

19 December 2022

The Secretary
Department of Planning and Environment
Locked Bag 5022
PARRAMATTA, NSW 2124

Attention: Mr Gary Hinder
Re: Submission to PP-2022-3978
Gilead Stage 2 Planning Proposal

I refer to the public exhibition of the Gilead 2 Planning Proposal (the Proposal) and thank you for the opportunity to provide the following comments. In doing so the initial Technical Assurance Panel (TAP) work is acknowledged as is Council's role in establishing the general framework for the compilation of the current Proposal.

Acknowledging the role of the Proposal in the planning system, the exhibition material is noted to further reinforce the urban capability of the precinct and the important foundation conservation initiatives. It is our opinion however, that the Proposal is not adequately nuanced.

The following key matters are accordingly raised in response to a detailed review by Council staff and are presented for the Department's serious consideration, as it contemplates advancing a relevant amendment to State Environmental Planning Policy (Precincts – Western Sydney Parkland City) 2021 (WPCSEPP).

In doing so it should be noted that a compendium of detailed matters has been compiled for consideration in the development of a comprehensive Development Control Plan, incorporating a more refined structure plan/masterplan; such a plan being a critical requirement before any urban development and/or preparatory works are undertaken.

It is important to further preface this submission by reinforcing that Council is not opposed to the urbanisation of the precinct, but this is subject to appropriate and timely infrastructure provision and conservation and embellishment of the prevailing natural systems framework and relevant maintenance mechanisms.

(1) Infrastructure Provision Generally

It is imperative that support infrastructure is delivered in a timely manner and is of a nature that satisfies the new community and Council's requirements and ongoing maintenance responsibilities.

(a) Water and Sewage (Sydney Water)

The Proposal to supply reticulated water from the Macarthur Water Filtration Plant is noted and is critical to the urban development of any land.

The proposed short to medium term servicing of the precinct with reticulated sewer via the existing Glenfield Wastewater Recycling Plant needs further review in the light of:

- Impacts on urban communities beyond the precinct in respect of provision and decommissioning.
- Integration impacts with the upgrade of Menangle Road (option 2)
- Reduced capacity for the Glenfield/Macarthur urban renewal corridor.

(b) Transport/Traffic

The continued lack of definition surrounding transport infrastructure provision in Greater Macarthur is of significant concern to Council. This is highlighted by the inconclusive nature of the review of the foundation Jacobs Study and the incremental (project focus) approach to planning for a network that is not clearly documented.

The proposed transit corridor is fundamental to all Appin and Gilead focussed precincts.

The commitment to the width of the proposed transit corridor in isolation is not considered acceptable. This corridor is critical to influencing the form of new urban modules and meaningful public transport, in a time of potentially exponential change to movement means.

The alignment of the proposed corridor depicted in the Gilead 2 Structure Plan (on the western perimeter) is questioned in terms of its public transport attraction and functionality, including the relationship to the proposed village centre and ultimate southbound “T” intersection. The principle of integrated land use and transport in this context needs major review.

The integration with urban development proposals to the north (and potentially the south) is in critical need of detailed consideration, inclusive of the creation of residue parcels and the accessibility, utility and amenity of the same.

It is of significant concern that the Proposal appears to not facilitate the optimum effectiveness of the transit corridor beyond the site.

The proposed Gilead 2 road alignments including the transit corridor, do not match the recent Greater Macarthur 2040 alignment as shown in the diagrams below:

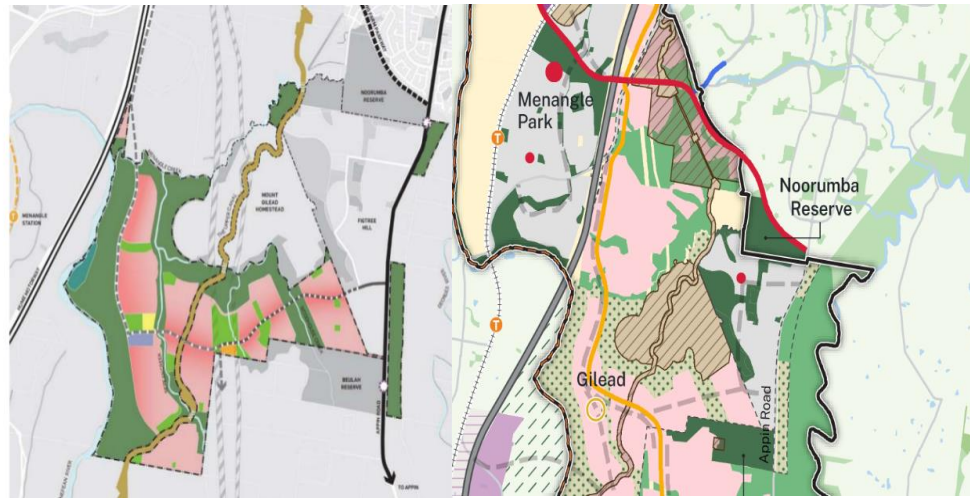


Figure 1.1 Gilead 2 Proposal (left) and Greater Macarthur 2040 (right) Extracts

The integration of the proposed “Rosalind Park” and Gilead communities by a “light touch” pedestrian/cycle facility “mid-block” is considered a critical addition to the transit corridor major access link across Menangle Creek.

The foreshadowed need for a Transport Management and Accessibility Plan (TMAP) by Transport for NSW (TfNSW) is considered a critical input to the structure plan/master plan DCP compilation.

(c) Stormwater Management/Flooding

The stormwater management strategy is considered to be in need of review, inclusive of its attendant flooding implications.

The rainfall data assumptions are initially questionable. The compound catchment impacts of urbanisation of the adjoining Rosalind Park to the north, need to be integrated with the Gilead 2 modelling.

Furthermore, the flood planning event underpinning the stormwater modelling and sizing of infrastructure does not accord with Council’s adopted standard.

In the absence of more accurate information, it is questionable that the 1% Annual Exceedance Probability (AEP) event and Probable Maximum Flood (PMF) levels will not adversely impact some of the land in the proposed Urban Development Zone (UDZ).

Accordingly, it is imperative that revised flood modelling take place to inform the planning outcomes.

Finally, the stormwater design in focussing on a multiplicity of management basins, with some inherent accessibility challenges has significant and unacceptable maintenance implications for Council.

More acceptable water sensitive urban design solutions should be explored.

(d) Social Infrastructure (including Open Space Provision)

The Proposal is supported by a raft of local/neighbourhood social infrastructure facilities.

With respect to open space Council wishes to reinforce the Technical Assurance Panel advice that the final structure plan must include:

- a. At least 29.1 ha of open space not located within the koala corridors, and comprising:
 - a. at least 20.9ha of active open space and
 - b. at least 8.2ha of passive open space.

The suggested rate of provision on site and prospects of partial off-site provision, as detailed in the Proposal, are unacceptable in the current form suggested.

Council's preference is for a single active open space parcel of 20.9 hectares in size, rectangular in shape if possible to allow maximum flexibility for use. By way of example, Figure 1.2 provides a general arrangement layout that could be delivered on a 20ha site. The example is from Mount Barker, South Australia. Please note this is an example for illustrative purposes only. Council has yet to determine the full range of active uses required by the future community. It could incorporate aquatic facilities, indoor and outdoor recreational facilities, dog parks, skate parks, BMX tracks, fitness park and community facilities. An indicative location, central to Gilead Stage 1 & 2 is shown below in Figure 1.3 to meet the active open space needs of the proposed development. The BLUE square is to reasonable scale, being of approximately 455m x 455m in size (20.7ha).

In this regard, Figure 1.3 also details the proposed active open spaces to be provided within Menangle Park (CIRCLES 1 & 2) and those proposed for Rosalind Park (CIRCLE 3). While Council will always engage with all stakeholders in developing the optimum shape and location of the active open space parcel, the location shown is considered central to Gilead Stages 1 & 2 and not in immediate proximity to the proposed open space in Rosalind Park. Ideally these active open spaces are located to serve walkable catchments (400-800m) and should therefore be located 800-1,600m apart.



Figure 1.2 General Arrangement Plan – indicative example of a 20ha active open space parcel. This example is from Mount Barker, South Australia.

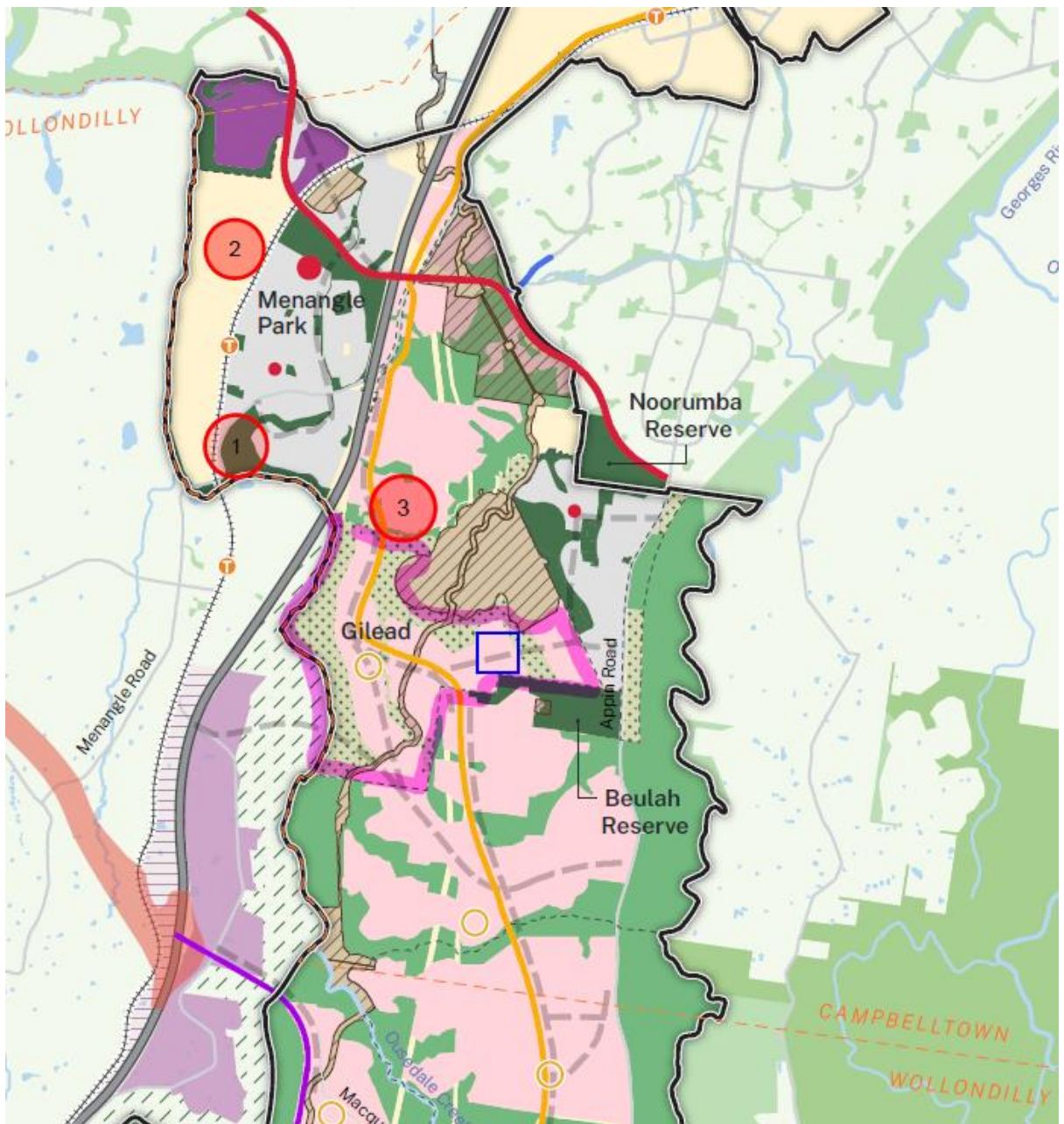


Figure 1.3 – Potential general location of active open space, shown in BLUE. Proposed active open space in Menangle Park and Rosalind Park shown in the RED circles.

(e) Regional Facilities

The apparent lack of a more refined structure plan for the Greater Macarthur Urban Release Area in the context of Greater Gilead and North Appin in particular, raises significant concerns as there appears to be a lack of planning for regional community and sport and recreation facilities including libraries, outdoor sports centres, aquatic centres and the like.

This deficiency has the potential to create a large void in the context of a future VPA, to Council's and the community's detriment.

The social infrastructure template must accordingly be embellished at this regional impact level.

(2) Infrastructure Delivery

It is imperative that support infrastructure be delivered in a timely manner and is of a nature that satisfies Council's requirements. There is significant design level planning to be undertaken and agreed upon, particularly in respect of local infrastructure.

(a) State/Regional

The Proposal identifies that the Proponent has made an irrevocable offer to enter a Planning Agreement with the Minister for Planning to the amount of \$224 million.

It is imperative that this money is used locally to deliver the required higher order infrastructure to support a sustainable new urban precinct, in a timely manner and avoids adverse impacts on existing higher order infrastructure in the short term. Council would seek to be involved in the dialogue surrounding this level of infrastructure moving forward.

Council notes that one such likely piece of state/regional infrastructure is the Indicative Transport Corridor (seen in Figure 1.3). This includes a substantial and significant bridge crossing of Menangle Creek, connecting to Medhurst Road to the north and subsequently connecting to Menangle Road. The delivery of the "Transport Corridor" from Menangle Road and across Menangle Creek needs to be coordinated by Transport for NSW and the design, timing and delivery should service the interests of both proponents across which land the transport corridor traverses.

(b) Local Infrastructure

It is understood that the Proponent proposes to identify the required local support infrastructure (its nature, form and siting) at the stage of the structure plan/master plan DCP compilation and to enter into a Planning Agreement with Council to deliver the subject works.

Typically, it would expect that a Voluntary Planning Agreement (VPA) would be exhibited concurrently with the Proposal. This is not the case in this instance and accordingly it is imperative that the Department ensures that there is certainty that development cannot occur until such an agreement is in place, notwithstanding the land may be zoned for urban purposes. It would be appropriate for such an agreement to be exhibited concurrently with the relevant draft Development Control Plan and the Department's commitment to this scenario is requested.

In conclusion, it is reinforced that there is significant design level planning to be undertaken and agreed upon.

(3) Natural Areas Canopy Cover and Connectivity

The proposed natural areas framework is to be commended. Opportunities to optimise street focused canopy cover should be promoted in the Proposal so as to redress the past extensive landscape clearing to accommodate grazing/pasture focused activities. In doing so, a positive impact upon potential urban heat island influences should be targeted.

Provision of the “Indicative Transport Corridor” crossing of Menangle Creek provides important connectivity with the Rosalind Park Proposal and beyond including pedestrian/cycle connectivity. Notwithstanding, it is considered important to provide the previously reinforced “mid-block” “light-touch” pedestrian/cycle facility.

The opportunity to plan and create recreational trails with a broader regional focus between Appin North, Gilead and Medhurst Road should be central to the connectivity network established as part of this Proposal.

(4) Economic Impact

The Proposal is accompanied by a market assessment in respect of the potential impact of the proposed Gilead Town Centre which demonstrates little impact on the existing retail network. It does not, however, demonstrate or discuss any impacts (real or perceived) on the potential for future centres proposed within West Appin and Menangle Park.

In contrast an Economic Impact Assessment should be undertaken demonstrating the impact on the existing/proposed retail hierarchy in accordance with Council’s DCP.

(5) Noise

The higher order local road/ proposed transit corridor produce anticipated noise levels that are proposed to be managed with building architectural treatments which ignore the acoustic amenity of private open space areas and detract from achieving passive solar design principles (with a reliance on mechanical ventilation and cooling).

There is additional concern in relation to the impacts of noise from the existing Hume Highway on the proposed development and the streetscape. The acoustic report provided lacks detail on these impacts and appears inconclusive.

(6) On-going Management/Maintenance

There are many large tracts of land that will require on-going maintenance regimes. Any proposed land dedications will need to be at an acceptable standard and comply with Council’s Land Dedication Policy. This Policy is of particular relevance in respect of any future dedication via a VPA or other mechanism.

Apart from the “traditional” dedication of community facilities, open space for passive and active recreational purposes and stormwater management there exist large

natural areas in the form of Koala corridors, Cumberland Plain Woodland Plan areas and potentially Biodiversity Certified lands that will require maintenance in perpetuity.

It is acknowledged that some of the highlighted lands above may be managed via Biodiversity Stewardship Agreements and/or other mechanisms. Council's concern relates to the large tracts of natural areas not maintained in accordance with such Agreements or similar. There must be a strategy that facilitates their maintenance at an acceptable standard, including bushfire hazard maintenance in perpetuity; that does not burden Council or its community in the future.

(7) Encourage development that will contribute to employment opportunities within accessible locations to residents to help achieve optimal health and liveability outcomes

One of the key aspects of the proposal that is lacking is the creation of a sufficient number of employment opportunities which are within accessible locations to residents. There are a number of employment strategies for the Greater Macarthur area, however the projected employment figures are low in relation to the number of residents on completion which we believe will force more residents to travel long distances for employment and this will have a direct impact on the long term health and liveability outcomes of the community. The Employment Assessment Opportunities Report outlines key potential employment opportunities such as centre based and out of centre employment as well as 30 minute city job opportunities that support the growing needs of the Campbelltown centre. Our suggestion is that the Proposal, including Greater Macarthur 2040 needs a stronger strategy on providing sufficient employment that is contained within the local area to ensure the development is resilient as the population grows and to enable the 30 minute city strategy in future.

(8) Amendment to State Environmental Planning Policy (Precincts – Western Parkland City) 2021

The proposed WPCSEPP amendment is generally acceptable but questions are raised in relation to how density will be controlled throughout the development.

(a) Dwelling Yield Controls

Council is of the view that there is no practical strategy or planning mechanism in place to ensure that the dwelling target of 3,300 dwellings is not exceeded and ensuring that higher density forms are appropriately managed.

An expansion of the Proposal to manage principally by density needs to be detailed to provide Council with confidence that the expected dwelling yields, amenity and infrastructure outcomes will be achieved.

(b) Acquisition Responsibility

Council is of the view that the most appropriate classification of the SP2 identified land on the Land Use Zoning Map is Zone SP2 Infrastructure and marked 'Classified Road' with Transport for NSW being the nominated acquisition authority. This is contrary to the proposal for Council to be the nominated

acquisition authority. It is Council's understanding that the "Indicative Transport Corridor" is to be a 45m wide transit corridor and that the design and construction of the corridor, including the proposed Menangle Creek bridge structure and likely intersection control at Menangle Road will be funded via the Planning Agreement with the Minister for Planning. Accordingly this is clearly a 'Classified Road' and potential acquisition costs should not rest with Council.

(c) Public Hearing

Development of Gilead 1 has been characterised by acute community interest. Irrespective of whether such level of interest is attracted by the Gilead 2 public exhibition it is considered somewhat presumptuous that the Deputy Secretary in issuing the Gateway Determination at Item (6) has declared "a public hearing is not required to be held into the matter by any person or body".

It is considered premature to make such declaration, particularly if there is a genuine claim for such a Hearing, including the remote prospect of a Council request.

Conclusion

In conclusion, it is reinforced that Council is not opposed to the urbanisation of the Gilead 2 precinct, subject to the provision of appropriate infrastructure, in a timely manner, conservation and embellishment of the prevailing natural systems framework and relevant mechanisms for maintenance in perpetuity of the large tracts of land included in the proposed Koala corridor/s and Cumberland Plain Woodland generally, that do not overburden Council or its community.

Notwithstanding, the supporting planning documentation is not considered to be suitably nuanced, with the following key matters presented for the Department's serious consideration, as it contemplates advancing a relevant amendment to State Environmental Planning Policy (Precincts – Western Sydney Parkland City) 2021:

- An infrastructure delivery strategy shall be compiled in accordance with Council's relevant standards and timing expectations and be reflected in a suitable local VPA.
- A draft VPA should accompany exhibition of a draft DCP.
- Council should be appropriately involved in discussions surrounding SIC/RIC infrastructure contributions.
- A DCP (incorporating a masterplan/revised structure plan) should be adopted before development consent for any development is issued.
- A holistic transport network study shall be finalised prior to adoption of the proposed WPC SEPP amendment.
- A Transport Management and Accessibility Plan (TMAP) shall provide a critical input to the revised Structure Plan/Masterplan DCP compilation
- The final alignment of the proposed transit corridor (and associated bridge/s) shall ensure optimum: public transport outcomes, operational efficiency and appropriate integration with the proposed Rosalind Park development (to the north) and release areas to the south.

(The integration with development to the north shall have regard to the creation of residue parcels and the accessibility, utility and amenity of the same).

- The stormwater modelling and adopted flood planning event and consequential outcomes should be reviewed to accord with Council's adopted standards.
- The proposed stormwater management system should be reviewed having regard to enhanced maintenance implications and potentially focus more on water sensitive urban design solutions.
- Provision of active and passive open space in accordance with the Technical Assurance Panel advice.
- The implications for regional and community recreation facilities and connectivity should be established as part of the process of advancing the rezoning of Gilead 2.
- The implications of reliance on the Glenfield Wastewater Recycling Plant in the interim should be further evaluated.
- A maintenance strategy shall be detailed that facilitates the maintenance of the extensive koala corridors and Cumberland plain woodland generally, at an acceptable standard, including bushfire hazard maintenance in perpetuity that does not burden Council.
- The outcomes of the Biodiversity Certification process should be understood prior to finalisation of the WCP SEPP amendment.
- An Economic Input Assessment should be undertaken demonstrating the impact of the proposed Gilead Town Centre on the existing/proposed retail hierarchy.
- The decision to deny the opportunity for a "public hearing" is considered to be presumptuous.

Should you require clarification of any aspect of this submission please do not hesitate to contact Mr Zoran Sarin, Acting Executive Manager Urban Release and Engagement on 4645 4812.

Yours Sincerely,



Jim Baldwin
Director City Development