the needs of each of Greater Sydney's three cities, and their local context.

The District Plan has set a baseline target of an additional 12,000 jobs and higher target of 16,500 to be created by 2036 for Richmond-Windsor. The planning proposal seeks to rezone the subject site to IN1-General Industrial, which is located in close proximity to Windsor - 'Strategic Centre' identified in the District Plan. The rezoning of land will enable increased employment opportunities which will assist Council to achieve the set job target.

The planning proposal is consistent with the planning framework - Objective 23 of the Plan — Industrial and urban services land is planned, retained and managed. The rezoning of land enables extension of the Mulgrave Industrial Precinct which will provide jobs to the future population of the Vineyard and the Riverstone Precincts within the North West Growth Area.

Metropolitan Rural Area

The Greater Sydney Region Plan and the Western City District Plan identify the whole Hawkesbury Local Government Area (except the Vineyard Precinct in the North West Growth Area) as a Metropolitan Rural Area (MRA). Objective 29 of the Greater Sydney Region Plan highlights to protect and enhance the environmental, social and economic values in rural areas.

The Greater Sydney Region Plan states that:

“Urban development’ is not consistent with the values of the Metropolitan Rural Area. This Plan identifies the Greater Sydney has sufficient land to deliver its housing needs within the current boundary of the Urban area, including existing Growth Areas and urban investigation areas associated with the development of the Western Sydney Airport. This eliminates the need for the Urban Area to expand into the Metropolitan Rural Area. From time to time, there may be a need for additional land for urban development to accommodate Greater Sydney’s growth but not at this stage. Future region plans will identify if additional areas of land in the Metropolitan Rural Area are required for urban development.

Restricting urban development in the Metropolitan Rural Area will help manage its environmental, social and economic values, help to reduce land speculation, and increase biodiversity from offsets in Growth Areas and existing urban areas.

The distinctive towns and villages of the Metropolitan Rural Area offer opportunities for people to live and work in attractive rural or bushland settings, close to a major city. They provide focal points for local communities and rural industries. They contain scenic and cultural landscapes which are important to the history and character of Greater Sydney, and are popular with tourists and visitors.

Ongoing planning and management of rural towns and villages will need to respond to local demand for growth, the character of the town or village and the values of the surrounding landscape and rural activities.”

However, both the Greater Sydney Region Plan and the Western City District Plan fails to define what is meant by the term ‘urban development’. The statement quoted below in the Greater Sydney Region Plan indicates that in the context of ‘urban development’ reference is made to housing development.

“Urban development is not consistent with the values of the Metropolitan Rural Area. This Plan identifies that Greater Sydney has sufficient land to deliver its housing needs within the current boundary of the Urban Area, including existing Growth Areas and Urban investigations areas associated with the development of the Western Sydney Airport”

The Plan further states that land use in the metropolitan rural area will be influenced by local demand to live and work in a rural town or village. The Plan also encourages place based planning to identify, maintain and enhance the environmental, social and economic values of rural lands.

Council is of the strong view that the blanket application of MRA to the whole Hawkesbury Local Government Area should not sterilise certain potential land that have site specific and strategic merits to meet the local demand to work in proximity to homes, strengthen local economies of Windsor and Richmond - Strategic Centres in the Western City District Plan. To retain the economic sustainability, Hawkesbury has to continue to meeting the local demand for jobs and housing

The planning proposal for 27 Park Road, Vineyard and 41 Park Road, Mulgrave is purely a place based planning proposal to support local jobs in the Hawkesbury Local Government Area. The subject site was not used for any agricultural purpose and was identified as having no significant agricultural production values on Agricultural Land Classification 3 Map prepared by the former NSW Department of Agriculture. The subject site blends in well within the Mulgrave industrial precinct if rezoned to IN1.

The planning proposal is consistent with the MRA Objectives 29 and assists Council to meet the employment target for Hawkesbury LGA set by the Western City District Plan.

Strategic importance:

The subject site is considered to be the most strategically located land adjacent to the Mulgrave Industrial Area and between the Mulgrave and Vineyard Railway Stations on the Blacktown - Richmond Railway Line. Mulgrave Station is the closest to the subject site, which is located approximately 1.25km North West of the subject site. The subject site has relatively easy access to Windsor Road which provides access to the regional transport network via the M2 and M7 Motorways.

The Hawkesbury Employment Lands Strategy (on-going) Consultant SGS Economics and Planning indicated that there will be local demand for jobs in the following employment sectors that are being classified as 'Industrial Group' by the Australian and New Zealand Standard Industrial Classification.

- Manufacturing
- Electricity, Gas, Water and Waste Services
- Wholesale Trade
- Transport, Postal and Warehousing

SGS Economics & Planning forecast growth of local jobs within Mulgrave area over the 20 year period as shown in Table 1 below.

Industrial Group	Job Growth
Manufacturing	130
Electricity, Gas, Water and Waste Services	49
Wholesale Trade	184
Transport, Postal and Warehousing	125

The proposed IN1 zoning for the subject site permits above land uses (other than wholesale trade/supplies) with consent. Given the subject site's strategic location and size, Council may be able to realise the majority of above local industrial job demand and the remaining industrial job demand may be achieved through rezoning of additional land suitable for industrial uses immediately south of the subject site which is zoned RU4 Primary Production Small Lots. Currently the land is used for industrial purposes under existing use rights and increased development opportunities within the Mulgrave Industrial and Business Precinct.

The Department advised Council to consider and investigate possible expansion of the proposed industrial area through the inclusion of this land in the planning proposal. If this planning proposal is not to proceed, Council may lose this opportunity to succeed in meeting the majority of the forecasted local job demand within the Mulgrave area.

Section 9.1 Directions (Formerly Section 117 Directions)

Section 9.1 (formerly Section 117) Directions are issued by the Minister for Planning and apply to planning proposals. Section 9.1 Directions require certain matters to be complied with and/or require consultation with government agencies during the preparation of the planning proposal. However, these Directions permit variations subject to meeting certain criteria. The principal criterion for variation to a 9.1 Direction is consistency with an adopted Local or Regional Strategy.

Discussion on the planning proposal's consistency with relevant key Section 9.1 Directions has been outlined in Council Report (dated 18 October 2018) which formed part of the Gateway documentation submitted to the Department of Planning and Environment.

Hawkesbury Employment Lands Strategy 2008

In December 2008 Council adopted the Hawkesbury Employment Lands Strategy (HELS). The purpose of the HELS is to provide an appropriate planning framework for employment precincts (industrial, commercial and retail) and locations for a range of employment types to support and enhance the economic competitiveness of the Hawkesbury LGA.

Based on the findings of the HELS, the study recommended Council pursue eight strategies to address the economic prosperity of the LGA. Relevant to this planning proposal Strategy 5 included:

'Additional land can be zoned industrial where demand is identified and conditions are met. Areas that would be appropriate for such investigations include South Windsor and North Richmond, which are close to current population concentrations, and Mulgrave which is close to McGrath Hills and to the North West Growth Centre (expected to accommodate 67,000 new dwellings), and can also service the growing Pitt Town area'.

The HELS identified two areas for consideration for rezoning to support employment opportunities. Figure 4 below illustrates the identified areas for consideration being the area immediately south of Park Road between Railway Road North and Vineyard Park, which includes the subject site is an appropriate location for service and light industry. The second area for consideration is located West of the Railway Line between Mulgrave Road and Park Road South.



Figure 1: Mulgrave Investigation Area within HELS

Source: Hawkesbury Employment Land Strategy

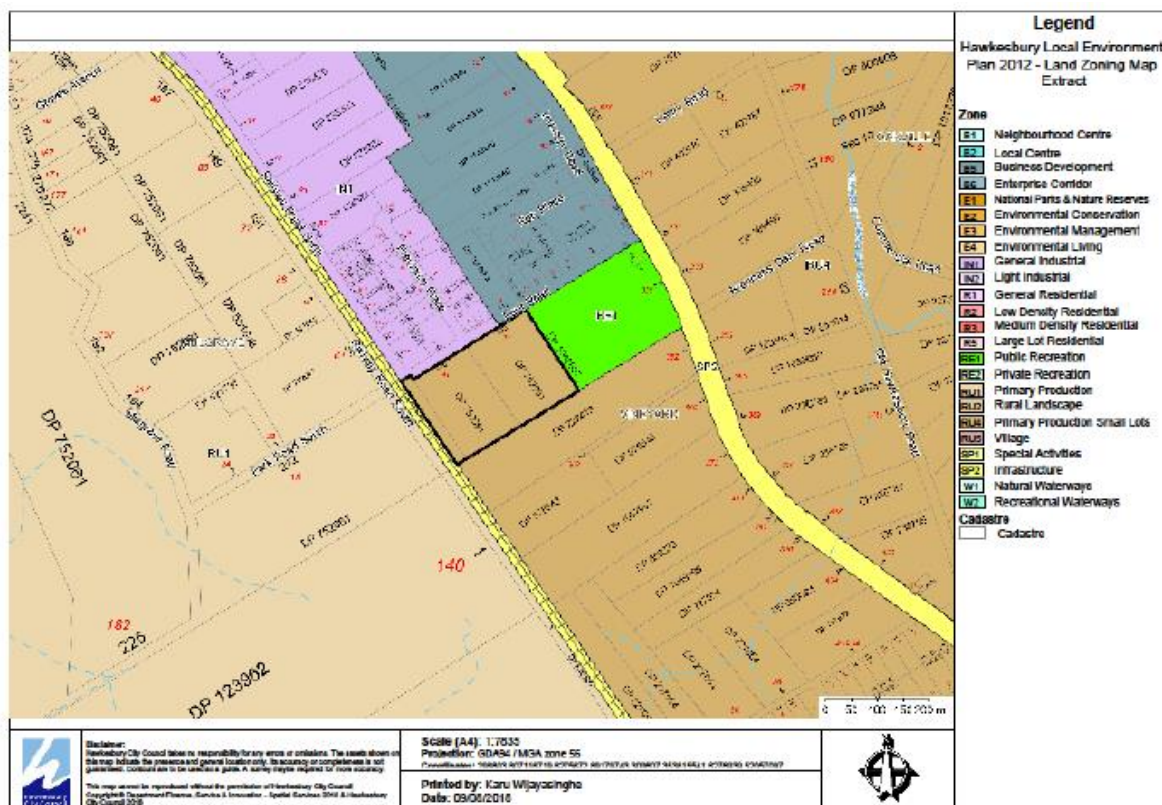
Site Specific Merits

The subject site is bounded by Vineyard Park to the East, a large rural property containing a commercial/depot/vehicle repair service centre known as 'Western Truck and Trailer Repair' to the South, Park Road to the North and Railway Road North to the West.

The subject site is surrounded by a mix of land uses including industrial, business, open space and rural agricultural uses, but North of the subject site beyond Park Road is predominantly industrial and business. The subject site is not affected by the 1:100 ARI.

The planning proposal enabling the expansion of the established Mulgrave Industrial and Business Precinct will help respond to demand for local growth, increased opportunity for people to work closer to their homes. It will also enable to boost the local economy of Windsor which is identified as a Strategic Centre in the Western City District Plan and realise 30 minutes City objective of the Greater Sydney Region Plan.

The subject site is bounded by RE1 Public Recreation zoned land known as 'Vineyard Park' to the East, a large RU4 Primary Production Small Lots zoned rural property containing a commercial/depot/vehicle repair service centre known as "Western Truck and Trailer Repair" to the South, part zoned IN1 General Industrial and part zoned B5 Business Development Park Road to the North and RU4 zoned Railway Road North to the west as shown in Figure 2 below. Given these existing land uses in the immediate vicinity, it is considered unlikely that any future development of the subject site for general industrial purposes will create any adverse land use conflict.



The subject site has easy access to Windsor Road which in turn provides access to the regional transport network via the M2 and M7 motorways. It is also adjacent to the existing Mulgrave Industrial and Business Precinct and in close proximity to Mulgrave Railway Station. It is therefore considered that the proposed rezoning of the subject site to IN1 enabling the expansion of the existing Mulgrave Industrial and Business Precinct is considered to be warranted.

Public Infrastructure and Services

The subject site has easy access to required infrastructure including reticulated water, sewerage, electricity, telecommunication service in order to accommodate future general industrial development on the site. The subject site also has good access to both regional road transport system and the Sydney Metropolitan Rail Network.

Flora and Fauna

The planning proposal is accompanied by a Flora and Fauna Assessment Report (April 2018) prepared by First Field Environmental. The Report indicates that the subject site is located within the Sydney Basin Bioregion which lies on the central east coast of NSW and includes a significant proportion of the Hawkesbury-Nepean Catchment.

The Flora and Fauna Assessment Report states that:

"The subject site consists of scattered canopy trees and shrubs over grazed pasture. Although a number of native tree and shrub species are sited on the subject site, the overall vegetation composition is no longer representative of the native vegetation community that was once present on the subject site."

"The proposed rezoning will not have significant impact on a Matter of National Environmental Significance listed under Commonwealth Environment Protection and Biodiversity Conservation Act 1999, nor is it likely to have a significant impact on threatened species, populations or endangered communities (and their habitats) listed under the NSW Biodiversity Conservation Act 2016. No species impact statements are required and referral to the Minister is not necessary".

No vulnerable, endangered or critically endangered native fauna were identified within the site during the survey.

The report recommends that revegetation should occur along the northern and eastern boundaries of the subject site as shown in Figure 3 below to enhance connectivity between vegetation patches adjacent to the property and to compensate any vegetation loss due to future development of the subject site for general industrial purposes.



Figure 3: Recommended Revegetation Area

Agricultural Land Classification

The subject site is shown as being Agriculture Land Classification 3 on maps prepared by the former NSW Department of Agriculture. This land is described by the classification system as being:

- "3. *Grazing land or land well suited to pasture improvement. It may be cultivated or cropped in rotation with pasture. The overall production level is moderate because of edaphic or environmental constraints. Erosion hazard, soil structural breakdown and other factors including climate may limit the capacity for cultivation; and soil conservation or drainage works may be required.*"

According to Council's Records, the subject site has not been used for any agricultural purposes in the past. Given the overall production level is moderate because of edaphic or environmental constraints, its strategic location adjacent to the established Industrial and Business Precinct, the future development of the subject site for industrial purposes will enable improved land use outcome and provide increased local job opportunities closer to future homes within the North West Growth Centre.

Conclusion

As outlined in the addendum to the planning proposal and Council Report dated 18 October 2108, the subject site has site specific merits, and the subject site is capable and suitable for development for general industrial purposes. In addition to its site specific merits, the location of the subject site is also strategically significant due to the following reasons:

- Consistent with relevant objectives of the Greater Sydney Region Plan – A metropolis of Three Cities;
- Consistent with relevant directions and objectives of the Western City District Plan;
- Consistent with the Hawkesbury Employment Land Strategy;
- The subject site's close proximity to both Mulgrave and Vineyard stations;
- Its relatively easy access to the regional transport network via the M2 and M7 Motorways;
- It enables the expansion of the existing Mulgrave Industrial and Business Precinct to strengthen the Precinct's status as a diverse industry base;
- Located within 30 minutes travel distance to Windsor and in close proximity to future residential development within Vineyard Precinct and also the Riverstone Precinct in the North West Growth Area within the Blacktown LGA.

The planning proposal has strategic and site specific merits and is considered to be consistent with the State and Local planning frameworks. It also enables the implementation of the recommendation of the Hawkesbury Employment Lands Strategy and assists Council in achieving its job targets as identified in the Western City District Plan.

It should be noted that the planning proposal LEP001/17 was submitted to the DPIE in November 2018 and next month it will be a complete 12 months' timeframe where the Department held on to the planning proposal and did not provide a Gateway Determination or a written reason why the planning proposal is held at the department.

Therefore, Council will appreciate an expedited Gateway Determination on this planning proposal or a reason why the planning proposal should be held by the Department for any longer.