

Planning Proposal

27 Park Road, Vineyard and 41 Park Road, Mulgrave NSW

Proposed Rezoning

RU4 (Primary Production – Small Lots) to IN1 (General Industrial)



7 December 2017

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ATTACHMENT 1 – PROPOSED MAP CHANGE**ATTACHMENT 2 – FIRSTFIELD ECOLOGICAL COMMENT (UPDATED 13 APRIL 2018)****ATTACHMENT 3 – BUILDING CODE AND BUSHFIRE HAZARD SOLUTIONS COMMENT****ATTACHMENT 4 – SITE PHOTOGRAPHS****ATTACHMENT 5 – DEPOSITED PLANS AND MARKED UP VERSION****Document Tracking**

Version	Date	Revisions
1	7 November 2017	Draft for Comment
2	7 December 2017	Final Issue for Council lodgement and assessment
3	3 May 2018	Amendment - Requested Updates by Council

Executive Summary

It is proposed to rezone Lot 340 in DP 752061 (No. 27 Park Road Vineyard) and Lot 215 in DP 752061 (No. 41 Park Road, Mulgrave) ('The Site') from RU4 (Primary Production – Small Lots) to IN1 (General Industrial) to match the area located across the other side of Park Road and to maximise the opportunity of being well located to roads, transport and the North West Growth Area.

The properties have not been used for agricultural purposes for many years and are currently used for residential purposes. The change of use is considered to be appropriate given: the opportunities and constraints provided by the land, the context, the planning objective of boosting employment opportunities close to residential areas and the strategic plans for the area, as outlined within this report.

This Planning Proposal report:

- Explores the context, current zoning provisions and strategic planning framework.
- Presents the merits and basis for the proposed zoning change.
- Justifies the proposed change based on a discussion of Council and metropolitan planning objectives.
- Justifies the necessity of the proposed amendment in line with the 'Gateway' assessment criteria under Part 3 of the *EP&A Act 1979*.
- Demonstrates the benefits of the change at a local and metropolitan level.
- Addresses Section 9.1 Ministerial Directions.

The merits of the proposal include:

- The site is located within an area zoned for industrial/employment services. This area is well serviced by transport and is located near Windsor Town Centre and surrounding residential areas, as well as transport and road networks and the growing North West Growth area.
- The proposal is considered to be consistent with the North West growth plans to expand and develop Vineyard Area.
- The proposal is considered reasonable given that the site has not been used historically for agricultural uses. The properties which comprise the site are level, cleared, used for residential purposes and are not unduly constrained in terms of space or natural features. These sites are directly opposite an area of IN1 which makes these properties an ideal extension of this zone. The landowners have been approached in the past about whether this land could be changed to employment generating land (ie. the land is attractive and the use is sought after in this area, and viable).
- Given the direct interface with industrial uses and the site characteristics, the site is not considered particularly suitable for agricultural purposes.
- The proposal will boost the take up of industrial land as the future owners will be able to provide for the necessary servicing.
- The proposal will provide more opportunities for working close to home in line with local and metropolitan planning objectives (potential 30m home to work travel time).
- The use would not detract from the adjoining park/RE1 land which could be protected.
- The proposal represents the efficient use of available land, sustainable development and has the effect of relieving land pressure in outer areas, in keeping with local and metropolitan land development objectives.

- The proposed rezoning is considered to be consistent with the strategic framework for the area and would deliver employment generating lands to support the existing and incoming population into this area. The change is considered to be consistent with the State Government and Council's employment lands objectives and forward planning strategies, as detailed within this report.
- The proposal meets zoning and environmental objectives, is within the environmental capacity of the site and is sympathetic to surrounding land uses.

The following supporting documents are provided as design details and background studies:

- Site Plans/DP's
- Bushfire Assessment Statement
- Ecological Report by First Field Environmental

The Site and Hawkesbury Local Government Area (LGA)

Hawkesbury Local Government Area

Hawkesbury City is located in the Hawkesbury Valley and is the largest local government ('LGA') area in the Sydney region with an area of some 2,800m².

The Hawkesbury is located approximately 50 kilometres north west of the Sydney Central Business District and is bounded by Singleton and Cessnock LGAs to the north, Blacktown, Penrith and Blue Mountains LGAs to the south, Lithgow to the west and Gosford to the north west. The LGA contains 5 river systems including the Hawkesbury, Nepean, Colo and McDonald Rivers. The more dense population settlements are Richmond and Windsor.

More than 70% of the area comprises national park. Large proportions of the LGA are used for agricultural and parkland purposes, with small areas used for residential and 'other' as indicated below. The 'other' uses comprise commercial, industrial and military uses.

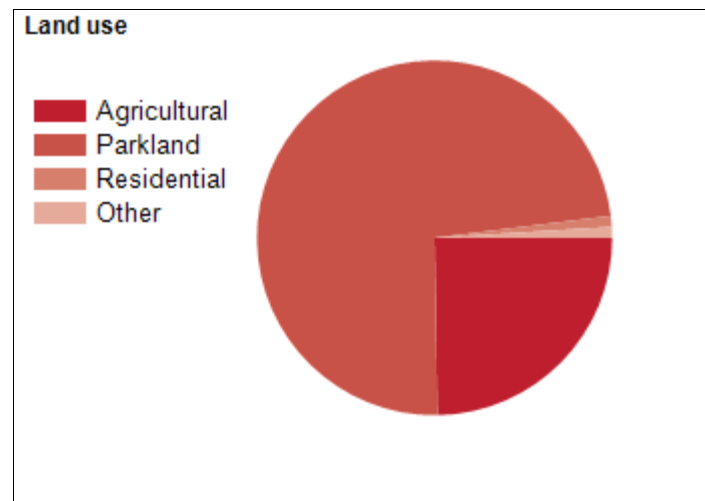


Figure 1: Land Use (Hawkesbury City Community Atlas, March 2013)

The following demographic background of the Hawkesbury LGA is taken from Council's website (*Hawkesbury Community Strategic Plan 2017-2036*, accessed on Council's website on 29 October 2017) and is based on the latest census data.

The estimated residential population of the Hawkesbury in 2016 is stated to be 66,136, the land area is 277,583 hectares and the population density is 24 persons per square kilometre (from the *Community Profile* on the Council website).

The Census usual resident population of Oakville - Vineyard - Mulgrave in 2016 was 2,984, living in 1,088 dwellings with an average household size of 2.89.

The following table taken from the Community Strategic Plan indicates the employment/occupation profile. It indicates that there is a small increase of local jobs, a reasonable increase in unemployment (increase by 6.2%) compared to the increase in 'employed persons' (increased by 1%). There has been an increase in local businesses, a decrease in certain industries and an increase in services, training, food services and construction industries.

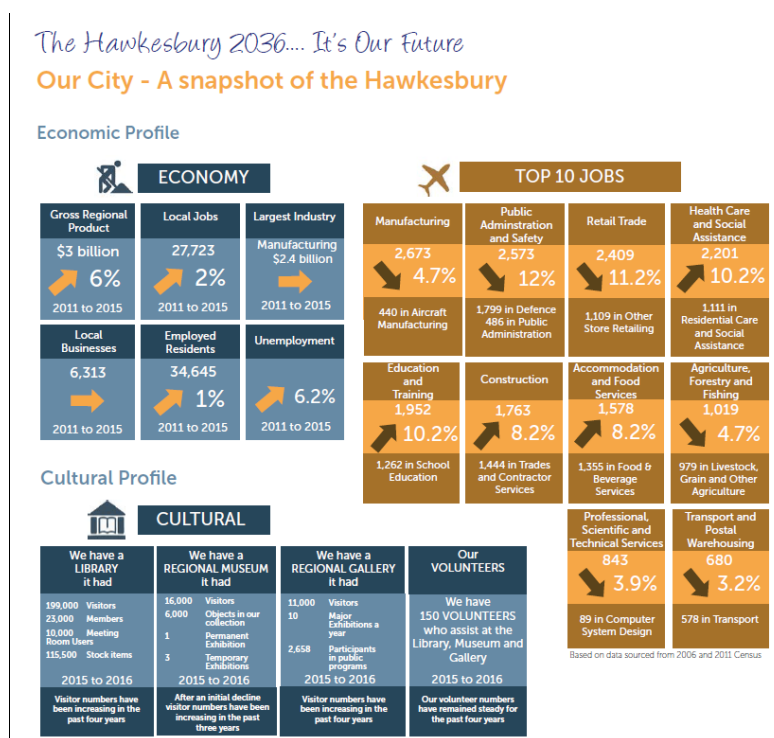


Figure 2: Jobs and Economic Profile (Hawkesbury City Community Atlas, March 2013)

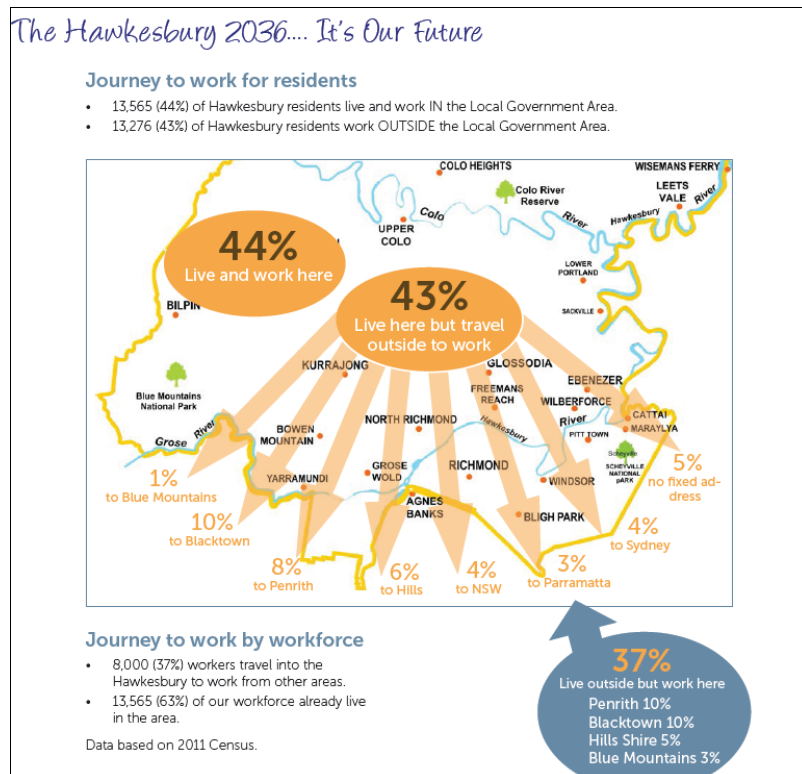


Figure 3: Live/Work Statistics (Hawkesbury City Community Atlas, March 2013)

Figure 3 indicates the journey to work profile. 37% of outside residents come to work in the Hawkesbury. Only 44% of residents live and work in the Hawkesbury, with 43% travelling outside the LGA for work.

The information available on the Community Profile (Census Data) indicates that there was a dominance of three employment areas for the resident population in Oakville - Vineyard - Mulgrave in 2011. The three most popular industry sectors were:

- Construction (261 people or 17.7%)
- Retail Trade (156 people or 10.6%)
- Manufacturing (148 people or 10.1%)

In combination, these three industries employed 565 people in total or 38.4% of the total employed resident population. Transport, warehousing and postal services are also strongly represented.

Of the 21,526 people who work in Hawkesbury City, 13,565 or 63.0% also live in the area.

The Hawkesbury City boasts a gross domestic product (GDP) currently estimated to be \$3.30 billion (0.6% of the Gross State Product). There are 6,530 local businesses according to the available 2016 Census Data and the 'largest industry' is manufacturing (Hawkesbury Economic Profile, website October 2017).

This compares with \$6,040 million in Hornsby LGA (1.38% of NSW) with 54,007 local jobs (1.50% of NSW) and 14,219 businesses (2.13% of NSW). The adjoining Hills Shire boasts a GDP of \$8,186 million (1.87% of NSW), 76,045 local jobs (2.11% of NSW) and 18,959 businesses (2.84% of NSW) (*National Economic Indicators for Local Government Areas IDBlog accessed on Hawkesbury Council website 11 May 2013*). The Hills and Hornsby

Shire have comparable natural areas and agricultural/residential/employment generating compositions and are adjoining LGAs.

31,175 of the population work. 65% work full time and work 33% part time. The Hawkesbury had an unemployment rate of 4.6% in 2011, which is less than the Sydney average of 5.7% (see extract below from available Census Data on the Hawkesbury Community Profile).

A large portion of the Hawkesbury population consist of couples with children 39% (working age) and the median age of the population is 43.

Employment status export reset							
Hawkesbury City	2011			2006			Change
Employment status	Number	%	Greater Sydney	Number	%	Greater Sydney	2006 to 2011
Employed	31,175	95.4	94.3	29,767	95.9	94.7	+1,408
• Employed full-time	20,257	62.0	62.0	19,523	62.9	63.0	+734
• Employed part-time	10,199	31.2	30.1	9,320	30.0	28.9	+879
• Hours worked not stated	719	2.2	2.1	924	3.0	2.8	-205
Unemployed	1,510	4.6	5.7	1,263	4.1	5.3	+247
• Looking for full-time work	879	2.7	3.3	775	2.5	3.3	+104
• Looking for part-time work	631	1.9	2.4	488	1.6	2.1	+143
Total Labour Force	32,685	100.0	100.0	31,030	100.0	100.0	+1,655

Figure 4: ABS Census of Population and Housing 2006 and 2011

Hawkesbury LGA is at 1020 on the SEIFA disadvantage ranking which is below the comparable/adjoining LGAs such as Hornsby and the Hills Shires (*Hawkesbury Community Profile*, based on 2011 ABS statistics).

The SEIFA ranking is derived from an analysis of factors which are attributed to relative disadvantage such as income level, educational status, unskilled occupations and unemployment. This indicates that local economic improvements and a broader range of employment/industry/businesses bases could lead to better income/welfare levels.

The Site and Area

The 2 properties, referred to for simplicity as 'The Site', are proposed for rezoning are legally described as Lot 340 in DP 752061 (No. 27 Park Road, Vineyard) and Lot 215 in DP 752061 (No. 41 Park Road, Mulgrave). No. 27 Park Road measures around 2.43 hectares in area and 41 Park Road, 2.23 hectares (4.66 hectares in total). The suburb boundary between Mulgrave and Vineyard goes between the 2 properties.

The site is rectangular shaped and is located on the southern side of Park Road, opposite an industrially zoned area. The railway line is located further to the west. Windsor Road is located to the east, beyond an adjoining park area which is zoned RE1 (Public Recreation).

The site is essentially level (with some undulation to the rear). A dam is located in the south eastern corner of the site (as detailed in the mapping). The site currently displays a rural character with cleared areas and 2 houses. A limited number of trees exist on the site and these are generally located around the site boundaries.

The attached photographs show the area character and location.



Figure 5: Site Aerial Photograph of 27 Park Road Vineyard, and 41 Park Road Mulgrave
Source: Google Maps, 23 6 2017

The site is currently zoned RU4 (Primary Production Small Lots). Land directly opposite, and over the other side of Park Road, comprises industrial and business uses zoned IN1 (Light Industrial) and B5 (Business Development), refer to the zoning extract at Figure 6.

It is also noted that a commercial/depot/vehicle repair style operation 'Western Truck and Trailer Repair' is located to the south-east of the site (on a rural zoned property which possibly has existing use rights).

As noted in the following zoning extract, the site is adjoined to the east by an RE1 zone (recreation/park) and to the north by a mixture of IN1 (General Industrial), IN2 (Light Industrial) and B5 (Business Development) and B6 (Enterprise Corridor). This northern area is classified as an employment centre and offers a wide range of industrial and business uses and opportunities given the varied zonings.

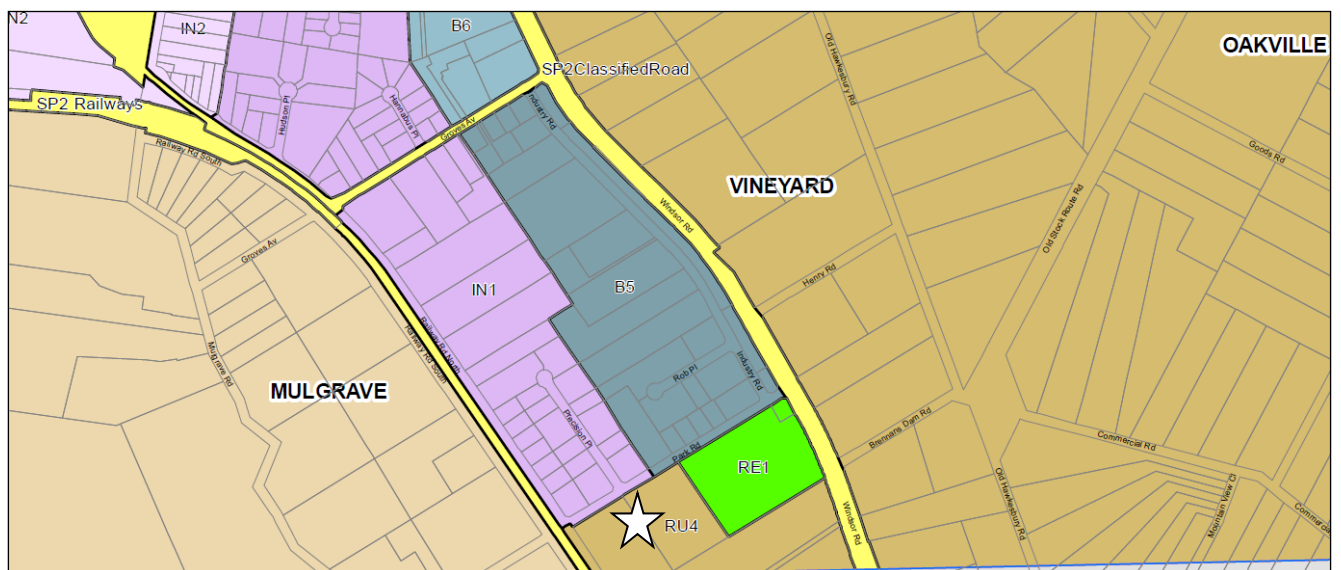


Figure 6: Zoning Extract HLEP 2012 showing the subject sites ☆

The mapping of the site indicates that the property is Bushfire Prone (Vegetation Category 3)

and also has some mapped vegetation (refer to the map below). The adjoining IN1 area is not bushfire prone as these sites are cleared, and well set back from significant mapped vegetation and these sites are developed for industrial and business uses (with minimal landscaping).

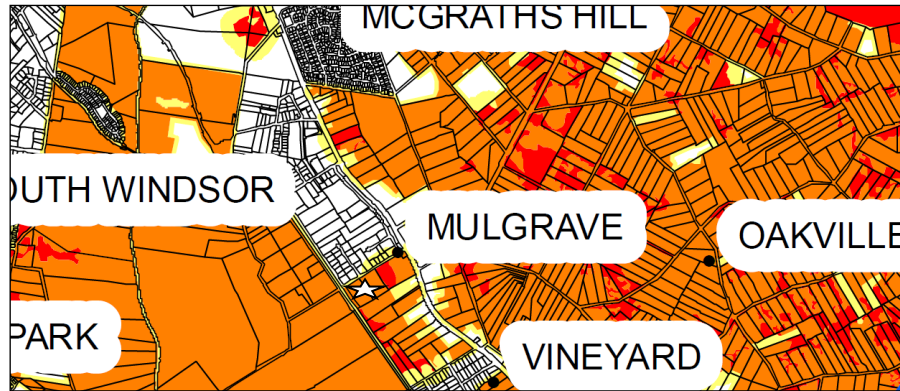


Figure 7: Bushfire Prone Land Map Extract, showing the subject site ☆

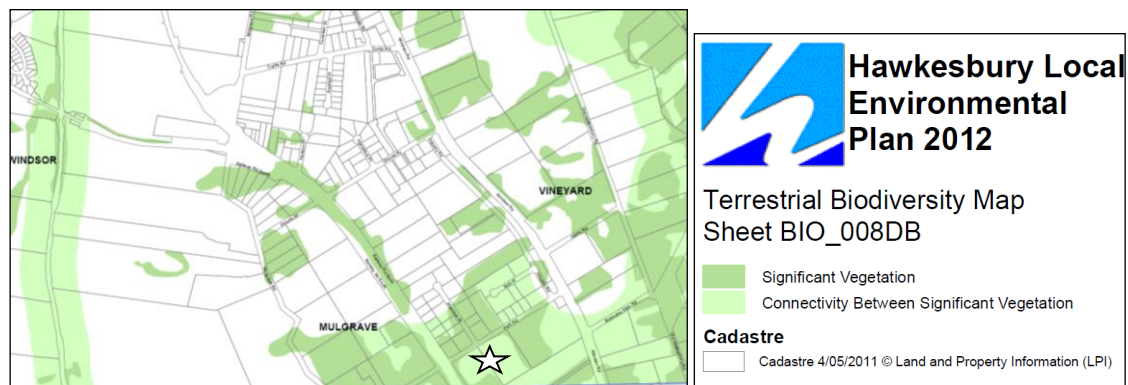


Figure 8: Biodiversity Map Extract and Key - HLEP 2012, showing the subject site ☆

This above map suggests that biodiversity is concentrated on the park next door and there is a 'connectivity' zone on the subject site. It is noted that the subject site is largely cleared of significant vegetation (as can be seen in the attached site photographs).

The site has an area of around 46,000m² and is essentially rectangular in shape with an east-west length/axis.

The site is not mapped as being classified for acquisition or reservation, is not heritage affected and has a Class 5 Acid Sulfate Soil rating (not representing a significant constraint).

The site is not affected by a wetland and is not considered to be significantly affected by flooding. Some biodiversity is mapped on the site but there are not considered to be any significant or threatened trees or landscaped features on site. The site has been reviewed in terms of ecology (refer to the Firstfield Environmental Comment, which has been updated in April 2018 to include a revegetation strategy).

The site is accessible, being located close to Windsor Road and the railway. This is a benefit when looking at the potential for commercial expansion.

Surrounding uses are generally light industrial. Limited agricultural uses exist in the area.

An electricity transmission line adjoins the rear of the site and is reflected on the DP for the properties. There is an easement which affects the site, underneath this transmission line, the easement width is 70m. The line is located adjacent to the rear boundary and would therefore not constrain development towards the front/road frontage.

The site is located near Mulgrave Railway Station which is located to the West. This site is close to the rail line. The McGraths Hill residential area is located to the north east and the northern tip of the North West Growth Centres is located to the south of Mulgrave.

Part 1 Objectives and Intended Outcomes

It is proposed to rezone Lot 340 in DP 752061 (No. 27 Park Road Vineyard) and Lot 215 in DP 752061 (No. 41 Park Road, Mulgrave) from RU4 (Primary Production Small Lots) to IN1 (General Industrial), to 'match' the zoning across the other side of Park Road, to the north of the site and along Railway Road and Precision Place.

The plan was discussed with Council staff at a Pre-Planning Proposal meeting on 20 July 2017. The suggested rezoning to IN1 was generally supported, subject to this Proposal and based on the assessment of relevant factors.

The intended outcome of this Planning Proposal is to facilitate the timely development of the site for additional industrial/employment generating land to: meet identified future demands for industrial/manufacturing growth and employment/jobs, support housing, and promote community/economic development within the western region. This proposal is consistent with the intention of this land to be considered for 'employment lands' promoted by the SGS Economics and Planning strategic report, *Hawkesbury Employment Lands Strategy 2008*.

It is proposed to amend the zoning on the zoning map associated with the *Hawkesbury Local Environmental Plan 2012* ('HLEP') as follows:

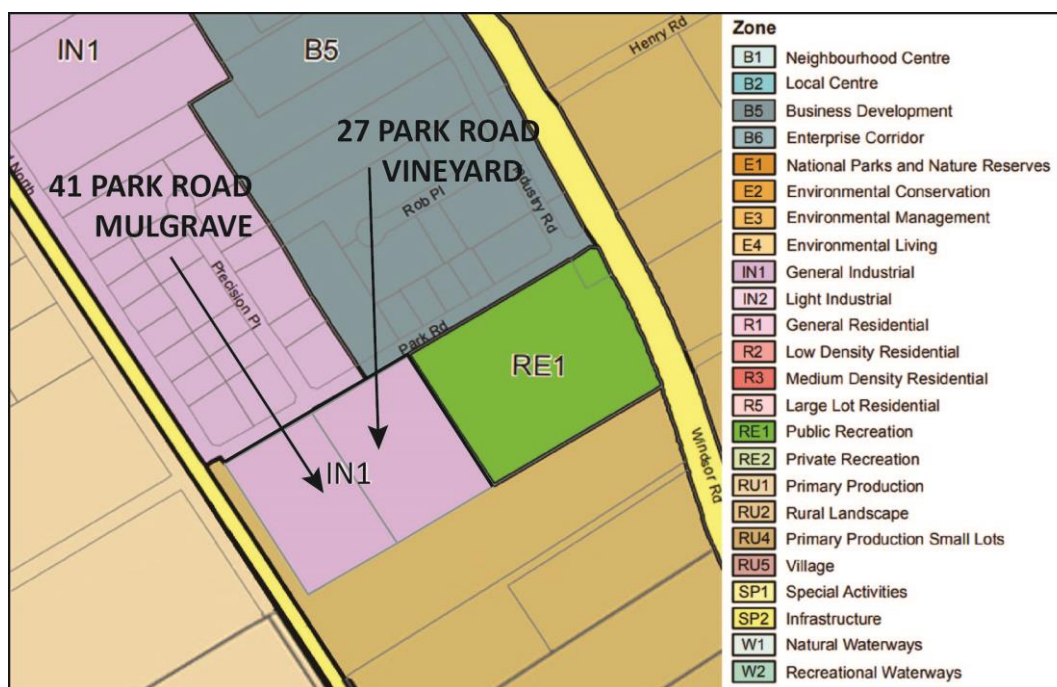


Figure 9: Proposed Zoning Map (Hawkesbury LEP Mapping)

The proposed rezoning is considered to: promote sustainable expansion of business/industrial uses on the site in accordance with state and local employment growth strategies, encourage the take up of employment generating land and create business and employment options close to home, in line with state planning aims.

The industrial zoning would attract additional businesses and cater for dominant industry sectors and industries which are attracted to this region. The rezoning would also allow for a range of industry types in an accessible area.

It would allow the opportunity for additional residents to work near home, especially residents in the in-coming growth areas where large numbers of population will settle. The proposal will support the objective of ensuring residents can work 30 minutes (or less from home) so as to reduce commuting times, volumes and fuel inefficiencies which result from private transport and long commute distances to other larger employment areas.

The intended use of the site is to expand on the existing light industrial/business area, in line with the following zone objectives and compliance table taken from the HLEP:

Zone IN1 General Industrial

1 Objectives of zone

- *To provide a wide range of industrial and warehouse land uses.*
- *To encourage employment opportunities.*
- *To minimise any adverse effect of industry on other land uses.*
- *To support and protect industrial land for industrial uses.*
- *To allow commercial development for:*
 - (a) uses ancillary to the main use of land in the zone, and*
 - (b) the day-to-day needs of the occupants and employees of the surrounding industrial area.*
- *To ensure that industrial development creates areas that are pleasant to work in and safe and efficient in terms of transportation, land utilisation and services distribution.*

2 Permitted without consent

Environmental protection works; Home occupations

3 Permitted with consent

Depots; Freight transport facilities; Funeral homes; Garden centres; General industries; Hardware and building supplies; Health consulting rooms; Hospitals; Industrial training facilities; Light industries; Neighbourhood shops; Places of public worship; Roads; Warehouse or distributions centres; Any other development not specified in item 2 or 4

4 Prohibited

Airports; Airstrips; Amusement centres; Boat sheds; Bulky goods premises; Business premises; Camping grounds; Car parks; Caravan parks; Cellar door premises; Cemeteries; Charter and tourism boating facilities; Educational establishments; Exhibition homes; Exhibition villages; Farm buildings; Forestry; Hazardous storage establishments; Health services facilities; Highway service centres;

The proposal is considered to enable a reasonable and compatible balance of uses, in line with Council and metropolitan objectives of expanding economic and employment activities.

Part 2 Explanation of Provisions

Proposed Amendment of Zoning Provisions under the Hawkesbury LEP

This proposal seeks to change the zoning map and other related HLEP 2012 maps to rezone the land from RU4 to IN1, to align with the IN1 zoned properties to the north. The proposed mapping change is detailed in the extract below.

The proposed zoning would allow a logical extension of attractive and viable employment lands area. The land is not actively used for agriculture. The site is not environmentally or physically constrained, is accessible and is suitable for use as employment land. The land is topographically appropriate and undulates to the south which provides a buffer towards the adjoining rural lands. The existing road (Park Road) provides good access for an industrial use.

This area has been strategically explored and recommended for potential inclusion in the industrial zoning (as part of the SGS *Employment Lands Strategy* report). The rezoning would increase working opportunities in the area to allow for warehousing, manufacturing, logistics and various emerging industries. This would increase job opportunities and industry, to support the growing North West population.

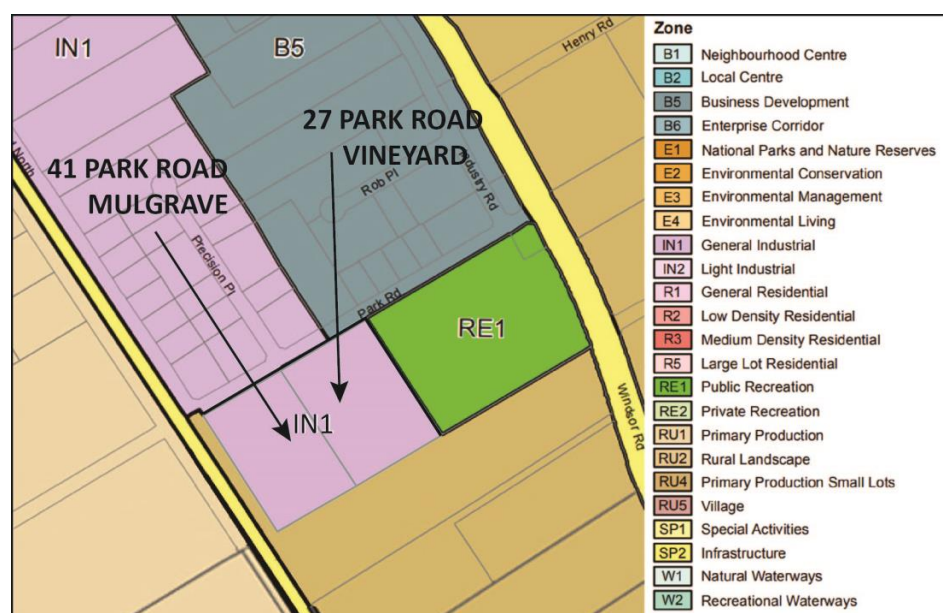
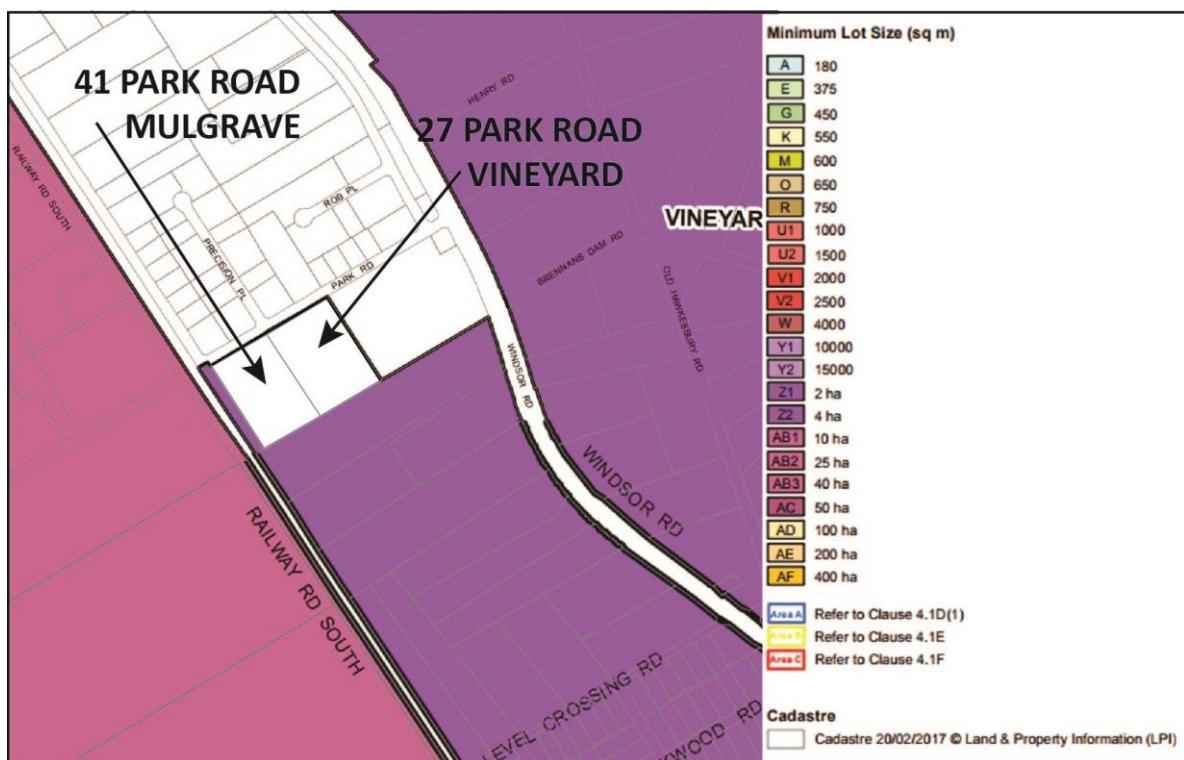


Figure 10: Proposed LEP Mapping Extract (prepared using HLEP 2012 maps)

The proposed change is demonstrated in plan extract above in Figure 10. As noted on the above extract, a small strip of land exists along the western side of the subject site which is indicated on Title as a 'road' reserve. This area has been excluded for the purposes of the 'proposed' mapping exercise. Council can consider the appropriate zoning outcome of this as part of the assessment and mapping can be adjusted accordingly.

The associated maps which would change along with the zone change would be the Height Map, Lot Size Map and Lot Averaging Map. The Lot Averaging Map would not change.



Part 3 JUSTIFICATION

The following section of the report addresses the requirements of the Department of Planning 'A Guide to Preparing Planning Proposals' and follows the recommended structure.

Section A – The Need for a Planning Proposal

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

This planning proposal is based on the study of strategic policies (outlined below) and responds to the existing and future strategic objectives for the Hawkesbury at a local, regional and metropolitan level.

In particular, the proposal is considered to respond to the recommendations of the *SGS Hawkesbury Employment Lands Strategy* which was developed in 2008 and which recommended the site for potential inclusion for industrial uses/expansion (refer to page 30 of this report).

As detailed in the strategic planning discussion below, the proposal will support local and regional industry, provide jobs close to home and provide decentralised employment for the benefit of the incoming North West population growth.

In relation to merits, the proposed extended IN1 zone:

- Is appropriate given the cleared/altered character of the site and the juxtaposition of adjoining industrially zoned land.
- Will not undermine or adversely impact on natural constraints and features such as fire, flooding or 'biodiversity'. The land can support the development.
- Can allow for development to be clear of the electrical transmission line which adjoins the rear boundary.
- Meets the objectives and recommendations of the *SGS Employment Lands Strategy* which suggested the further expansion of the Mulgrave/Vineyard Industrial Area with particular reference to the subject site.
- Aligns with metropolitan planning objectives of: encouraging 'take up' and development of employment land, providing local business and job opportunities close to home whilst protecting the environment and maintaining rural areas.
- Is considered to provide for the orderly and economic use of land in accordance with Section 5 of the *Environmental Planning and Assessment Act, 1979* and the *Hawkesbury Local Environmental Plan, 2012*.

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

The site was recommended to be considered for industrial expansion (via zoning) under the 2008 *SGS Employment Lands Strategy*. Given that Hawkesbury LEP 2012 involved a 'translation' of existing zones from the previous LEP, this identified site was not captured for zoning change as part of the LEP process.

This notwithstanding, the site was earmarked for future consideration based on further growth of housing and infrastructure in the area. The proposed change accords with the recommendations of the SGS *Employment Lands Strategy* which encouraged the appropriate expansion of industrial land in the subject precinct, the encouragement of business/industry diversification, and the promotion of servicing and land 'take up'.

The Planning Proposal follows the Department of Planning guidelines and is considered to constitute an informed and comprehensive review of the site, area, zone and development standards within the context of the Sydney metropolitan area and growth centres. The proposal has been discussed with Council staff and is supported in principle.

Rezoning is the best way to change the status of the land, to allocate acceptable industry types and classifications and to guide the most appropriate outcome. The end use and development of the site will be driven by the market and most site suitable outcome.

Given the presentation of the site, the character of the area and the existing pattern of zoning, the inclusion of the site as IN1 (by an amendment to the applicable HLEP mapping) would allow consistency with nearby (opposite) properties.

The expansion of the industrial zone is considered appropriate given the proximity to the road network and the North West growth area. As discussed within this report, the proposed change is consistent with Council's strategic directions for increased industrial land to cater for growing residential densities. The additional release of employment land will promote the reasonable commute time between home and work (30 minutes) suggested in metropolitan planning policies. Therefore, the proposal is considered to respond to local and state strategic directions.

The proposal serves to regulate the pattern of the predominant zone. This is considered the most appropriate way of achieving the intended use and development outcome.

Section B- Overview of Strategic Planning Framework

The Planning Proposal is considered to be consistent with the objectives and actions of the following relevant state and local planning policies:

*Greater Sydney Region Plan, Greater Sydney Commission 2017 and 2014 Metro Plan
Western City Region Plan*

Sydney Over The Next 20 Years – Discussion Paper, 2012

State Environmental Planning Policy (Growth Centres) 2006

Hawkesbury Local Environmental Plan 2012

Hawkesbury Development Control Plan 2002

Hawkesbury Employment Lands Strategy, SGS 2008

Report 9 – Employment Lands Development Program

Employment Lands Development Program, Department of Planning and Environment 2015

*The North West Growth Centre plans connected with the expansion of the Vineyard Area
(Department of Planning)*

*Relevant Sydney Regional Environmental Plans and State Environmental Planning Policies
Community Strategic Plan 2017-2032 are also discussed In 'Question 4' under this section.*

The following sections indicate that the proposal is consistent with the relevant regional plan which looks to: bolster local industry, build the local/regional/state economy, sustainably use

land, reduce the 'footprint' of development and create self-contained and liveable localities for residents.

The proposal is also consistent with a relevant local *Employment Lands Strategy* for the Hawkesbury.

The proposal responds to metropolitan needs for working close to home, utilises and builds on infrastructure in an accessible and strategic area and caters to the changing demographic trends. This Proposal will enable the creation of appropriate additional employment land which was not undertaken through the 2012 gazettal of the Hawkesbury LEP.

Greater Sydney Region Plan – Greater Sydney Region Plan 'A Metropolis of 3 Cities' (Greater Sydney Commission) ('the plan'), March 2018

The plan was adopted in March 2018 and prioritises Sydney people being within 30 minutes of their jobs (p 6) and divides the Metropolitan Area into 3 'Cities': The Western Sydney Parkland City, Central River City and the Eastern Harbour City.

The plan seeks to re-balance growth across the city to allow residents connections and to increase efficiency and liveability. It is planned to rebalance Sydney and place housing, jobs, infrastructure and services within 'easier reach', no matter where you live (p 3). 3 'cities' with supporting strategic centres with workers close to knowledge based jobs, city scale infrastructure, entertainment and cultural facilities within liveable, place based urban design and green communities.

The Western Sydney Deal is a mechanism by which development and planning of the western area will be co-ordinated between government levels to ensure delivery.

The challenges for the west are the imbalance between accessible jobs (compared with the central and east areas), car dependency, housing affordability/options and changing demographics. The western city is seen as 'emerging' where the central 'developing' and the east 'established' (p 8). This indicates the importance of guiding and planning for the west.

The plan states that 39% of Western Sydney residents can access the city within 30 minutes from home compared with 65% in the central area and 70% in the east, showing the improvements which need to be made in terms of employment/services choice. 49% of western residents work in the area which is lower than 54% in the central area and 91% in the east. This needs improvement, particularly in the context of the incoming population/housing numbers (p 9). The Western Parkland City population will increase from 740 million in 2016 to well over 1.5 million by 2056 (p 16).

Increased employment, business and industry investment are to be established in connection with the Western Sydney Airport and the Badgery's Creek Aerotropolis.

Priorities for the North West Growth Area (in close proximity to the site) are stated to be 'new neighbourhoods (land release)', 'industry and urban service lands', and 'biodiversity protection' (map on p 17).

The plan seeks to invest in infrastructure and to protect the environment and heritage in sensitive areas. The objectives of this plan are focussed on 'infrastructure collaboration', 'liveability', 'productivity' and 'sustainability'. Seeking to maximise business opportunities,

create liveable and connected residential and employment areas, build 'centres' to provide work 30 minutes from home and greening neighbourhoods to boost sustainability. This is to be delivered by effective collaboration between governments, the community and businesses.

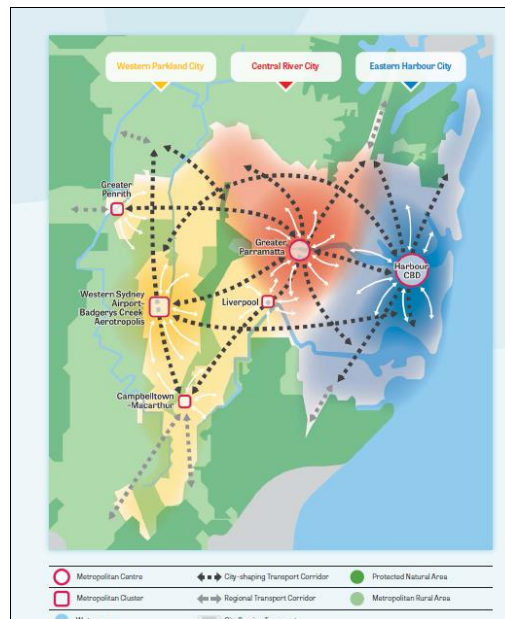


Figure 13: Map showing the 'cities' (yellow/red/blue), the subject area is to the north west of the Western Parkland City (p 7)

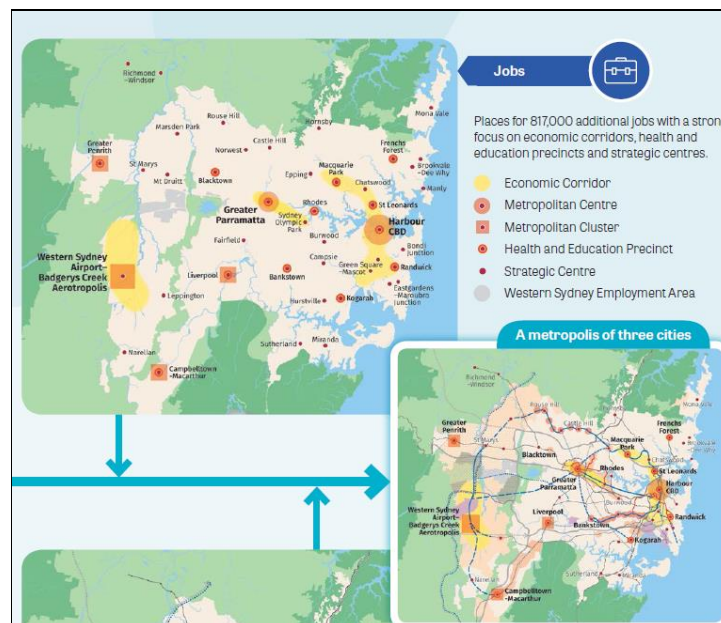


Figure 14: Map of 'Key Spatial Elements' showing 'Jobs Containment' (p 11)

The above map indicates that the Windsor/Richmond area is outside the 'city area' and is near the tip of the North West Growth Centre area, however are noted as a 'strategic centres' (refer to the further discussion on this below) and is within the Western District and near the urban housing release area shown on page 10.

The 10 priorities in the plan seek to use infrastructure efficiently to: plan for local jobs growth in local strategic centres, prioritise infrastructure projects, support growth and build east-west

and north-south connections. The plan seeks to attract businesses to centres and to plan for and manage employment land.

The plan 'reviews the *Plan for Growing Sydney*' and these planning principles are still considered relevant (this plan is detailed as background below). The plan also builds on some of the ideas in the exhibited '*Towards our Greater Sydney 2056*' (2016) (p 26).

The plan indicates the population increase and the need for forward planning for jobs, housing and infrastructure.

'Strategic centres' will be targeted in terms of supplying job growth (Objective 22 p 103). The role of strategic centres is described on page p 122 of the plan as: '*Strategic centres vary in size, location and mix of activities. They enable access to a wide range of goods, services and jobs. Strategic centres are expected to accommodate high levels of private sector investment, enabling them to grow and evolve. They will become increasingly important parts of the region's structure.*'

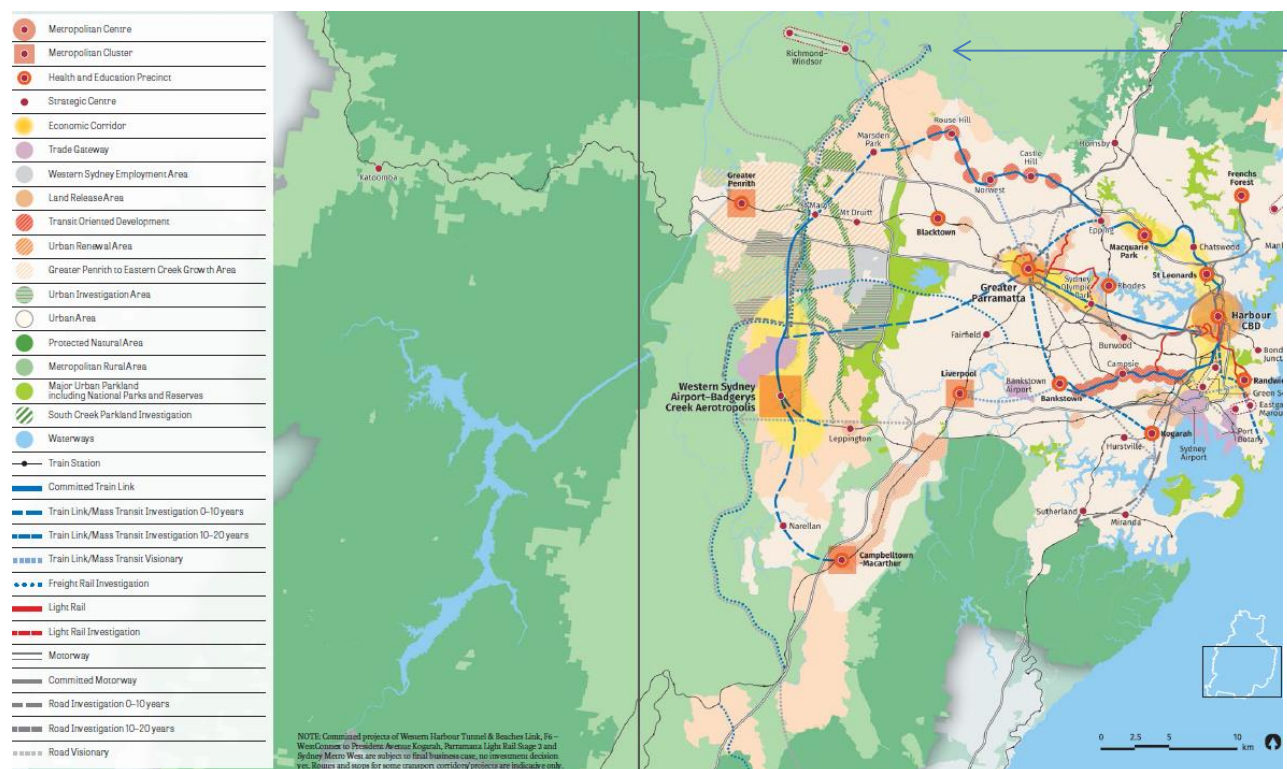


Figure 15: Map showing the North West Growth Centre (housing priority area) (p 14)

The table below shows the latest housing targets for the next 20 years.

Table 3: Housing targets 2016–2036

District	0–5 year housing supply target: 2016–2021	20-year strategic housing target: 2016–2036
Central City	53,500	207,500
Eastern City	46,550	157,500
North	25,950	92,000
South	23,250	83,500
Western City	39,850	184,500
Greater Sydney	189,100	725,000

Figure 16: Housing Targets p 62

These dwelling numbers need to be supported by the appropriate jobs/centres growth. Employment growth and economic opportunities would be boosted by the proposed rezoning.

Additional affordable housing will be encouraged with the implementation of planning programs, a housing affordability package and changes to housing availability and choice.

The plan encourages a place based planning approach, to ensure quality environments. This includes walkable safe areas, equitable access to jobs and services, and the greening of suburbs.

In relation to 'productivity', traditionally the eastern area has attracted job type and opportunities and Western Sydney has been remote from certain types, meaning larger travel distances. A polycentric approach will be employed to attract investment to the west and decentralise jobs, in line with the 30 minute trip objective.

In the 'Summary of Actions' on page 83, the review and planning for industrial land urban services land is included (Objective 23 of the plan).

This review will require local governments to audit employment areas and to consider planning for different technologies and changing manufacturing and high value manufacturing in new areas (p 109). The plan seeks to support commercial development and innovation and to support an internationally competitive freight and logistics centre. The airport will provide a stimulus.

Directions for productivity



A well-connected city

Potential indicators:

Percentage of dwellings located within 30 minutes by public transport of a metropolitan centre/cluster;

Percentage of dwellings located within 30 minutes by public transport of a strategic centre

By 2036, the number of journeys across Greater Sydney is projected to increase to 15 million trips a day (up 36 per cent from 2016). To address this increase, *Future Transport 2056* includes plans for quick, efficient and more localised connections to jobs, schools and services. A key outcome is for more people to have 30-minute public transport access to one of the three metropolitan centres/cluster and to services in their nearest strategic centre seven days a week. This requires the integration of land use, transport and infrastructure planning. Co-locating jobs and services, improving transport efficiency and creating more efficient freight networks will also improve productivity. Enhancing transport connections to adjacent cities and regional NSW will strengthen economic links and provide more opportunities for long-term growth management.



Jobs and skills for the city

Potential indicator:

Increased jobs in metropolitan and strategic centres

Enhancing Greater Sydney's productivity, export sectors and global competitiveness will be critical to increasing the region's economic activity to \$655 billion by 2036. This will require greater choice for where development can occur to enable the required employment growth of 817,000 jobs¹⁹. Strategic planning will guide the locations of business growth and investment and provide better freight connections, economic agglomerations and skills development. Building on health and education strengths and growing the advanced manufacturing sector will be central to delivering an innovative and internationally competitive economy.

Figure 17: Directions for Productivity p 78

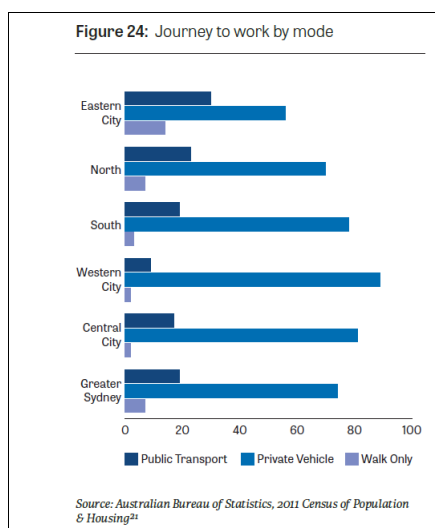
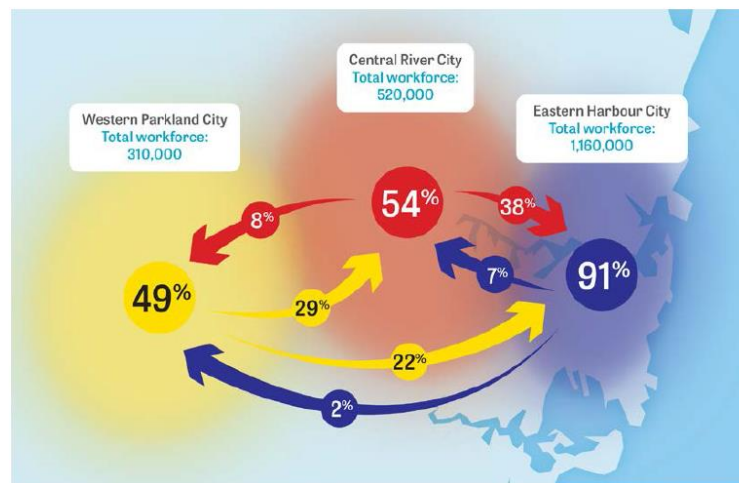


Figure 18: Journey to Work Modes p 81

Showing the comparatively large proportion of the Western Sydney population who use private transport to get to work

Figure 17 which is taken from the plan indicates the objective of providing jobs close to home, connectivity to 'centres' and the creation of additional jobs and skills. The plan seeks to connect railways and roads under the *Future Transport 2056* plan (p 74) to better connect areas and the eastern and western economic corridor. The development of the Western Parkland City is to be driven by the Western Sydney City Deal (an intra government mechanism).

Figure 26: Distribution of resident workforce 2016



Source: Transport Performance and Analytics 2017

Greater Sydney Commission | Greater Sydney Region Plan 2018

Figure 19: Distribution of Resident Work Force p 81

Figure 19 above shows the workforce flows within western Sydney and the movement of workforce out of the area. This indicates the need to ‘rebalance’ the metropolitan area by creating self-sufficient centres, preventing the need to commute out of the area and strengthening local business and workforce opportunities which is an imperative of the plan.

Delivering polycentric centres and boosting employment and industrial land is required to ‘rebalance the city’, to minimise inefficiencies and to maximise efficiency and quality of life (p 119). This proposed rezoning is considered to facilitate the strengthening of an accessible manufacturing and light industrial area, to provide additional employment opportunities and to limit the need for travel distances, to assist in the desired rebalancing.

The region’s share of national manufacturing gross value added grew from 21.6% in 2005–06 to 22.2% in 2015–16. Therefore, efficient logistics and trade and manufacturing gateways/networks are to be encouraged.

Figure 18 above indicates the comparatively high proportion of Western Sydney residents who travel by private car to work. Car travel may be less prevalent with increased local working opportunities which may be accessed by alternative forms of transport.

Objective 23 (p 128) seeks to protect industrial land from other non-compatible uses such as residential and commercial uses which can adversely impact on the viability of industrial land and to protect and use freight corridors and to plan for new land suitable for a range of activities.

Page 109 of the previous draft of this plan (December 2017) indicated that ‘at the current rate of development, Greater Sydney only has two to three years of serviced industrial land supply’.

Page 130 of the new plan indicates in relation to The Western Sydney Employment Area: ‘in the Western Parkland City, is a Greater Sydney resource providing land for economic activities and employment for the region as a whole. Strategic plans have identified over 6,000 hectares of additional land for future industrial activity yet to be zoned or serviced,

which will support the investment and business opportunities created by the Western Sydney Airport and the potential transport infra-structure identified for the Western Parkland City. This significant long-term metropolitan resource, while substantial, may not serve the local urban services needs of the Western Parkland City which stretches across a 54 kilometre corridor from Wilton to Marsden Park.'

On page 131 the plan suggest that: 'Research prepared for the Greater Sydney Commission, informed by an analysis of industrial lands in the Australian Capital Territory, identified a benchmark requirement of three square metres of industrial land per capita for urban services activities. The current and projected per capita levels for each Greater Sydney district are shown in the graph on Figure 41. The per capita level of provision in the Eastern Harbour City is already well below three square metres per capita. While the Western Parkland City will benefit from the Western Sydney Employment Area, there may be a need to provide additional industrial and urban services areas across the extensive footprint of the Western City to accommodate significant population growth beyond 2036. While the Central River City currently exceeds this minimum benchmark, it too will experience significant population growth and these lands represent notable opportunities to transition to higher order employment, technology and advanced manufacturing uses.'

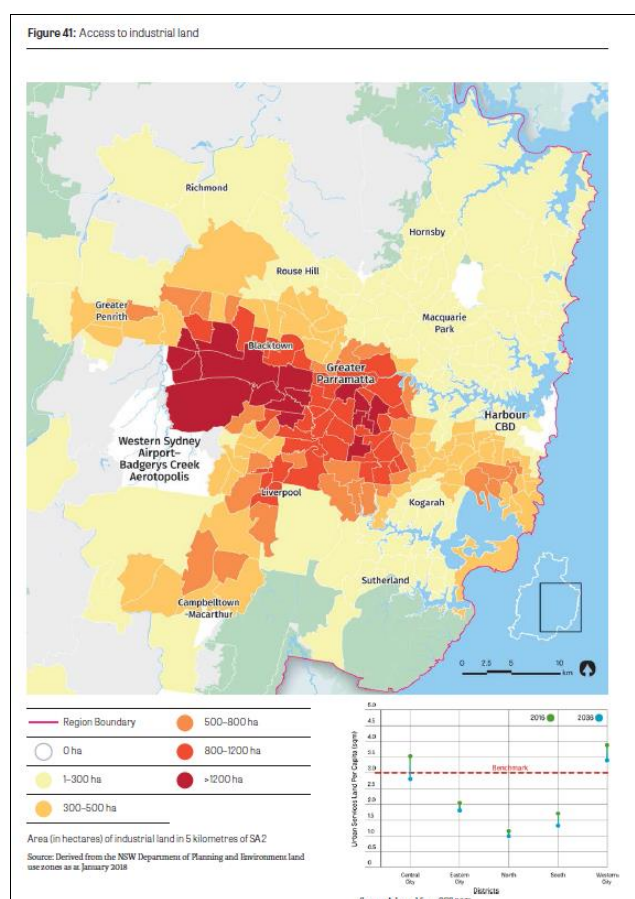


Figure 20: Per Capita Levels of Industrial Land p 131

This suggests the need to investigate more areas, to cater for incoming population and to provide for different technologies and industrial formats. The plan requires that industrial land is monitored and supplied in line with population needs.

Page 132 recognises the need to plan for changing industry types and needs and the likely need to plan for more industrial land to support the increasing western Sydney population.

The plan notes that there are strategically planned locations within the western area which aligns with the *SGS Employment Lands Review* (discussed below). The plan indicates that Council's will be required to undertake a strategic review of industrial and employment activities across their local government areas. Innovative approaches in relation to the mix of office and industrial spaces could be considered (p 135). The NSW Government is looking to decentralise jobs to distribute the workforce more evenly and to support the launch of businesses in the western area via innovation and support programs.



Figure 21: Transit and Freight Corridors

The above map was taken from the exhibited draft of the plan when this Proposal was first drafted. This map has been retained as it shows that the Richmond/Windsor strategic area is on major freight rail (orange) and centre to centre trunk (blue) line (p 69 of the Draft). This shows that the subject area is well connected to roadways which is a desirable factor for industrial and employment land.

In the Western Parkland City a number of committed and potential transport connections converge including the Outer Sydney Orbital corridor, the Bells Line of Road, the Western Sydney Freight Line and the new Western Sydney Airport and opportunities will be driven by improved connections to the eastern and central areas (p 98). This improved accessibility will promote the viability of new and existing businesses.

The proposed rezoning promotes the objectives of the *Greater Sydney Region Plan* by fast tracking the delivery of suitable and viable employment land within well accessed areas close to strategic centres. It will provide accessible local opportunities for Western Sydney businesses and homes within a well- connected area which has been strategically reviewed for expansion. This land is not environmentally or physically constrained, is appropriate in size, characteristics and location for the proposed employment boosting use, and is considered to promote the sustainable development and orderly and economic development of land in line with the sustainability and infrastructure objectives of the plan.

Western City District Plan

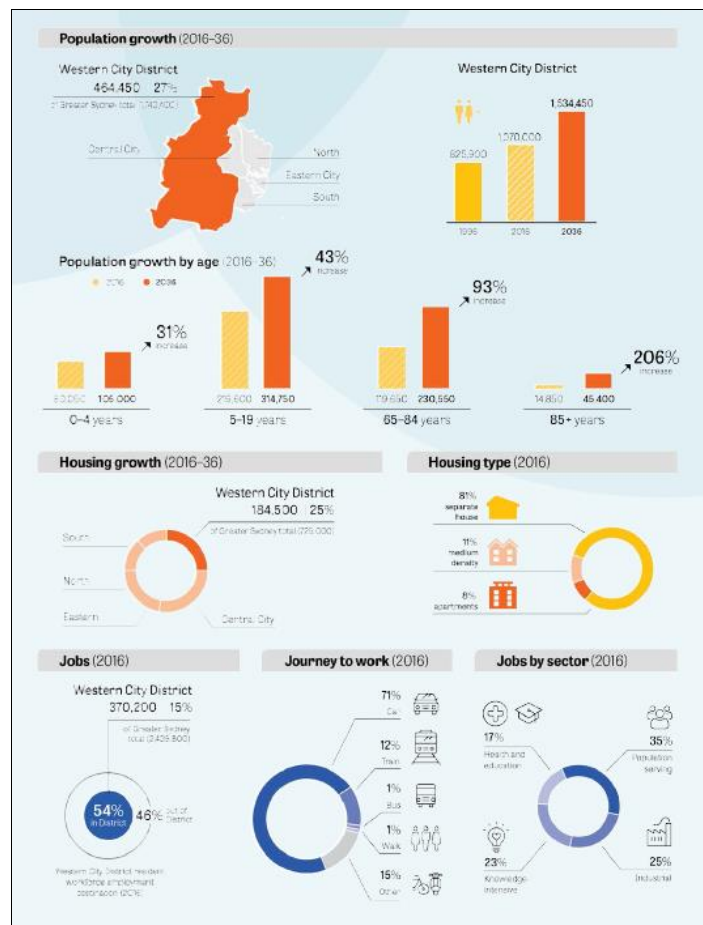


Figure 22:
Snapshot of Western City District (p 9)

The above plan shows that more than a quarter of the new population will be settled in the Western City area and the very high proportion of residents who travel out of the area to work (46%) and that a high proportion (71%) travel to work by car. This also shows the proportion of jobs in the 'population serving' (35%) and industrial sectors (25%). The job distribution graph indicates a high proportion of the Western City population are employed in industrial work, as the dominant field of employment.

This plan mirrors the objectives of the 3 City Greater Sydney Plan and focuses on the importance of delivering infrastructure and promoting connections to reduce travel times.

It focuses on the need for collaboration between agencies to effectively deliver outcomes.

There is a focus on liveability, health and building on cultural diversity and the importance of delivering housing choice, affordability and diversity (p 38).






The Western Sydney City Deal is intended to bring levels of Government together to invest/promote infrastructure building, employment growth, housing affordability and quality of life factors. The plan outlines ways the Government can support industry sectors (p 67). This includes the promotion of newly emerging industries, adapting to changing technologies and agricultural industries.

Rural/resource industry areas should be protected from 'inappropriate dispersal' and

alignment against incompatible urban uses. Areas of unique environmental qualities are to be retained and protected under the sustainability objective.

Retail and commercial floor space will also be required and is recommended to be located within Strategic Centres to support other uses.

Areas around freight networks are to be planned and utilised for the expansion of supportive services. The Greater Sydney Commission will be looking for the review of areas to ensure the delivery of the 10 Directions for Western Sydney which are:

10 Directions		Basis for monitoring performance
Infrastructure and collaboration		
	1. A city supported by infrastructure	<p>As Greater Sydney grows and becomes more complex there is a need to design better ways of supporting growth and delivering appropriate infrastructure in the right places.</p> <p>A city supported by infrastructure will be measured against the outcomes achieved by city-shaping infrastructure that facilitates the three cities and city-serving infrastructure that is sequenced and aligned with forecast growth.</p> <p>Potential indicator: Increased 30-minute access to a metropolitan centre/cluster.</p>
	2. A collaborative city	<p>Collaboration between government, industry and local communities will result in the best use of resources such as public spaces, school ovals and community facilities.</p> <p>A collaborative city will be measured against the outcomes achieved by all levels of government, industry and the community working together.</p> <p>Potential indicator: Increased use of public resources such as open space and community facilities.</p>
Liveability		
	3. A city for people	<p>Improved quality of life can be achieved by co-locating schools, recreation, transport, community and health facilities, social infrastructure and local services in walkable mixed-use places.</p> <p>A city for people will be measured against the outcomes achieved by improved access to local health, education, transport, recreation, social facilities and services.</p> <p>Potential indicator: Increased walkable access to local centres.</p>
	4. Housing the city	<p>Providing ongoing housing supply and a range of housing types in the right locations will create more liveable neighbourhoods and support Greater Sydney's growing population. Housing affordability is also a challenge that can affect job and lifestyle choices.</p> <p>Housing the city will be measured against the outcomes achieved by increasing housing supply and choice, and housing affordability.</p> <p>Potential indicators: Increased housing completions (by type); Number of councils that implement Affordable Rental Housing Target Schemes.</p>
	5. A city of great places	<p>The creation and renewal of great places for people, together with better local accessibility through walking and cycling, will achieve local liveability that attracts and retains residents and workers. Great places exhibit design excellence and start with a focus on open spaces and a people-friendly realm.</p> <p>A city of great places will be measured against the outcomes achieved by improved local accessibility and connections, and design excellence.</p> <p>Potential indicator: Increased access to open space.</p>

10 Directions		Basis for monitoring performance
Productivity		
	6. A well-connected city	<p>A <i>Metropolis of Three Cities</i> requires a well-connected Greater Sydney with new jobs, shops and services in well-located centres with efficient transport connections and safe and convenient walking and cycling routes. This creates a 30-minute city.</p> <p>A well-connected city will be measured against the outcomes achieved by improved access to metropolitan, strategic and local centres.</p> <p>Potential indicators: Percentage of dwellings located within 30 minutes by public transport of a metropolitan centre/cluster; Percentage of dwellings located within 30 minutes by public transport of a strategic centre.</p>
	7. Jobs and skills for the city	<p>Greater Sydney's population growth needs to be supported by economic growth that enhances its productivity, export sectors and global competitiveness.</p> <p>Jobs and skills for the city will be measured against the outcomes achieved by increased business growth and investment, improved transport connections, economic agglomerations and target sectors.</p> <p>Potential indicator: Increased jobs in metropolitan and strategic centres.</p>
Sustainability		
	8. A city in its landscape	<p>A healthy natural environment will be important to improve liveability, create healthy places, and mitigate the effects of climate change.</p> <p>A city in its landscape will be measured against the outcomes achieved by protected, restored and enhanced landscapes, waterways, coastline, natural areas, tree canopy and open spaces.</p> <p>Potential indicators: Increased urban tree canopy; Expanded Greater Sydney Green Grid.</p>
	9. An efficient city	<p>In Greater Sydney, the sectors that contribute most to greenhouse gas emissions are energy (electricity and gas) used in buildings, transport and waste.</p> <p>An efficient city will be measured against the outcomes achieved by innovative management of water, energy, resources and waste in planning new development and infrastructure.</p> <p>Potential indicators: Reduced transport-related greenhouse gas emissions; Reduced energy use per capita.</p>
	10. A resilient city	<p>Adapting to climate change is critical to Greater Sydney's future resilience, together with responding to its natural and urban hazards. To be resilient, communities need social cohesion and access to economic resources.</p> <p>A resilient city will be measured against the outcomes achieved by managing the impacts of natural hazards on communities, and adapting communities to cope with more very hot days.</p> <p>Potential indicator: Number of councils with standardised statewide natural hazard information.</p>

Figure 23: Directions for Western Sydney p 146-147

In relation to the above, implementation of this Planning Proposal would boost employment on suitable land and provide additional local employment and allow a range of industrial opportunities and building types to boost business and employment use within the area. This would benefit services and employment infrastructure and boost the economy and the liveability of nearby developing residential areas.

The western plan looks for LEP amendments and updates to be made to respond to demand and to be based on locality based industrial/commercial strategies. This proposal reflects a strategic review (the *SGS Hawkesbury Employment Lands Strategy*), and is considered to deliver on the objectives of relevant strategic plans, as discussed within this report.

The proposed rezoning is considered to be consistent with the plan as it picks up an area which was strategically reviewed and recommended as being suitable for rezoning. The industrial use would complement the nearby light industrial and industrial uses at Mulgrave and South Windsor. The large and easily serviced site can accommodate a range of uses and the space to attract industry and investment. This area is well located for the expansion of logistics businesses and has a site area and character which would be suitable for different business/industry types and formats. This area shoulders an existing industrial zone area and the addition of this site would provide for additional business opportunities.

The proposal would not encroach unreasonably on agricultural land, not fragment agricultural land and its location next to roads and industrial uses creates an area which is considered to be more conducive to business related uses than agriculture. The site is not currently used for agriculture.

The proposed rezoning would allow the sustainable use of land resources in a logical location and promote the protection of other more sensitive lands. The proposal is therefore considered align with the efficiency and sustainability directions of the plan.

A Plan for Growing Sydney 2014: Metropolitan Plan for Sydney ('the metro strategy')

This metro strategy is to be read in as background to the current plan. The latest and very recently adopted March 2018 plan builds on the 2014 version. The 2014 version of the metro strategy sought to ensure that the metropolitan area grows as a compact, networked city with improved accessibility, with more jobs, homes and lifestyle opportunities within the existing urban footprint. This plan is relevant as strategic background.

The 2014 plan prioritises: consolidation of urban areas, protection of important environmental values, ecologically sustainable development and better use of resources and infrastructure.

There is a strong focus on the growth of the Western Sydney employment area with an increased imperative to improve transport and boost jobs close to homes.

The proposal is consistent with metropolitan planning imperatives of strengthening the focus on manufacturing, construction and logistics and the intention to strengthen jobs in appropriate locations to support the growing population. To: *'Work with council to identify and protect strategically important industrial zoned land and identify further opportunities to strengthen investment for employment growth in Western Sydney, including targeting overseas investors and incentives for businesses'*. P 120

Direction 1.4 of the metro strategy (p 36) outlines the expanding the economic role of Western Sydney and the fact that within 25 years, Western Sydney will be home to more than 50% of Sydneysiders and states:

'Western Sydney will require new jobs close to centres and transport, improved access to knowledge jobs in strategic centres, and upgraded transport links to Western Sydney centres and between Western Sydney and Sydney CBD. Improving the scale and mix of job opportunities will help more people work closer to home and reduce commuting times, making Sydney more productive'.

The strategy also states: *At present, Western Sydney has around 47% cent of Sydney's residents, 36% of Sydney's jobs and one-third of Sydney's Gross Regional Product.*

Many Western Sydney residents must travel outside of the region for work, particularly for well-paid knowledge based jobs. Around 28% of the resident workforce, or close to 226,000 people, travel to other parts of the city to get work.

Over the next 20 years, the number of people in Western Sydney will grow faster than other parts of Sydney.'

The site is located adjacent to the North West Growth Corridor, where employment and housing are to be boosted.

The proposal is considered to address the above strategic targets by allowing the development and use of the land for employment generating purposes.

West District Regional Plan

The 'West District' plan which is connected to the metro strategy and the west region includes the Hawkesbury LGA. This plan predates the current Western City District Plan.

The notable objectives of this plan mirror the current plan, to: manage growth and change in district centres, to diversify the skills base, to have jobs accessible and within 30 minutes of home, and to create retail space in centres. The State Government will be looking for opportunities for centres to grow.

The *North West Growth Centre* State Policy (discussed below) prioritises providing 2,400 new homes (7,400 people) in nearby Vineyard (as part of an overall growth plan) within a range of housing types will be provided in response to investment in infrastructure. A new school is also proposed.

This development will be a new, expanded and denser 'community' and recent changes will allow for Codes assessable medium density housing for faster delivery and to promote variety in housing typologies.

This housing will result in an increase in people needing a range of jobs. In line with planning objectives, jobs and employment opportunities are best close to home (within 30 minutes) so as to reduce car traffic and congestion which lead to delays and environmental inefficiencies. This area will also benefit from additional public transport and infrastructure projects.

The proposal is consistent with the following relevant objectives:

The proposal will boost the availability of employment close to homes and provide the potential for a range of employment activities. The use of this land to benefit industry and employment represents an efficient use of land which is surrounded by similar uses and is well connected. This releases pressure on other lands and is consistent with the sustainability objectives of the plan in terms of utilising well connected areas, taking advantage of freight corridors and road connections, and protecting sensitive, heritage and village land.

The industrial zoning of the site is consistent with the objective of effectively managing urban land and promoting a range of business types and building formats, and growing investment in strategic centres. The location of business and industrial activities close to homes and in clusters will reduce the need for people to commute large distances to work and will allow the improvement of local public transport use and small trips, in line with the sustainability and liveability objectives of the plan.

The landowners have indicated that this business/industrial area is popular in terms of employment uses. This would tend to be backed up by the following extract from p 61 of the West District Plan which cross references the 2015 *Employment Lands Development Program Report*.

Table 3-5: Major (larger than 30 hectares) employment and urban services precincts in West District (January 2015)				
LCA	Precinct	Undeveloped land (hectares)	Developed land (hectares)	Total (hectares)
Blue Mountains	Katoomba	13.9	32.5	46.4
	Lawson	17.3	14.1	31.4
Hawkesbury	Mulgrave / Vineyard	3.8	58.4	62.2
	Windsor / South Windsor	19.1	79.3	98.4
Penrith	Emu Plains	45.7	83.8	129.4
	Ersine Park	123.2	242.3	365.5
	Jamisontown	4.3	77.4	81.7
	North Penrith	90.7	166.3	257.1
	South of Sydney Water Pipeline	337.2	0	337.2
	St Marys	50.2	174.4	224.7
	St Marys North	1.7	55.2	56.9

Source: Department of Planning and Environment, Employment Lands Development Program (2015)

Figure 24: Hectares of Employment Land (Employment Lands Development Program, DoPE) p 50

This table shows a strong development/take up of employment land. Only 3.8% of land is undeveloped which is comparatively low and indicates the popularity of this area.

This would also tend to suggest that this area is attractive for further investment and is a desirable location, worth focusing on for expanding employment. This area is also located within proximity of other strong employment areas (such as South Windsor/Windsor).

Sydney Over the Next 20 Years ('the Paper')

The recent metro strategies are based on a discussion paper titled *Sydney Over the Next 20 Years* (May 2012).

Making NSW 'Number 1' reviewed the metro strategy to reflect updated population projections and encourage economic development, infrastructure provision, and housing and housing affordability in NSW.

570,000 dwellings and 600,000 jobs were required for the metropolitan area to meet projections for 2031. This has now been increased substantially to 725,000 dwellings and 817,000 jobs between 2016 and 2036 under the current *Greater Sydney Region Plan*.

Current metropolitan planning strategies look to boost a 'modern local economy' with jobs closer to home, less commuting times and better co-ordination of housing and infrastructure. Linking jobs, housing and places is imperative for sustainability and social inclusion'.

The State Government promotes the location of 80% of housing to within a walking catchment of public transport, in line with Transit Oriented Development (TOD), as well as jobs within 30 minutes travel distance from home.

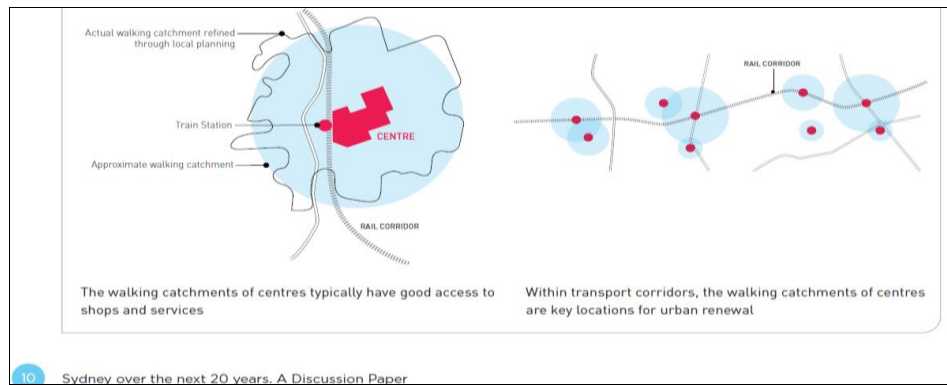


Figure 25: Diagram of Transit Oriented Development. Source: Sydney Over the Next 20 Years

Planning principles set out in the paper include: land use planning around transport and infrastructure, strengthening economic and employment opportunities which come with growth, protecting natural resources and the environment, providing housing to suit different needs and budgets, providing a range of job opportunities to balance growth in Western Sydney, supporting regional centres (Penrith, Liverpool and Parramatta) and other centres with appropriate infrastructure, making public transport easier to access from all areas, providing access to economic and recreational opportunities regardless of where people live, boosting high level design and better 'places', promoting healthy and active lifestyles and adapting to a changing climate.

The proposed improvement of industry, jobs closer to home and economic opportunities to balance growth in Western Sydney is consistent with the metro strategy planning objectives.

State Environmental Planning Policy (Sydney Region Growth Centres) 2006

The site is located within the Growth Centres area - within proximity of Vineyard which is part of the North West Growth Centre. This centre is set to see 2500 dwellings in a mixture of formats for 7000 population (for Vineyard) and 2-3 neighbourhood centres/employment areas. The proposal will not detrimentally affect this growth area and will rather provide potential localised employment in accordance with the objectives of SEPP Growth Centres.

Overall, the North West Growth Centre aims to see 33,000 new homes for a population of around 250,000 for this region. This is to occur over the next 10 Years (NSW Planning and Environment Website). This is a fast influx of population.

The proposal is considered to be consistent with aims of the policy, as follows:

- The proposal assists in the coordination and release of land for employment in the North West Growth Centre and is appropriate as land which was identified for employment lands consideration.
- This will assist in the planned growth and support for growth centres and residential uses.
- This will promote the development of vibrant, sustainable and liveable neighbourhoods that provide for community well-being and high quality local amenity.
- Additional industries and work places will be located in a high quality, accessible area which is close to homes and other complementary uses.
- The efficient use of land will promote the sustainability of land resources in growth centres and protect outer areas which have natural or heritage conservation value.
- In this way, the rezoning would promote the orderly and economic provision of infrastructure in and to growth centres.

- The development of the land could be undertaken in a way which maintains/establishes peripheral landscaping, to contribute to the conservation of biodiversity.
- The site is suitable for the use and not ecologically constrained.
- The proposed growth of the existing industrial/employment area will reduce the impact on other more significant and productive rural land.

Hawkesbury Local Environmental Plan 2012 ('the HLEP')

The proposal is considered consistent with Clause 1.2 of HLEP, meeting the general aims of development which are summarised as:

- The orderly and economic development and environmental conservation of the Hawkesbury.
- To provide quality land for living, working, recreation and agricultural production for the benefit of the community.
- To protect streetscapes and places of natural beauty.
- To promote ecologically sustainable development and enhance the natural environment.
- To provide for a mixture of secure and varied housing options for residents.
- To protect heritage.
- To encourage tourism related uses which are appropriate to the environment and other land uses.

The site could not be considered as an area of natural beauty given the prevailing industrial character. The zoning change is proposed to provide an extension of industrially zoned/used properties on the other side of Park Road and extending to the north.

The site is cleared, essentially level, is not used for agriculture and is not environmentally constrained. Future development could be designed to be sustainable and area appropriate. Servicing is available in the area. Therefore, the change is considered to represent the orderly and economic use of land.

The efficient use of well-located land resources, near transport connections aligns with ecologically sustainable principles by using land well, reducing the impact of development on the natural environment, promoting decentralising (employment and industry containment for Western Sydney) and preventing employment and industrial land uses encroaching onto environmentally significant land.

Zoning Context

As indicated in the zoning extract below, the site is zoned RU4 (Primary Production – Small Lots). The site adjoins a park space which is zoned RE 1 (Public Recreation).

There are other uses such as IN1 and B5 and RU1 also in the area, as detailed in the following zoning extract.

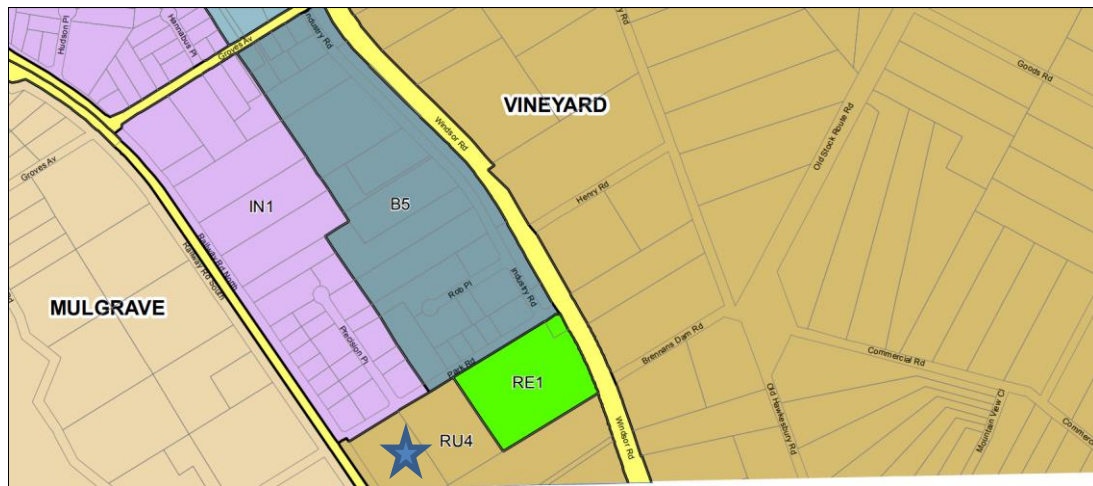


Figure 26: Hawkesbury Local Environmental Plan 2012 – Zoning Maps

The objectives of the IN1 zone are to: promote a wide variety of industrial and warehouse uses, to encourage employment opportunities, to minimise impact of industrial land uses on other uses, to support and protect industrial land for industrial land uses, to allow ancillary commercial uses to support uses and employees and to ensure the creation of pleasant working environments which are efficient in terms of transportation, land utilisation and service distribution.

Permissible uses in the IN1 zone include: depots, freight transport facilities, funeral homes, general industries, health consulting rooms, hospitals, industrial training facilities, light industries, neighbourhood shops, roads and warehouse/distribution centres.

The objectives of the RU4 zone include: to encourage sustainable primary industry by maintaining the resource base, to encourage diversity in primary industry enterprise, to prevent alienation and isolation of land, to minimise land use conflicts, to encourage development which does not adversely affect the natural environment, promote conservation of natural vegetation, land surface conditions and water flows.

The site does not display a particularly rural or landscaped character. Cleared/grassed areas surround the houses located on each lot. The sites are generally cleared of large trees and landscaping. The site adjoins RU4 land to the rear and any future development would need to be set back from this boundary due to the electricity transmission line which runs parallel with the rear boundary. The site adjoins RE1 parkland to the east and future development would be set back from this boundary, away from trees and vegetation. Therefore, land use conflicts are not expected.

LEP Development Standards

The proposal would allow compliance with the development standards contained within the HLEP including Clause 4.3 which sets a maximum height of 10 metres for built form.

The proposal is also consistent with the objectives of Clause 5.3 which relates to development near zone boundaries. The proposal is considered to represent an appropriate development which is compatible with the objectives of the applicable land use zones and the HLEP.

The site is mapped as containing terrestrial biodiversity for a limited section and this has been assessed by an ecologist and future buildings and structures could protect any trees at the periphery. There are no known habitats for threatened species on the site.

The strategy associated an increased demand for *'a range of activities including local light industry and urban support and urban services which need to be accommodated in employment land areas'* with population growth (p 106).

The report indicated that local light industrial/urban support services would include car service and repair, construction and building supplies, domestic storage and businesses to service/support other businesses. Urban Services were suggested as concrete batching, waste recycling and transfer, construction and depots, sewerage, water supply, electricity construction yards, as these are needed in each subregion.

The report comments on the incoming growth within the North West and South West sectors and the need for employment opportunities to increase with the housing growth. Also for the containment of employment regions (promoted by the then 'Metropolitan Strategy') which promoted keeping limited travel distances to work and providing local opportunities for residents at the metropolitan 'fringe' (p 26). The aim being to supply a sufficient depth of employment opportunities to cater for the subregion (p 27) and to reduce the economic costs of having to commute long distances (p 32). The Hawkesbury LGA was considered to rate well in relation to employment self-sufficiency at the time. Ensuring jobs close to home and reducing fuel consumption/carbon footprint assists in meeting sustainability challenges (p 39).

It was considered vital to promote the delivery of high quality jobs in Western Sydney to boost income levels. High quality jobs were considered to include sectors concentrated in the West such as manufacturing, transport, logistics and warehousing (all appropriate within the IN1 zoning) (p 36). This would be consistent with the State Government's Innovation Imperative. It was considered unlikely that there would be a drastic shift in this area towards finance/office related industries. These have since been concentrated in the Norwest Business Park area which caters specifically for these uses (Business Park).

The report comprehensively reviewed the Hawkesbury population needs and projections, and audited existing employment lands stock. An opportunities and constraints analysis of future areas to be explored was also included.

In relation to the Mulgrave/Vineyard employment area, the following points are considered to be relevant:

- Further research should be conducted as to the economy of the LGA in terms of industry/job types/needs.
- In Mulgrave at the time, manufacturing accounted for 25% of the industry sector share within the travel zone, construction -15%, retail trade 17% and accommodation and food services – 9%. This might suggest some expansion in business/enterprise type uses could be considered. This is considered to be relevant given the mixture of zones which comprise the Mulgrave area (per the above zoning extract).
- The report suggested an increased demand for *'a range of activities including local light industry and urban support and urban services may need to be accommodated in employment land areas'* – to cater for the population growth (p 106).
- The report indicates that Mulgrave is very well placed in terms of road access to support employment generating use/industry *'Mulgrave is the only employment precinct with superior access to a major road (Windsor Road)'* (p 5 and p 96).

The following table sets out the 'constraints' and opportunities which are relevant to the expansion of each employment area.

Flooding and bushfire issues were considered to be the key considerations for the subject area. As noted in the flood discussion within this report, the subject site is not constrained.

The role of the Hawkesbury in the agricultural and forestry sectors was recognised (p 44). However, this land has not historically been used for agricultural purposes.

Precinct	Within Centre	Direct access to major road	Direct or proximate access to freeway/motorway	1:100 Flood	PMF	Proximity to Rail (within 800m)	Bushfire prone land	ANEF <30	ANEF <40	Heritage Items	Proximity to NWGC (within 800m)
North of River											
North Richmond Industrial											
North Richmond centre											
Wilberforce (Industrial)											
Wilberforce (Stand alone NC)											
South of River											
Windsor Centre											
Windsor Station											
South Windsor (Centre)											
South Windsor (Industrial)											
Richmond (Centre)											
Richmond (Industrial)											
Mulgrave											
Bligh Park (Stand alone NC)											
Mc Grath's Hill (Stand Alone NC)											
Pitt Town (Stand Alone NC)											
RAAF											
UWS											
Yes / not affected Partly No / Substantially affected Minimally affected											

Figure 28: Constraints SGS Report 2008, p 93

Section 7.1 of the report indicated a Land Supply and Demand Analysis based on the types and numbers of jobs predicted to exist in 2031 and the floor space which would be required. It was indicated that to accommodate the range of uses and additional opportunities, that 204,500 of additional floor space would be required, with the industry sectors being industrial, business or 'special use land zones' (p 98). The site is in an attractive area which is well-taken up and close to transport services. Given that the landowners have been approached in relation to the proposed extension of the industrial use, this is considered viable and the land is considered suitable and attractive for development and to supply some of the additional floor space needed to support the population. The 'rural industries' sector was considered to be worthy of further investigation (p 106).

Section 8.2 of the report 'Recommended Strategies' indicated that Council should investigate 'additional industrial land supply' south of Park Road in Mulgrave, on the western side of the railway line (within 5-10 years). Further, to identify appropriate gateway treatment along Windsor Road in Mulgrave (eg. large format retailing/showrooms/within 3-5 years) (p 112 of the report).

Figure 82. Areas of investigation – Mulgrave



Source: Google Earth, 2008

Figure 29: Mulgrave Investigation Area showing the site, marked with an arrow (SGS Report 2008, p119)

Preferred activities could be:

The key to the preferred activities includes the following:

Local Light Industry/ Manufacturing Light	Manufacturing which is not hazardous or offensive and smaller scale production. Local Light industry such as car service and repair; joinery, construction and building supplies; domestic storage. Wide range of businesses that service other businesses (components, maintenance and support) and subregional populations. Needed at local (LGA) to sub-regional level.
Retail / Small Business	The range of retailing formats including main street, 'big box' shopping and bulky goods, and local business and services including office activities and accommodation.
Higher order office and business	Larger format office in high amenity setting, could include business park with integrated warehouse, R&D, 'back-room' management and administration
Urban Services	Concrete batching, waste recycling and transfer, construction and local and state government depots, sewerage, water supply, electricity construction yards. These typically have noise dust and traffic implications and need to be isolated or buffered from other land uses. They are needed in each sub-region.
Manufacturing General	Higher impact manufacturing and industry, which could include transport, warehousing and distribution activities with significant traffic generation

Figure 30: Preferred Activities (SGS Report 2008, p129)

This report also recommended that the subject site be considered for expansion of the industrial zoning. See the map below, taken from page 9.

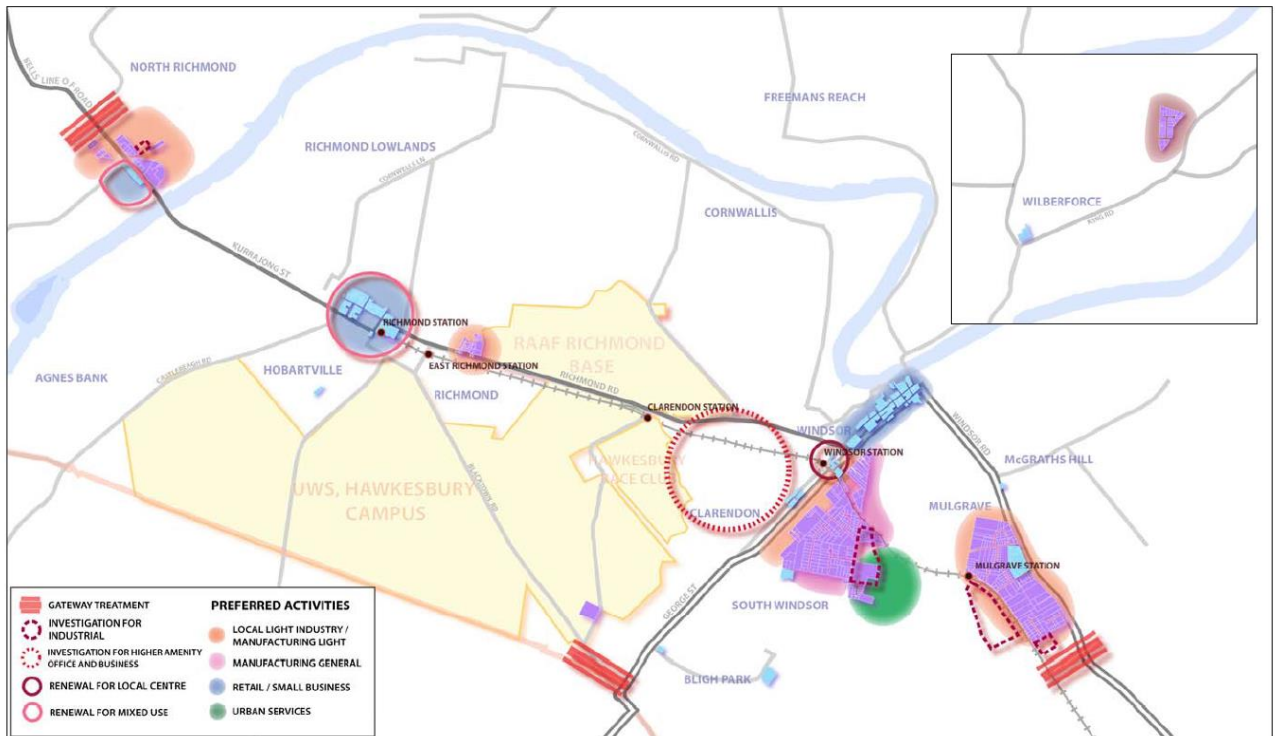


Figure 31: 'Strategy Map' (SGS Report 2008, p 9 and p 128)



Figure 32: Expanded version (SGS Report 2008, p 9 and p 128)

A 'gateway' area was also suggested near the subject site, 'along Windsor Road Mulgrave with boulevard treatment with higher amenity showrooms and larger format retailing'. Refer to the area marked with red stripes in the above extract (gateway area). Investigating this possibility was recommended within the medium-short term.

The report also recommended the renewal of existing centres to allow a 'wider scope of business floor space activity and mixed use development whilst ensuring high quality urban

design and structure planning p 113. The report recommended that expansion be considered given the unfolding North West Growth Centre housing targets.

Table 13. LGA South Travel Zones and industry sector share

TZ Code	Precinct Name and correlation factor	Key sectors in the travel zone
2039	Richmond (Industrial and RAAF)	<ul style="list-style-type: none"> Manufacturing (13%) Public Administration and Safety (54%)
2037	Richmond (Centre)	<ul style="list-style-type: none"> Retail Trade (34%) Accommodation and Food Services (15%) Health Care and Social Assistance (16%)
2053	South Windsor (Industrial)	<ul style="list-style-type: none"> Manufacturing (29%) Retail Trade (10%) Public Administration and Safety (9%)
2040	Windsor (centre and tip of Industrial)	<ul style="list-style-type: none"> Retail Trade (16%) Public Administration and Safety (13%) Health Care and Social Assistance (36%)
2052	South Windsor (centre)	<ul style="list-style-type: none"> Manufacturing (29%) Retail Trade (10%) Public Administration and Safety (9%)
2054	Mulgrave	<ul style="list-style-type: none"> Manufacturing (25%) Construction (15%) Retail Trade (17%) Accommodation and Food Services (9%)
2032	North Richmond	<ul style="list-style-type: none"> Manufacturing (19%) Retail Trade (24%) Accommodation and Food Services (10%) Education and Training (10%)
2055	McGraths Hill	<ul style="list-style-type: none"> Manufacturing (26%) Construction (15%) Retail Trade (17%) Accommodation and Food Services (9%)
2041	UWS	<ul style="list-style-type: none"> Education and Training (57%) Health Care and Social Assistance (13%)
2027	Wilberforce	<ul style="list-style-type: none"> Agriculture, Forestry and Fishing (10%) Manufacturing (22%) Electricity, Gas, Water and Waste Services (2%) Construction (18%) Wholesale Trade (9%) Retail Trade (8%)

Source: SGS 2008

Figure 33: South Industry Sectors (SGS Report 2008, p48)

Section 7 detailed employment land floor space demand and indicates that land is required for a range of industrial, business, special uses and communication services jobs.

Section 8 of the report put forward that medium to long term land demand should be considered in the next LEP review (HLEP 2012) in relation to providing job opportunities/varied industry and business opportunities (in step with population increase). A more co-ordinated approach to infrastructure provision and servicing was suggested to encourage development.

The LEP exercise incorporated a translation in zonings and this Planning Proposal seeks the amendment of the HLEP to reflect the above recommendations of the SGS report, to enable the recommended inclusion of these sites within the IN1 zoning.

Page 119 of the report indicates *'additional land could 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 McGraths Hill and to the North West Growth Centre (expected to accommodate up to 67,000 new dwellings), and can also service the growing Pitt Town area. Further analysis of owner interest and the cost of servicing should inform the development and staging. There is currently no urgency to rezone all the proposed areas though sites at Mulgrave represent the short term candidates for consideration.'*

Therefore, this Planning Proposal is consistent with the recommendations of the SGS report.

The land is attractive and viable for industrial development and can be serviced. The land adjoins an IN1 zone and is considered to be a logical extension when reviewing the

mapping, context, projected needs and the presentation of the site. The land is not environmentally constrained and is not sloping.

The change is not considered to result in a significant reduction in rural zones as this area has not been historically used for agricultural purposes and, given its location is better suited as an extension of the employment land.

The intended theme of the IN1 zone is to provide for warehousing, transport, freight and logistics and a variety of light industrial land uses (in line with the strong existing and growing economic sectors in this area).

Sustainability Planning for the Hawkesbury

The proposal allows for the protection of diversity and productivity of nature, involving an already altered portion of the site. Future development could provide efficient land use and the protection of other more sensitive areas.

The proposal is consistent with the directions of encouraging sustainability in business and decision making, and encouraging partnerships between Council and the community in achieving sustainable development.



Figure 34: Map showing vacant land in 2003 (SGS Report) & Current Six Maps (2017) showing developed land

Urban Lands Development Program – Report 9 (North West) 2011

Report 9 provides an audit and discussion of employment lands attributes for the North West area which contains Hawkesbury. The following aspects are of relevance:

- Less than 1/3 (500 hectares) undeveloped land in the North West is currently serviced. This provides an impediment to 'take up' and development.
- The North West region represents 44% of Sydney's undeveloped employment land stocks.
- There has been substantial investment in industrial building in the area in recent years.
- 30% of the local workforce is in industrial jobs representing a 'major contributor to jobs growth'.

- Growth in the Hawkesbury area has been slower than other areas in the North West (Hills, Blacktown, Penrith).
- There is a low job density, 31 jobs per hectare in the North West compared to the Sydney average of 43 jobs per hectare which provides room for improvement. This is considered to be partially attributed to the availability of space for industry.

The proposed rezoning has the potential to provide the opportunity for an existing land owner and local business to invest in servicing and developing the site for employment/general industrial purposes. This would improve the local job density and boost employment in line with the increasing population.

Urban Lands Development Program – Report 2015

The updated report provided a comprehensive assessment of existing and future industrial land supply as of January 2015.

In summary, total undeveloped employment land stock was 22% at this time (p 7).

In 2014 79.2 hectares of IN1 land was added and 39.6 hectares of land was added as B5, B6, B7 zones.

There is a need to make more zoned and serviced land in line with demand (p 8). This proposal is considered to be in line with this recommendation in providing for the rezoning of strategically considered land and including land which can be readily serviced (directly opposite other serviced land).

79% of total employment land is situated in the west, which indicates the popularity of this area. The subject area can offer large lots of land for industrial use in strategic areas (p 17), along logistics corridors etc.

There were some losses of industrial land in Leichhardt due to the Parramatta Road Corridor rezonings to R3 (Medium Density Residential) and B4 (Business) zones.

Also, in 2014 39.6 hectares of industrial land was rezoned to B5, B6 and B7 zones (such as business parks).

The table on page 20 of the report indicates that in in Windsor/South Windsor, none of the existing industrially zoned land has been converted to other business related uses (indicating a strong popularity for IN uses).

The 'proposed industrial lands' covered by other rezoning proposals did not include the Hawkesbury and instead involved Camden, Liverpool, Campbelltown and Penrith (p 22).

Although the Hawkesbury has strategically reviewed employment land and intends to increase these, this strategic imperative has not been strongly reflected in recent Planning Proposal applications. Consequently, this Planning Proposal is considered to carry through the strategic vision of expanding employment for Mulgrave.

The report indicates that the 'West' area has strengthened, with demand focussed on the 'warehouse subsector with a trend towards larger distribution centres and warehouses, particularly by transport and logistics companies' (p 25). Logistics companies are taking advantage of strategic/accessible locations.

Looking ahead, there will be continued demand over the next 10 years and that '*maintaining an adequate stock of employment lands is essential in providing for economic growth*' (p 31).

10,002 hectares is considered to be 'strategically identified land' (including the subject site).

The *Plan for Growing Sydney* identified the need to generate 689,000 additional jobs over 20 years to support the projected population of 1.6 million in Sydney (now updated to 817,000 jobs). Many homes are to be within the North West and South West growth centres. In 2011 there were around 430,000 jobs in employment lands across Sydney, indicated in the Journey to Work Statistics (p 33).

As noted in the summary of this document, the Western Sydney area is set to grow faster than other areas in Sydney, meaning additional pressure for local job/business creation to cater for and service the incoming population. The table below indicates that the job density per developed hectare for the West (which includes the Hawkesbury), has the potential to be improved to cater for a more dense incoming population for the developing North West growth area. It is noted that the industrial lots of land are larger and more spacious in this western area than some of the more spatially constrained central areas.

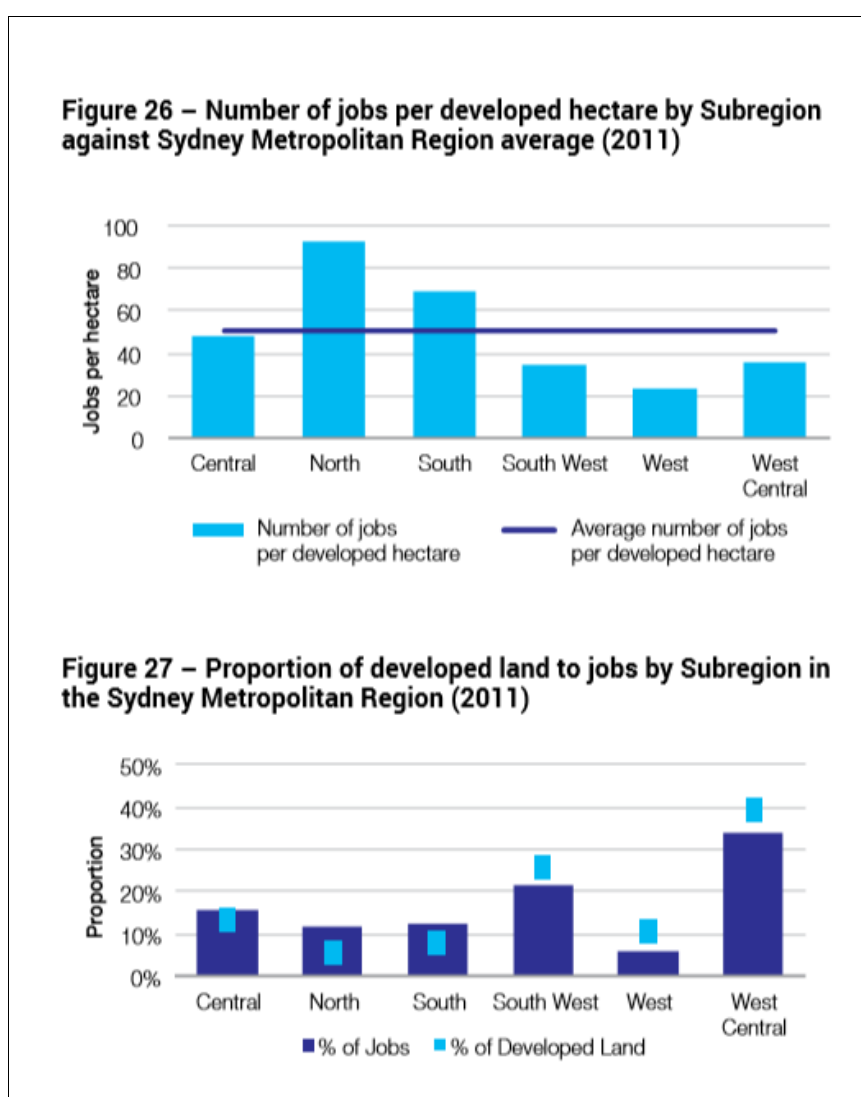


Figure 35: Job Densities per developed hectare, page 35 of the Employment Lands Development Program Report, 2015

3. Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies) and is there a net community benefit?

The West Subregional Strategy applies to The Hawkesbury and its purpose is to deliver the objectives of the metro strategy. This has been discussed in detail in this proposal.

The proposal is considered consistent with the following objectives of the strategy:

- 1) Retaining employment land through land use zoning and management
- 2) Boosting development opportunities to encourage the development and 'take up' of surplus industrial land (refer to ULDP discussion)
- 3) Assisting with metropolitan employment targets
- 4) Increasing the ratio of residents in local and closely accessible employment, providing improved work/life balance and area liveability
- 5) Improving environmental sustainability and efficiently using resources and infrastructure

4. *Is the planning proposal consistent with the local council's Community Strategic Plan, or other local strategic plan?*

Hawkesbury Community Strategic Plan

This section summarises the area specific values of Council and the community as provided in *Hawkesbury Community Strategic Plan 2017-2032*.

These documents mirror the state plans, planning for the impending rail line, ensuring environmental protection and local qualities, providing for a diversity of accessible housing types and creating vibrant communities, places to be active, safe services, support for local jobs and businesses, and employment close to home.

The objective is to match population growth with the provision of infrastructure, opportunities in a transparent way which is sympathetic to the rural, environmental, heritage values and character of the Hawkesbury.

In 'Our Future', the plan aims to support and build on existing business opportunities and to achieve the outcomes for the Western area under the metropolitan planning strategy (p 30), to support local jobs and reduce travel times.

For 'Industry' to:

5.8	Industry	
	Increase the range of local industry opportunities and provide effective support to continued growth	Council's role
5.8.1	Plan for a range of industries that build on the strengths of the Hawkesbury to stimulate investment and employment in the region.	Critical Partner
5.8.2	Increase the focus on jobs and innovation to build on our strengths and achieve a diverse industry base.	Critical Partner
5.8.3	Actively support the retention of the Richmond Royal Australian Airforce Base and enhanced aviation related industry, building on existing facilities.	Advocate
5.8.4	Work towards ensuring that all people in our community have access to safe, nutritious, affordable and sustainably produced food.	Supporter
5.8.5	Plan for the continuance and growth of agricultural industry uses within the Hawkesbury.	Supporter

Figure 36: Industry Objectives (p 12 of the Hawkesbury Community Strategic Plan)

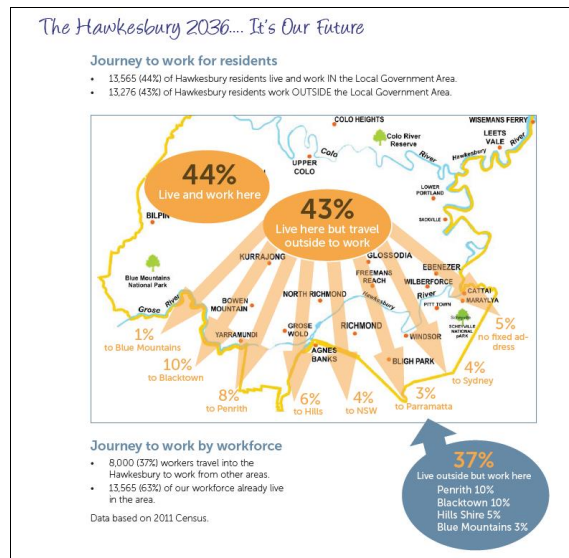


Figure 37:

Graphic showing the percentages of residents who work and live in the area the proportion of people from other areas who come and work in the Hawkesbury from surrounding areas, due to the employment offered based on the 2011 census (Hawkesbury Community Strategic Plan p 10)

As discussed, the proposed zone change is considered to be consistent with Council's strategic studies. The proposed IN1 zoning is consistent with the surrounding pattern of uses and is an appropriate use of land and is an employment generating change. The SGS *Employment Lands Strategy* Report earmarked the subject site for the purposes of investigation for industrial zoning.

Consistency of the proposal with community values is addressed in Part 3. The proposal is considered to involve the use of land appropriately and efficiently, to allow protection of environmental values and to compliment business and employment for the local economy and community.

5. *Is the planning proposal consistent with applicable State Environmental Planning Policies (SEPPs)?*

There are no known existing or draft SREPs or SEPPs which would prohibit or restrict the planning proposal.

The proposal is assessed as consistent with the following key instruments:

Sydney Regional Environmental Policy No. 20 (Hawkesbury Nepean River)

The proposed zoning change is considered to be consistent with the objectives and planning provisions of SREP 20.

The site does not directly adjoin a watercourse and the proposal is considered consistent with the environmental and planning strategies embodied in the SREP. The proposal would not encourage any hazardous, offensive or extractive industries, or intensive horticultural establishments within the South Creek catchment area. Future development could be designed to protect the catchment, subject to design and consent conditions.

State Environmental Planning Policy (Growth Centres) 2006

The site is located within the Growth Centres area - within proximity of Vineyard which is part of the North West Growth Centre. This centre is set to see 2500 dwellings, 7000 population and 2-3 neighbourhood centres/employment areas. The proposal will not

detrimentally affect this growth area and will rather provide potential localised employment in accordance with the objectives of SEPP Growth Centres.

State Environmental Planning Policy No. 55 (Remediation of Land)

Clause 6 of the SEPP requires consideration of land remediation in Planning Proposals and provides that land must be remediated to an appropriate level to cater for a proposed use.

As noted, the site has been historically used for residential purposes, has not been used for agricultural purposes for many years and is not likely to contain contaminants.

Further investigations and potential remediation may be required for future industrial development of the site. However, the likelihood and type of potential contamination does not preclude the site for industrial use.

State Environmental Planning Policy (Infrastructure) 2007

The SEPP would be considered in relation to the electricity lines. It is considered that a future proposal could be designed to accord with the provisions of the SEPP.

SEPPs which may require consideration in the assessment of any future development application include: *SREP 9 (Extractive Industry)*, SEPP (Rural Lands) 2008, SEPP 44 (Koala Habitat Protection), SEPP 55 (Remediation of Land), and SEPP 64 (Advertising and Signage).

The proposal does not seek to promote extractive industry and there are few trees on the site as food sources. The area is largely cleared of significant vegetation and is characterised by industrial and rural uses. The site could be developed to respect water management in line with SREP 20 and would not impact on scenic quality or water quality for the Hawkesbury River.

The site is not located on a classified road and is within proximity of a rail corridor. Future development would require consideration under the Infrastructure SEPP. The development of the land would not cause disruption or adverse impacts to existing or proposed infrastructure.

The proposal does not seek to replace useable or currently productive rural land. The site is not considered to be contaminated due to the historically residential use of the land.

Signage and infrastructure matters could be considered in a future Development Application under the new zoning and it is considered that the zoning is consistent with these instruments.

6. Is the planning proposal consistent with applicable Ministerial Directions?

Section 9.1 Ministerial Directions (S117 Directions)

The Minister for Planning and Infrastructure, under Section 9.1 of the EP and A Act issues directions that local councils must follow when preparing planning proposals for new local environmental plans. The directions cover the following broad categories:

- (a) Employment and resources
- (b) Environment and heritage
- (c) Housing, infrastructure and urban development
- (d) Hazard and risk

- (e) Regional planning
- (f) Local plan making
- (g) Metropolitan planning

The following section provides an assessment of the planning proposal against the applicable Section 9.1 Directions.

The applicable Ministerial Directions are addressed as follows:

1. Employment and Resources

1.1 Business and Industrial Zones

The proposal is consistent with this direction in promoting employment growth in suitable locations, protecting lands in business/industrial locations and particularly, supporting the viability of existing identified strategic centres.

The proposal will improve the viability and role of the Mulgrave/Vineyard employment zone by using appropriate land to increase employment and business opportunities and promote a diversity of employment activities where servicing is available. The area is well serviced by roads and transport which is a good catalyst/attractor for increase employment land.

The proposal is consistent with the direction, the applicable Council strategies and the regional/metro strategy.

1.2 Rural Zones

This direction applies to the Hawkesbury and seeks to protect the agricultural production value of rural land. The Direction intends to prevent the rezoning of agricultural land to residential, business, industrial, village or tourist zones.

The land is not currently used for primary purposes or agricultural production. These properties are cleared and used for residential purposes.

The properties are zoned for the purposes of 'small lot rural' and therefore are considered to be limited in terms of contributing to large scale, food producing agriculture.

The site is adjoined by industrial land with large buildings and a busy road (Windsor Road). There are a number of surrounding non-rural uses with the eastern adjoining park, nearby Windsor Road and the railway line. The land is cleared and used for housing at present. Park Road provides good access for industrial use/heavy vehicles.

Due to the above location and proximity to a successful light industrial area, No.'s 27 and 41 Park Road have been strategically reviewed and recommended for inclusion/rezoning to industrial land. The expansion of the industrial/employment generating use is consistent with the SGS *Employment Lands Strategy* as discussed within this report.

Based on this situation, it is reasonable to promote this land as preferable for employment purposes over agricultural use. Despite the inconsistency with this Direction, the proposal is considered to be in keeping with the applicable strategic planning framework for the region. The rezoning is warranted in terms of releasing additional supportive employment land to support a growing North West sector.

Rezoning to this purpose in this suitable location is likely to reduce the pressure on other, less appropriate areas.

While the site is located within a rural zone, the site is not currently used for agricultural purposes and has not been for many years. The surrounding industrial uses are not considered to be conducive to agricultural use.

The Ministerial Directions are used as a guide for Councils and communities in relation to the aspects to be considered when proposing and assessing any change in land zoning. These directions are not to be read in isolation but collectively balanced against a wider strategic context relevant to the area.

In this case, there is a clear strategic intent and direction to increase employment lands in appropriate/accessible locations and near road and transport corridors. This Planning Proposal seeks to rezone land which has been earmarked for industrial expansion. The rezoning relates to properties which are not currently used for agriculture and are directly opposite existing IN1 lands, along a road which is characterised by industrial uses.

The Planning Direction regarding Rural Lands should be considered in this context as well as the nature and context of the rural zoning itself. In this instance the Planning Proposal is not considered to erode the preservation or intent of rural lands, as the proposal relates to two allotments only and will have a minimal impact on the retention of rural land overall within the part of the Hawkesbury and less still as a state wide objective.

These rural lands are not considered as highly significant as agricultural such as the Liverpool Plains. The two allotments are also positioned at the northern end of an existing RU4 zone so as not to disrupt the continuity of that zone which extends to the south. This means that agricultural uses can be continued unaffected by the proposed rezoning.

Therefore, the proposal is considered to provide a balance between rural and industrial and will provide additional employment within the LGA, within close proximity to existing residential areas and services.

Overall, the proposal is considered to be keeping with industrial and rural planning objectives and maintains consistency with the intent of the planning directions for rural land.

1.3 Mining Petroleum Production and Extractive Industries

Not applicable.

1.4 Oyster Aquaculture

Not applicable.

1.5 Rural Lands

This Direction applies to planning proposals to which State Environmental Planning Policy (Rural Lands) 2008 applies and excludes the Hawkesbury. Refer to the discussion of Direction 1.2 (Rural Zones) above.

2. Environment and Heritage

2.1 Environment Protection Zones

The proposal does not affect an area classified for environmental protection.

2.2 Coastal Protection

The site is well separated from coastal areas. The inclusion of the additional land use will not significantly impact on coastal values.

2.3 Heritage and Conservation

The planning proposal does not adversely impact on heritage and is consistent with this direction. The land is not classified as heritage affected under the Council LEP or the State Heritage Register.

2.4 Recreation Vehicle Areas

Not applicable.

3. Housing Infrastructure and Urban Development

3.1 Residential Zones

The proposed amendment does not affect or reduce residential zones.

3.2 Caravan Parks and Manufactured Home Estates

Not applicable.

3.3 Home Occupations

Not affected by the proposed zoning amendment.

3.4 Integrating Land Use and Transport

The objective of this direction is to ensure that urban structures, building forms, land use locations, development designs, subdivision and street layouts improve: access to housing jobs and services by walking, cycling and public transport, increase the choice of available transport to reduce reliance on cars, reduce travel demand, support efficient and viable operation of public transport and provide for the efficient movement of freight.

The proposed change provides appropriate land use within an industrial area and makes use of existing road and rail infrastructure in connecting people and businesses. This will create positive factors for local business, connectivity between businesses/an economic corridor and increased employment opportunities. This will lead to a range of new employment options for the incoming local population (Vineyard), reduced car use and transport and freight benefits. Therefore, the proposal is consistent with this direction.

3.5 Development Near Licensed Aerodromes and 3.6 Shooting Ranges

Not affected by the proposed zoning amendment.

4. Hazard and Risk

4.1 Acid Sulfate Soils

The site is not mapped as being affected by acid sulphate soils (Class 5 rating). This classification is not considered to cause concern/constraint for the proposed zoning change.

HLEP 2012 contains provisions consistent with the Department of Planning Guidelines, to ensure that the carrying out of works that might disturb mapped acid sulfate soils occur in an appropriate manner, and that any intensification of land uses do not cause any significant adverse environmental impacts.

The proposed zoning change is relatively minor, is consistent with the prevailing zoning pattern and a specific acid sulfate soils study is not considered necessary.

4.2 Mine Subsidence and Unstable Land

The site is not known to be affected. Geotechnical aspects could be considered as part of the development application/assessment process.

4.3 Flood Prone Land

Hawkesbury Floodplain Risk Management Plan



Figure 38: Map of the 1% Flood Extent (Hawkesbury Floodplain Risk Management Study and Plan (Volume1))

The subject site is highlighted with a red box, and the surrounding lots are also denoted with red lines, in relation to flood areas and 'context'.

The area is subject to backwater flooding from the Hawkesbury Nepean River (HNR), and the HNR 1% flood level used for Eastern Creek and Killarney Chain of Ponds is 17.3 mAHD. The site is in the Killarney Chain of Ponds Catchment. The PMF flood level for the area is 26.4 mAHD.

Based on the DEM used, the minimum elevation of the site is about 18.15 mAHD. Therefore, there should not be an overland flow problem as this site is on a ridge.

The site is not mapped as being located within the 1-100 Flood level therefore any future development is not considered to be required to comply with Council's Development of Flood Liabile Land Policy. This policy permits the erection of non-habitable structures within the 1:100 average recurrent interval ('ARI') providing that any structure is not less than 3 metres below the 1:100 ARI which is currently 17.3m.

The following map is provided from the SGS *Employment Lands Strategy* and shows the zoning of the area (industrial area and the site) overlaid with the 'flood prone' land as shown in the map above. This shows that the subject site, indicated with a star, is outside the flood area.

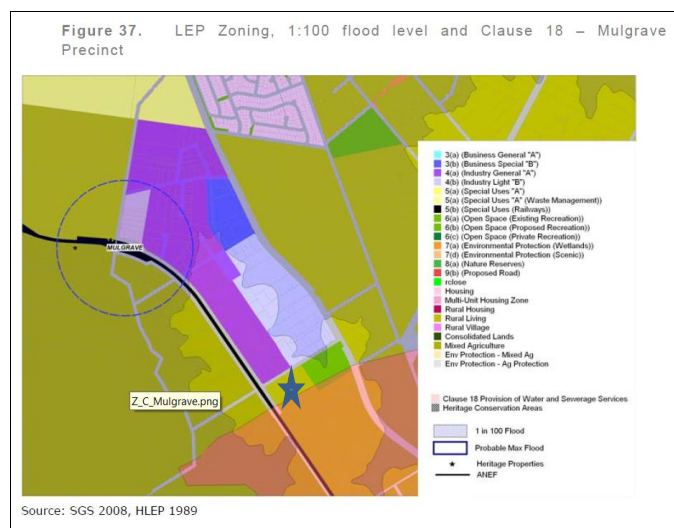


Figure 39: Flood Level and Zoning for Mulgrave (SGS Report)

LEP Clause 6.3 relates to flood prone land. The objectives include:

- (a) to minimise the flood risk to life and property associated with the use of land,
- (b) to allow development on land that is compatible with the land's flood hazard, taking into account projected changes as a result of climate change,
- (c) to avoid significant adverse impacts on flood behaviour and the environment.

Development should be compatible with the flood hazard of the land and not adversely affect flood behaviours or risk to life and property from flooding.

The proposed industrial zoning of the site could allow for the erection of industrial buildings, without providing risk to safety in terms of flooding/water management. Future development could be appropriately design and conditioned in this regard. Flood risk is not considered to pose a constraint to the proposed rezoning.

The proposed industrial zoning of the site would likely result in the erection of industrial buildings and therefore further benefit the area by providing suitable development without providing risk to safety. The proposal is therefore consistent with this Direction.

4.4 Planning for Bushfire Protection

The site is mapped as bushfire prone and a bushfire report has been prepared by Building Code and Bushfire Hazard Solutions for the proposed zoning amendment.

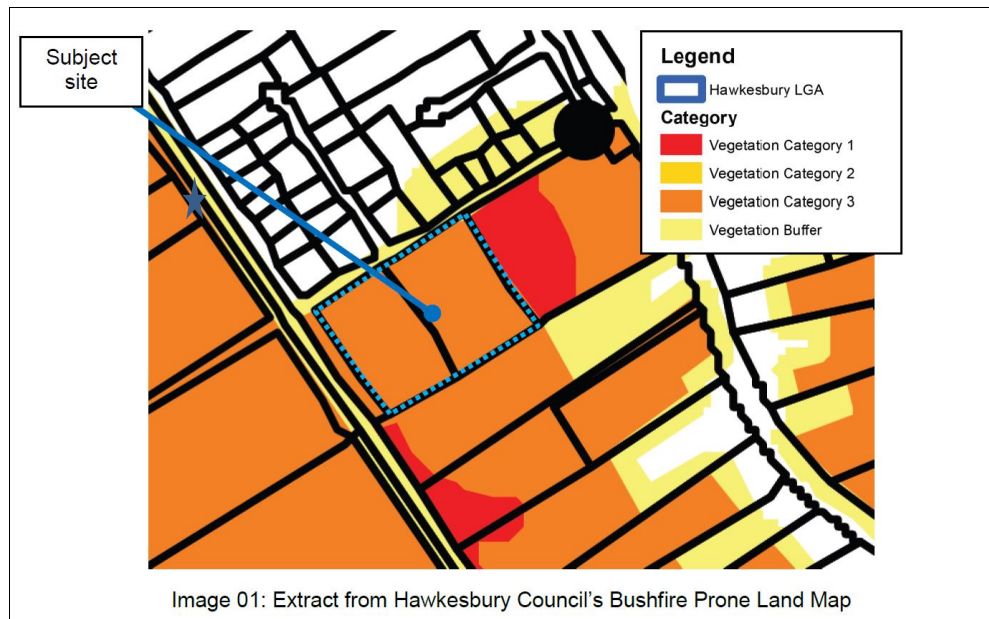


Figure 40: Hawkesbury Bushfire Prone Map/Extract from BCBHS Bushfire Assessment

The site is bushfire prone as shown in the map above. The proposed zoning has been reviewed by Building Code and Bushfire Hazard Solutions who have indicated that the range of uses available within the proposed IN1 zoning would be suitable in relation to bushfire safety.

This report concludes that:

'Given that the property is deemed bushfire prone under Hawkesbury Council's Bush Fire Prone Land Map any planning proposal should consider Planning for Bush Fire Protection 2006. The determination of any bushfire / grassfire hazard must be made on a site-specific basis that includes an assessment of the local bushland area and its possible impact to the subject property.'

The subject site consists of two (2) existing allotments being Lot 215 & Lot 340 in DP 752061 that are currently zoned RU4 'Primary Production Small Lots' within an area of industrial and rural / production allotments. The vegetation posing a potential threat to the subject site is located to the northeast within Vineyard Park, southeast within neighbouring private allotments and southwest within the unformed (unfenced) road corridor. The vegetation posing a hazard was determined to be Forested Wetlands to the northeast, Grassland to the southeast and Remnant to the southwest.

We are satisfied that future permissible development within the new IN1 'General Industrial' or B5 'Business Development' zone can achieve the Asset Protection Zones, Water Supply, Access and other relevant specifications and requirements detailed in Planning for Bush Fire Protection 2006. We are therefore in support of the subject planning proposal.'

The report is attached for Council's consideration and the proposal and will be referred to the NSW Rural Fire Service for assessment.

The proposed zoning change is supportable in relation to fire fighting and bushfire protection and is consistent with this Direction. The proposal allows for the protection of life, property and the environment from bushfire hazards and encouraging sound management of bushfire prone areas.

5. Regional Planning

5.1 Implementation of Regional Strategies

The proposal is not within a regional area.

5.2 Sydney Drinking Catchments

The site is not within the Sydney Drinking Water Catchment.

5.3 Farmland of State and Regional Significance/NSW Far North Coast

Not applicable.

5.4 Commercial/Retail Development – Pacific Highway, North Coast

Not applicable.

5.5, 5.6, and 5.7

Revoked.

5.8 Second Sydney Airport: Badgerys Creek

Not affected by this Planning Proposal.

5.9 North West Rail Link Corridor Strategy

The objectives of the Direction are to promote transit-oriented development ('TOD') and manage growth around the 8 train stations around the North West Rail Corridor and to ensure development is consistent with the established precinct structure plans.

The site is within the vicinity of the new rail line, however is not located around a station area. The rail link is a trigger for additional housing and development and this proposal is considered to bring about a supportive employment use in an accessible area, near incoming housing and in line with TOD.

5.10 Implementation of Regional Plans

To give legal effect to the vision, land use strategy, goals, direction and actions contained in the Regional plans. As discussed within this report, the proposal is consistent with the goals and direction of the regional plan and is consistent with this Direction. The proposal will build on the freight and transport corridor and will strengthen and protect strategically important employment land.

6. Local Plan Making

6.1 Approval and Referral Requirements

The proposal is consistent with this Direction, enabling efficient assessment of development.

6.2 Reserving Land for Public Purposes

Not applicable as the site is not reserved. The proposal will not impact adversely on the adjoining RE1 land and protection of this use and area could occur despite the rezoning.

6.3 Site Specific Zoning

This proposal is consistent with this direction, the objective of which is to make the range of permissible uses as flexible as possible and avoid site specific restrictive controls.

The rezoning has been strategically considered as being appropriate with consideration of the greater area and therefore is consistent with Council's objectives for industrial and rural zones, as outlined within this report.

7. Metropolitan Planning

7.1 Implementation of the Metropolitan Plan 'A Plan for Growing Sydney, December 2014' ('the Plan')

The Directions refer to the 2014 plan, which has recently been updated and has been discussed within this report.

The *Plan for Growing Sydney/Our Future Greater Sydney Plan* seek to enable the growth of the Sydney metropolitan area as a polycentric, compact, connected and networked city with improved accessibility, capable of supporting more jobs, homes and lifestyle opportunities within the existing urban footprint.

This is achieved via the consolidation of urban areas, ensuring jobs close to home, putting in place measures to minimise car use and long commutes, plus the protection of important environmental values, ecologically sustainable development and improved use of resources and infrastructure.

Direction 1.4 of the previous Plan for Growing Sydney (p 36) referred to long term planning for employment in Western Sydney and the expansion of the economic role of Western Sydney and the fact that within 25 years, Western Sydney will be home to more than 50% of Sydneysiders and that *'Western Sydney will require new jobs close to centres and transport, improved access to knowledge jobs in strategic centres, and upgraded transport links to Western Sydney centres and between Western Sydney and Sydney CBD. Improving the scale and mix of job opportunities will help more people work closer to home and reduce commuting times, making Sydney more productive'*.

Both plans are consistent in raising the issue of Western Sydney residents having to commute outside of the area for work.

The site is located adjacent to the North West Growth Corridor where employment and housing are to be boosted.

Page 17 of the *Plan for Growing Sydney (Western Sydney - Key to Sydney's Success)* indicated that increased industrial land would be required to meet demand and to support the growth of Western Sydney, particularly given the planned increase in housing.

The proposal is considered to be consistent with *Goal 1* of the *Plan for Growing Sydney (Developing a Competitive Economy)* by supporting growth of industries and supporting industrial precincts with planning controls. As previously noted, the subject area has been earmarked for industrial expansion under the *Hawkesbury Employment Lands Strategy*.

The proposal is consistent with the metropolitan objective of transforming and boosting the productivity of Sydney, allowing land to be serviced and used for industrial purposes and creating more jobs close to homes within the Hawkesbury.

The increase in serviced, useable industrial land, close to similarly zoned uses will provide employment and economic benefits in growing Sydney's competitive economy. This land is not currently used for agriculture and is located directly opposite an existing zoned industrial area.

The rezoning is considered to promote the sustainable and resilient development of Sydney by developing, servicing and utilising existing land which is earmarked for industrial use.

Using land resources efficiently will minimise damage to other environmentally sensitive areas, consistent with metropolitan aims to protect and manage natural environments.

The Planning Proposal achieves the overall intent of the Greater Sydney Plan (as updated) and does not undermine the achievement of its vision, land use strategy, policies, outcomes and actions, consistent with this direction.

7.2 Implementation of Greater Macarthur Land Release Investigation

Not applicable.

7.3 Parramatta Road Corridor Urban Transformation Strategy

Not applicable

7.4 Implementation of North West Priority Growth Area Land Use and Infrastructure Implementation Plan

The objective is to ensure development within the North West Priority Growth Area is consistent with the North West Priority Growth Area and Infrastructure Strategy.

This Direction applies to Blacktown City, the Hills Shire and Hawkesbury City.

As discussed and detailed within this report, the proposed zoning to employment based land is consistent with supporting the incoming population and providing lifestyle and business opportunities to benefit quality of life for residents and will allow employment containment and the inefficiencies which can result from commuting times and distances.

7.5 Implementation of Greater Parramatta Growth Area Interim Land Use and Infrastructure Implementation Plan

Not applicable.

7.6 Implementation of Wilton Growth Area Interim Land Use and Infrastructure Implementation Plan

Not applicable.

Section C- Environmental, Social and Economic Impact

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

The proposed zoning change is not likely to adversely affect critical habitat, threatened species, populations or ecological communities. These considerations and potential impacts can be dealt with in detail during development assessment. Refer to the supportive initial assessment by Firstfield Environmental in Attachment 2. Firstfield Environmental has provided a revegetation management plan. The revegetation area proposed is approximately equal in size to the area of vegetation to be removed. The revegetation area is located to take best advantage of existing vegetation and habitat adjacent to the property and to provide for connectivity.

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

The environment is zoned as suitable for industrial and rural land uses. The proposed change could allow for environmental protection and sustainability, efficiently utilising land and connecting work, home and transport.

The future scale and style of development to occur on the future IN1 site would be commensurate with the adjoining industrial uses and buildings and, subject to meeting design controls, would not be intrusive or detrimental.

The proposed change is not considered to have a significant bearing on environmental outcomes and will serve to use land more efficiently and effectively.

The site is subject to an electricity transmission line/easement adjacent to the rear of the site. Initial advice indicates that this electricity line is a 500KV line. The easement was in place prior to the construction of the line. It is considered that the location of this line would not restrict development towards the front of the property. The width of the property is around 140m from the edge of the transmission line.

A map has been provided by Transgrid indicating the easement width.

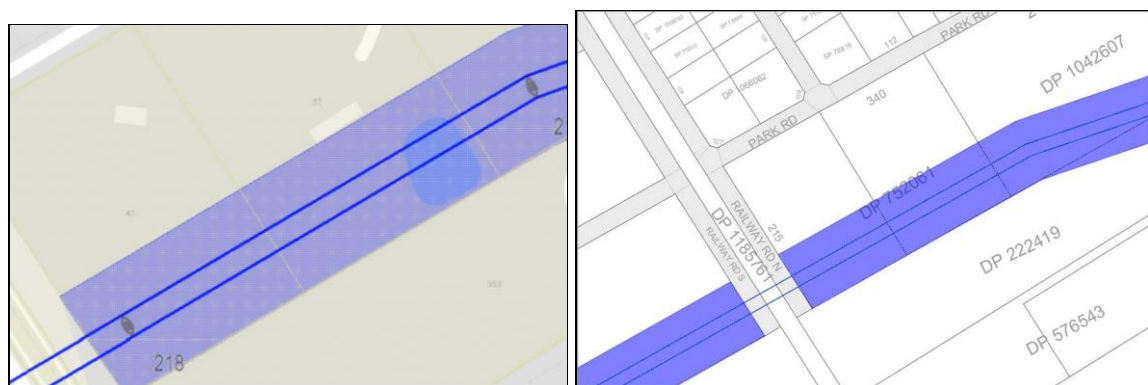


Figure 41: Transgrid Diagrams showing the electricity easement

35m from the centre line is noted on the Title and the easement size has been confirmed by Transgrid to be to be 70m. This indicates that a large proportion of the site, towards the front/street would remain available for industrial development/the proposed use (refer to the area on site (shown as beige on the first map and white on the second map)).

Individual assessment is needed to determine restrictions and access to these power lines. Any future development would be subject to the provisions of the *Electricity Supply Act 1995* to the Guidelines contained within ISSC20 '*Guideline for the Management of Activities within Electricity Easements and Close to Electricity Infrastructure*' (2009) and *Transgrid Easement Guidelines – Third Party Development* and *State Environmental Planning Policy (Infrastructure) 2007* and early design discussions with Transgrid during the development planning stage. Generally any metal structures or large water bodies would not be supported within proximity of the easement.

9. *How has the planning proposal adequately addressed any social and economic effects?*

As detailed within this report, the proposal is likely to create social and economic advantages such as improved take up of industrial land, increased employment choice, accessibility between local employment and housing and more business opportunities and advantages to the local economy.

Section D – State and Commonwealth interests

10. *Is there adequate public infrastructure for the planning proposal?*

Water/Services

The site is currently well serviced by public transport and a good local road network which could be utilised to support the proposed zoning adjustment.

The applicant is prepared to provide necessary services to the site.

The applicant is to provide the infrastructure according to Council requirements. Infrastructure relevant to an industrial land use and any additional facilities required could be dealt with through assessment of proposed future uses.

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

Consultation with State and Commonwealth public authorities will be conducted in accordance with the provisions of the *Environmental Planning and Assessment Act* and as required to demonstrate compliance with relevant Section 9.1 Directions.

It is likely that the Office of Environment and Heritage, NSW Rural Fire Service, State Emergency Service, Office of Water, Sydney Water, Hawkesbury Nepean Catchment Management Authority, Department of Trade and Investment – Mineral Resources Branch, Transport for NSW and Endeavour Energy, Transgrid and Telstra would be consulted in relation to environmental and infrastructure considerations.

Preliminary consultation has occurred with Council. The draft planning report and intentions for the site were discussed and updates to the report have been made based on the advice of Council staff.

Part 4 MAPPING

Mapping has been provided as part of this proposal to detail the proposed change (see *Attachment 1*).

The mapping can be formalised in accordance with the technical requirements for LEP Maps.

Part 5 Community Consultation

No formal public community consultation has been undertaken to date in regard to this Planning Proposal. It is expected that this Planning Proposal will be formally exhibited with appropriate public exhibition procedures specified by the Gateway Determination.

Part 6 Project Timeline

To be advised following the assessment of the Planning Proposal/Gateway Determination.

CONCLUSION

This Planning Proposal requests the rezoning of the subject land from RU4 (Primary Production – Small Lots) to IN1 (General Industrial).

The proposed rezoning will allow for the sustainable expansion of business/industrial uses in line with state and local strategies of encouraging employment close to home and resultant social benefits. This will benefit the existing area and the North West growth area.

The proposal is considered to be in keeping with Council's employment lands, zoning and environmental objectives and provides a balance between desired employment generating and agricultural uses.

In conclusion:

- The Proposal responds to Department of Planning guidelines and the advice of Council staff.
- Whilst being currently 'outside' of the existing industrial/business zones, the site has been earmarked for further investigation under the 2008 SGS *Hawkesbury Employment Lands Strategy* review.
- The change provides a logical extension of the area for industrial/business which is not likely to result in adverse environmental impacts or a significant reduction in rural zones.
- The site is easily accessible by road and rail which was identified as a beneficial factor and reason to expand employment uses in the 2008 SGS *Hawkesbury Employment Lands Strategy*.
- Given the interface with industrial uses opposite and the site presentation, the site is not considered particularly suitable for agricultural purposes.
- Servicing of the site can be provided by existing/future owners, boosting the viability and potential of the land in line with Council's planning objectives.
- The area is attractive to businesses and investors. The proposal will boost the take up of industrial land as the owners or future developers can finance necessary servicing. This is considered an economic benefit for the area.
- The site is large and level and is not considered to be unduly constrained by environmental issues (bushfire, flooding, biodiversity or the electricity easement). It is

considered that with careful planning and design that these issues could be effectively resolved. Supportive bushfire advice has been provided.

- Rezoning of the site presents the opportunity to provide for a range of permissible uses which will enhance employment potential within close proximity to developing residential communities.
- The proposal will create more opportunities for working close to home.
- The site has the potential to support a sustainable and well-designed development/future use with appropriate floor levels, infrastructure improvements, access and landscaping. Developable space exists on the site to create a sustainable, sympathetic, aesthetically appropriate development in the future.
- The proposal is consistent with the strategic planning aims and objectives of state and local planning frameworks.
- The proposal represents the efficient use of land in keeping with metropolitan development objectives. It allows the sustainable use of suitable land.
- For reasons provided in this report, is considered to be in the public interest.

Given the absence of adverse environmental impacts and the potential community and economic benefits of the proposed industrial zoning, we request that Council advance the Planning Proposal to the Department of Planning and Environment for consideration and approval under the Gateway Determination and Section 3.4 of the *Environmental Planning and Assessment Act 1979*.

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This Planning Proposal has been prepared by Natalie Richter in accordance with *A Guide to Preparing Planning Proposals* published by the NSW Department of Planning and Infrastructure, August 2016 with the guidance of Hawkesbury City Council.