



Planning &
Environment

Greater Macarthur Land Release Investigation

PRELIMINARY STRATEGY & ACTION PLAN



Vision for Greater Macarthur

Sydney needs more than 33,200 new homes annually to meet projected population growth to 2036.

The Department of Planning and Environment (DP&E) has led investigations into the potential for urban development in Greater Macarthur. The investigations have identified land that is suitable for urban development, the infrastructure required to support growth, and how Greater Macarthur would be connected to jobs and other services in other parts of metropolitan Sydney.

There are immediate opportunities to deliver up to 35,000 homes in Menangle Park and Mount Gilead and in a new town at Wilton, that will increase our capacity to provide new homes for Sydney's growing population.

Maximising these opportunities requires a coordinated approach to land use planning and infrastructure delivery. We will implement the vision for Greater Macarthur by:

- ▶ Identifying Menangle Park, Mount Gilead and Wilton as Priority Growth Areas by including them in the *State Environmental Planning Policy (Sydney Region Growth Centres) 2006* (the Growth Centres SEPP);
- ▶ Investigating declaring Menangle Park, Mount Gilead and Wilton as Special Infrastructure Contribution Areas to coordinate the funding and delivery of infrastructure that is necessary to support growth; and
- ▶ Continuing to work closely with Wollondilly Shire Council, Campbelltown City Council, and across NSW Government agencies to facilitate outcomes that deliver new communities with homes, jobs, infrastructure and services while protecting the environment and natural resources.

Protection of Rural Character

Areas outside Menangle Park, Mount Gilead and Wilton have significant infrastructure costs and environmental constraints, but provide opportunities for longer term supply.

Up to 2036 these areas will remain rural in nature, with small scale development that can be supported by the existing infrastructure and transport network. The rural setting of Appin Village will be protected, with only small scale expansion taking place, in line with existing post-Gateway planning proposals.

Beyond 2036 there are opportunities to provide another 33,000 homes and strategic employment opportunities, supported by the construction of the Outer Sydney Orbital, upgraded Hume Highway interchange and the Maldon-Dombarton freight rail line.

Consideration of Environmental Values and Constraints

The investigations have considered the environmental, agricultural and resources value of land in Greater Macarthur, including constraints such as flooding and air quality.

Pathway steps are proposed to ensure any subsequent rezoning process address these values, such as by protecting important habitat and waterways.

Further detail of the values and constraints identified in Greater Macarthur is available in the Land Use and Infrastructure Analysis report.

Policy Context

A Plan for Growing Sydney sets out the NSW Government's Strategy for meeting housing supply needs. As part of meeting this challenge, the NSW Government will:

- ▶ Continue to focus investment in North West and South West Priority Growth Areas and priority urban renewal precincts; and
- ▶ Look beyond these priority areas to other locations that could contribute to meeting the housing supply challenge, now and beyond 2036.

Action 2.4.2 of *A Plan for Growing Sydney* commits the NSW Government to developing a framework for the identification of new growth areas, with an initial focus on opportunities in the Greater Macarthur Investigation Area (Greater Macarthur).

Vision for Greater Macarthur

Preliminary Vision Structure

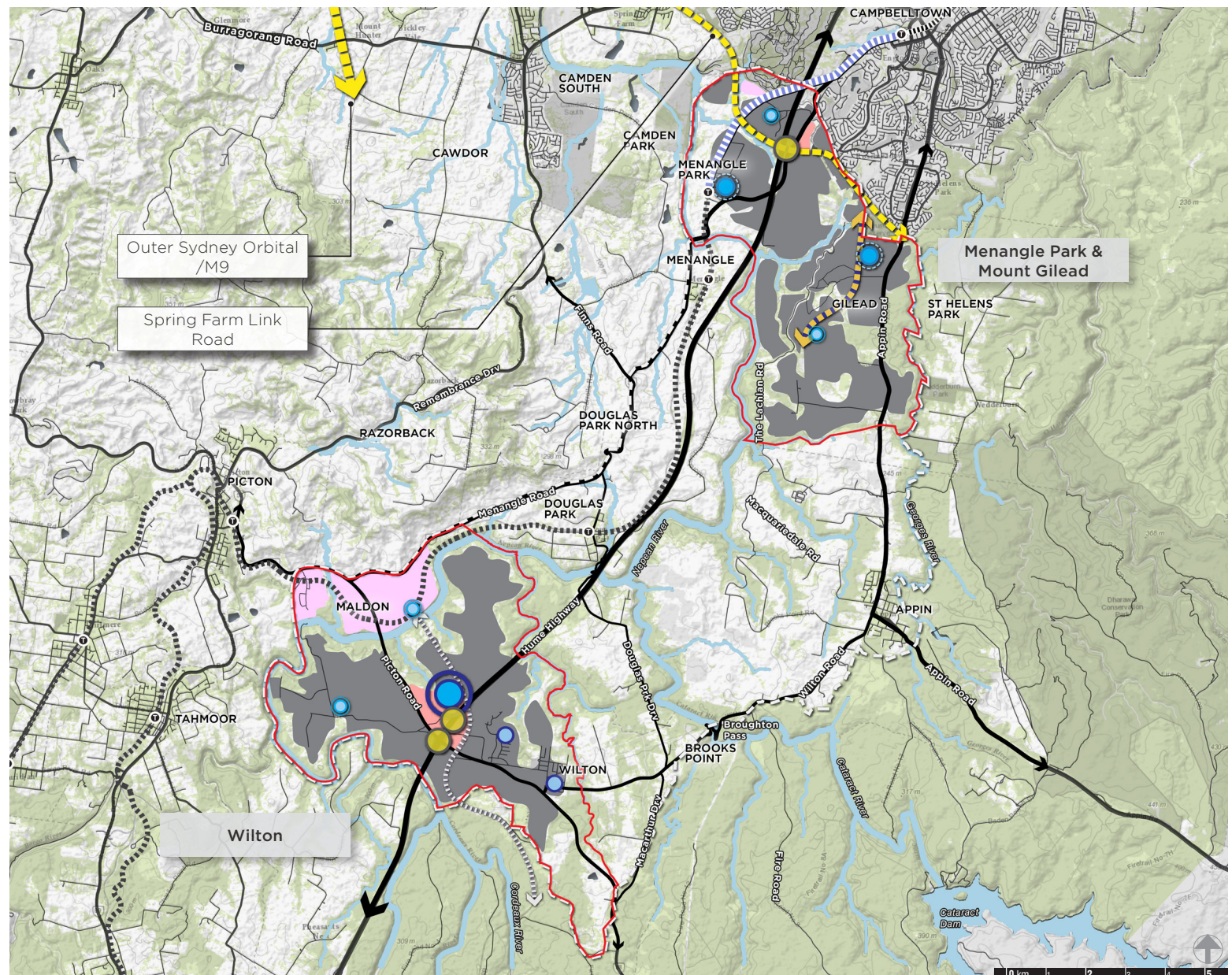
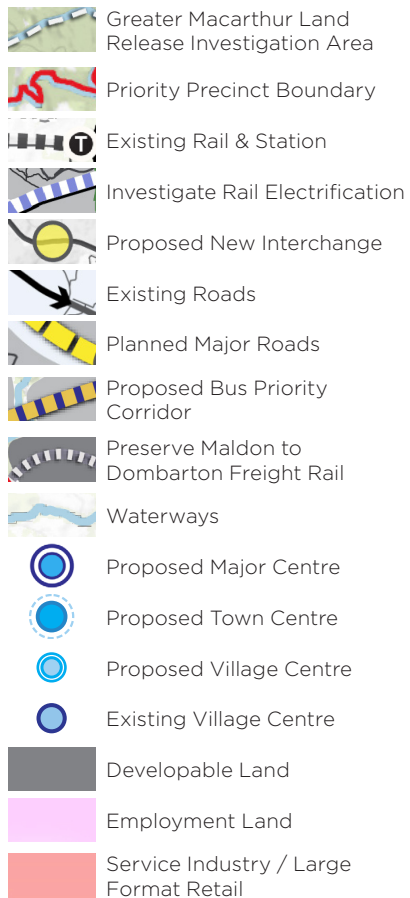


Figure 1 Greater Macarthur Vision to 2036

Priority Precinct

Menangle Park and Mount Gilead

The northern part of Greater Macarthur adjoins the Campbelltown-Macarthur Regional City, and is a logical extension to Sydney's metropolitan urban area.

Land in the precinct is relatively unencumbered by constraints to development and it has less requirements for substantial transport and utilities infrastructure upgrades than other parts of Greater Macarthur, given its proximity to the existing metropolitan urban area.

The precinct has relatively direct access to jobs, health care and education opportunities in Campbelltown-Macarthur, and other opportunities in Western Sydney.

The extent and density of urban development is subject to further detailed transport assessment.

Actions to deliver growth in this area include:

- Upgrade the Hume Highway between Picton Road and Raby Road;

- Rezoning land for 4,900 homes through the Mt Gilead and Menangle Park planning proposals by the end of 2015, with the first new houses possible within two years;
- Upgrades to Appin Road to provide direct connections to Campbelltown-Macarthur;
- Construction of Spring Farm Link Road and new access ramps to the Hume Highway, to help ease congestion on Narellan Road;

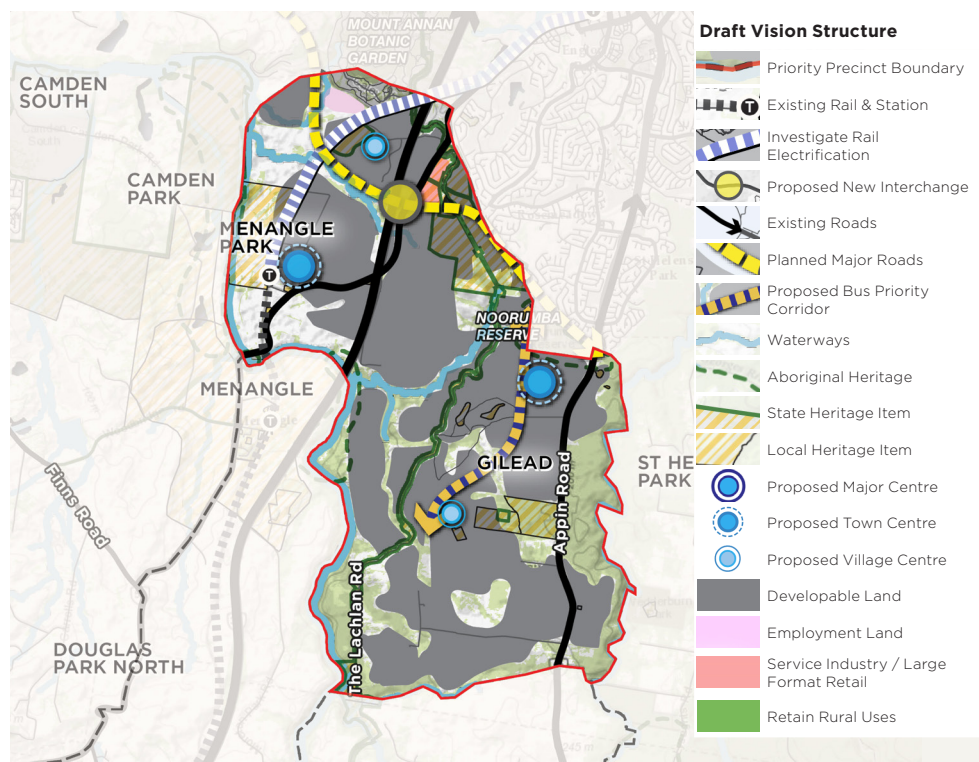


Figure 2 Menangle Park & Mount Gilead Structure

Potential Development Yields and Land Use			
Type	SUITABLE	ENCUMBERED	TOTAL
Residential	849 ha	363 ha	1,212 ha
Employment	15 ha	9 ha	24 ha
Other			1,060 ha
Constrained			1,305 ha
Total Precinct			3,601 ha
Approximate dwelling yield	12,700 dwellings	5,400 dwellings	18,100 dwellings
Centres	The precinct will contain four centres: <ul style="list-style-type: none"> ► Mt Gilead - a local centre with approximately 10,000-20,000m² of employment GFA. ► Menangle Park - a local centre with approximately 20,000-30,000m² of employment GFA. ► Glenlee - a village centre with approximately 5,000m² of employment GFA. ► Gilead - a village centre with approximately 5,000-10,000m² of employment GFA. 		
Land Uses	The future land uses in the precinct will predominantly be residential of different densities with commercial uses located within centres. The extent and density of urban development is subject to further detailed transport assessment.		

Notes:

- Residential and Employment. Approximate Net Developable Areas (includes local roads). Employment areas calculated include Service Industry/Large Format Retail located in the northern portion of Gilead.
- Other (non residential / non employment). Estimate for regional / local infrastructure (SP1 - Special Activities and SP2 - Infrastructure), public open space (REI), water management infrastructure, centres, riparian corridors (stream order 1 and 2), heritage curtilages, retained rural lands and/or additional conservation areas.

Priority Precinct

- Provision of a north-south bus priority corridor to promote public transport links to Campbelltown-Macarthur;
- Further investigate the extension of the Sydney Trains electrified rail network to Menangle Park to integrate this area with the suburban rail network; and
- Working to release land to provide up to 13,200 homes, in addition to the homes at Mt Gilead and Menangle Park planning proposals.

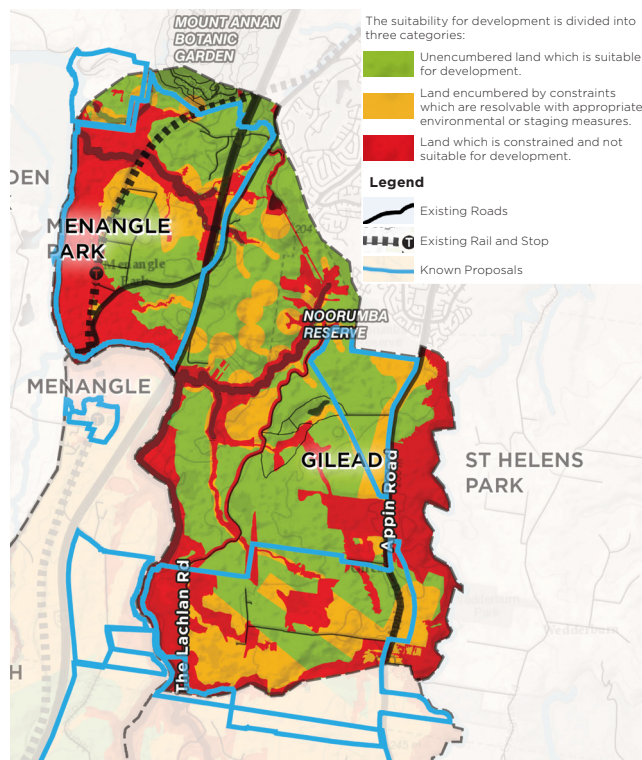


Figure 3 Menangle Park & Mount Gilead Suitability

Rezoning Pathway

Future rezoning process will test and refine suitable locations for urban development and appropriate densities. Encumbered land (identified as orange in Figure 3) will need to provide evidence that the necessary pathway steps have been undertaken prior to rezoning. This ensures that constraints are managed appropriately and that the land is suitable for urban development. The necessary pathway steps are outlined in the **Rezoning Pathways** section of this report.

Infrastructure Requirements	
Transport	<ul style="list-style-type: none"> ► Construction of Spring Farm Link Road ► Upgrade of Appin Road ► Upgrade of Menangle Road ► Upgrade the Hume Highway, between Picton Road and Raby Road ► Construction of Bus Priority Corridor and corridor protection for future extension. ► Investigate the feasibility of the electrification of the Southern Highlands Rail Line to Menangle Park
Electrical	<ul style="list-style-type: none"> ► Upgrades to Macarthur Bulk Supply Point (BSP) ► Establishment of zone substations at Gilead and Menangle Park
Water	<ul style="list-style-type: none"> ► Connection of existing potable water mains within Menangle Park to the Rosemeadow Water Supply Zone (WSZ) ► A new 5ML water storage tank
Sewer	<ul style="list-style-type: none"> ► Major works to develop the trunk, branch and reticulation networks ► Lead-ins from the Glenfield Water Recycling Plant ► Three new pump stations
Education	<ul style="list-style-type: none"> ► 6 primary schools ► 2 High school ► Expansion of Mary Brooksbank School ► Investigate the potential for a special purpose school (i.e. agricultural)
Emergency Services	<ul style="list-style-type: none"> ► Ambulance standby points ► Police shopfront in town centres
Health	<ul style="list-style-type: none"> ► Primary health care clinic
Open Space	<ul style="list-style-type: none"> ► District parks

Key Rezoning Issues

In addition to the general rezoning assessment requirements outlined in the **Delivery Pathway** section, the following key issues are specifically required to be considered in future rezoning processes:

- **Heritage conservation** – the precinct contains a number of heritage items and known Aboriginal sites, some of which are located in or adjoin proposed centres. Further investigation will be required to ensure these items are retained and integrated with future development.
- **Flooding** – the extent of flooding across the precinct, particularly around Menangle Park, will need to be considered with rezoning proposals.
- **Mining** – The southern portion of the precinct has been, and still is being, used for coal mining. For urban development to occur in these areas, proposals will need to demonstrate that they comply with the relevant rezoning pathways steps.
- **Coal seam gas** operations – there are a number of coal seam gas extraction sites within the precinct. Development within close proximity to extraction operations will be required to satisfy relevant rezoning pathways steps.
- **Upper Canal** – the Upper Canal, which provides water to Sydney from the four Upper Nepean dams, crosses the eastern portion of the precinct. Future development in this area will need to ensure this system is not adversely impacted upon.
- A detailed **transport network assessment** is required to confirm the extent and density of urban development.

Priority Precinct

Wilton

There is significant land owner interest and local authority support for bringing forward a new town at Wilton to cater for the growing population of Wollondilly Shire and deliver new jobs and services. Development of the new town will be proponent-led, with required infrastructure provided at no additional cost to Government.

Actions to deliver growth in Wilton include:

- ▶ Commencing the process of rezoning land at Wilton for urban development in partnership with Wollondilly Shire Council;
- ▶ Defining thresholds for the delivery of infrastructure needed to support stages of population growth;
- ▶ Establishing infrastructure funding arrangements, such as through a Special Infrastructure Contribution;

- ▶ Establishing a planning and development pathway for land that is constrained by underground mining, to manage risks to Government and the community; and
- ▶ Upgrade the Hume Highway between Picton Road and Raby Road.

The precinct is envisaged to have a major centre at West Wilton, being the main employment contributor to the Greater Macarthur area, and a village centre at Wilton.

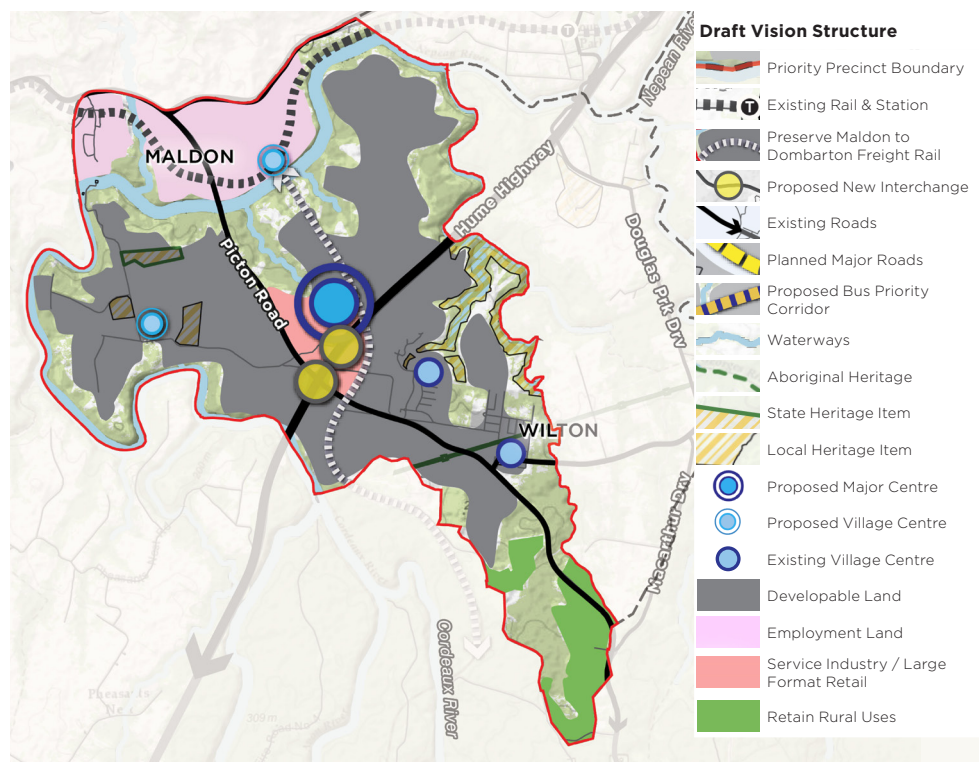


Figure 4 Wilton Structure

Potential Development Yields and Land Use

Type	SUITABLE	ENCUMBERED	TOTAL
Residential	554 ha	552 ha	1,107 ha
Employment	131 ha	213 ha	344 ha
Other			1,352 ha
Constrained			1,372 ha
Total Precinct			4,175 ha
Approximate dwelling yield	8,300 dwellings	8,300 dwellings	16,600 dwellings
Centres	<p>The precinct will contain five centres:</p> <ul style="list-style-type: none"> ▶ Wilton Major Centre - a major centre with approximately 100,000-150,000m² of retail & employment GFA. ▶ West Wilton - a village centre with approximately 5,000m² of retail GFA. ▶ Maldon - a village centre with approximately 3,000m² of retail GFA. ▶ Bingarra Gorge - an existing village centre with approximately 5,000m² of retail GFA. ▶ Wilton Village - existing village centre at corner of Wilton Road / Camden Street. 		
Land Uses	<p>The future land uses in the precinct will be a mix of residential, commercial and industrial uses, with a major centre in West Wilton.</p>		

Notes:

- ▶ Residential and Employment. Approximate Net Developable Areas (includes local roads). These areas also include 462 ha (Gross) of R2-Low Density Residential zoned land at Bingarra Gorge / Wilton township, 105 ha (Gross) of IN3-Heavy Industrial at Maldon and Service / Large Format Retail to be located in the Wilton Major Centre.
- ▶ Other (non residential / non employment). Estimate for regional / local infrastructure (SP1 - Special Activities and SP2 - Infrastructure), public open space (RE1), water management infrastructure, centres, riparian corridors (stream order 1 and 2), heritage curtilages, retained rural lands and/or additional conservation areas.

Priority Precinct

The major centre at West Wilton is envisaged to be based on a 'main street' outcome with specialty stores fronting streets and sleaving large format retail and parking areas. There will also be a service industry and large format retail specialty employment area between the centre and Picton Road. The existing industrial area in Maldon is anticipated to grow to the east, providing additional employment opportunities.

Rezoning Pathway

Future rezoning process will test and refine suitable locations for urban development and appropriate densities. Encumbered land (identified as orange in Figure 5) will need to provide evidence that the necessary pathway steps have been undertaken prior to rezoning. This ensures that constraints are managed appropriately and that the land is suitable for urban development. The necessary pathway steps are outlined in the **Rezoning Pathways** section of this report.

Key Rezoning Issues

In addition to the general rezoning assessment requirements outlined in the **Delivery Pathway** section, the following key issues are specifically required to be considered in future rezoning processes:

- ▶ **Mining** – a significant portion of the precinct has approval for coal mining over the next 15 to 30 years. For development to occur in this area, it would need to occur after mining operations have ceased or proposals will need to demonstrate that they comply with the relevant rezoning pathways steps.
- ▶ **Heritage conservation** – the precinct contains a number of existing heritage items and known Aboriginal sites, some of which are located in or adjoin proposed centres. Further investigation will be required to ensure the significance of these heritage items and sites are retained.
- ▶ **Upper Canal** – the Upper Canal, which provides water to Sydney from the four Upper Nepean dams, crosses the western portion of the precinct through the Wilton centre. Future development in this area will need to ensure this system is not adversely impacted upon.

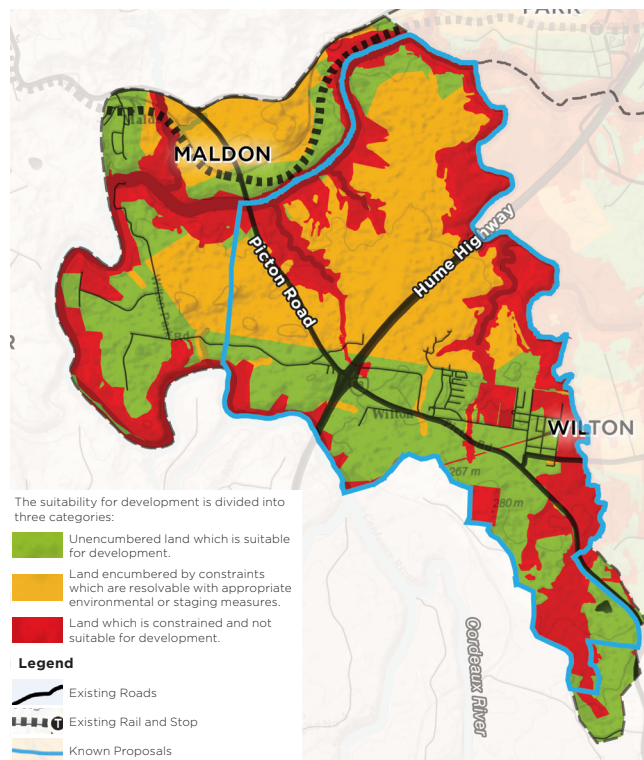


Figure 5 Wilton Suitability

Infrastructure Requirements	
Transport	<ul style="list-style-type: none"> ▶ Upgrade existing Picton Road/Hume Highway interchange and provide new northern access ramps ▶ Upgrade of Picton Road ▶ Upgrade the Hume Highway, between Picton Road and Raby Road
Electrical	<ul style="list-style-type: none"> ▶ Zone Substation at Bingara Gorge ▶ Upgrade of Zone Substation in Maldon
Water	<ul style="list-style-type: none"> ▶ Two new 5ML water storage facilities ▶ Duplication of water main to the Picton Reservoir
Sewer	<ul style="list-style-type: none"> ▶ Seven new pumping stations
Education	<ul style="list-style-type: none"> ▶ 7 primary schools ▶ 2 high schools ▶ Specialty school (i.e. agricultural)
Emergency Services	<ul style="list-style-type: none"> ▶ Ambulance hub ▶ Police station
Health	<ul style="list-style-type: none"> ▶ Integrated health facility
Cultural	<ul style="list-style-type: none"> ▶ Cultural facility
Open Space	<ul style="list-style-type: none"> ▶ Regional park ▶ District park

Delivery Pathway

Rezoning Process

The preferred rezoning process is a state-led rezoning through an amendment to State Environmental Planning Policy (Sydney Region Growth Centres), 2006 as this process:

- ▶ Gives the precincts priority growth area status and makes use of the established Growth Centres implementation process administered by the Department of Planning and Environment;
- ▶ Enables opportunity for a whole precinct to be comprehensively planned, rather than relying on individual planning proposals;
- ▶ Provides the potential for acceleration of housing supply through fast tracking preparation of the SEPP amendment; and
- ▶ Allows Government to coordinate agency input on complex planning issues such as mining, transport and infrastructure.

Each rezoning process will prepare technical studies in accordance with the specific requirements of the Department of Planning and Environment. It is envisaged that the following studies and/or documents will be required:

- ▶ Traffic and Transport Assessment.
- ▶ European and Aboriginal Heritage Assessment.
- ▶ Landscape and Visual Assessment.
- ▶ Biodiversity Assessment.
- ▶ Riparian Corridor and Stream Classification.
- ▶ Water management.
- ▶ Economic Impact Statement.
- ▶ Social and recreation needs assessment.
- ▶ Air quality assessment.
- ▶ Infrastructure Strategy.
- ▶ Indicative Layout Plan.
- ▶ Development Control Plan.

Pathway Steps

Land identified as being encumbered will need to provide evidence that the necessary pathway steps outlined below are satisfied prior to urban development occurring.

Coal Mining

The co-existence of coal mining and urban development is a risk to the NSW Government and mining companies as they are likely to incur high costs involved with managing mining impacts including mine subsidence and community intolerance. A staged approach is preferred where urban development occurs first in already subsided areas with the remaining urban development areas occurring in due course once mining / subsidence is complete.

The following process has to be taken where urban development is proposed on land encumbered by coal mining operations:

1. Planning for early exploration and resource extraction:
 - a. Proposed covenants and/or easements that ensure access for mining surface facilities, construction and operation are clearly drafted or mapped. Any covenants or easements will be taken into account at the rezoning stage.
 - b. Resource extraction operators are to endorse any proposed covenants and/or easements with the view that future commercial agreement between operators and interested urban development proponents are in place at the commencement of any rezoning process.

2. Provide building design standards and compliance regimes:
 - a. Develop mine subsidence design guidelines for proposed residential and non-residential land uses to occur within the Encumbered Urban Footprint.
 - b. Develop principles so that a strengthened compliance regime can be implemented by the Mine Subsidence Board (MSB) at commencement of rezoning process.
 - c. MSB is to endorse the general design guidelines and principles for strengthened compliance regime.
3. Long term urban land release sequencing plan:
 - a. Prepare a long term sequencing plan for both the urban land release and approved resource extraction operations, with input from resource extraction operators.
 - b. NSW Trade & Investment (Resources & Energy), MSB and the relevant Council are to endorse the draft long term sequencing plan to enable Stakeholder and Community Consultation.
4. Communications strategy:
 - a. Prepare a communications strategy to inform landowners of the co-existence potential and pathway requirements associated with the potential urban land release.
 - b. Resource extraction operators and the relevant Council are to endorse the communications strategy.

Coal Seam Gas

Urban development can only occur on land within 200 metres of coal seam gas operations once:

- ▶ The coal seam gas wells have been closed and sealed;
- ▶ The Rosalind Park Gas Plant has finalised its operation; and
- ▶ The Appin East and Appin West (Tower) gas/power stations have finalised their operations.

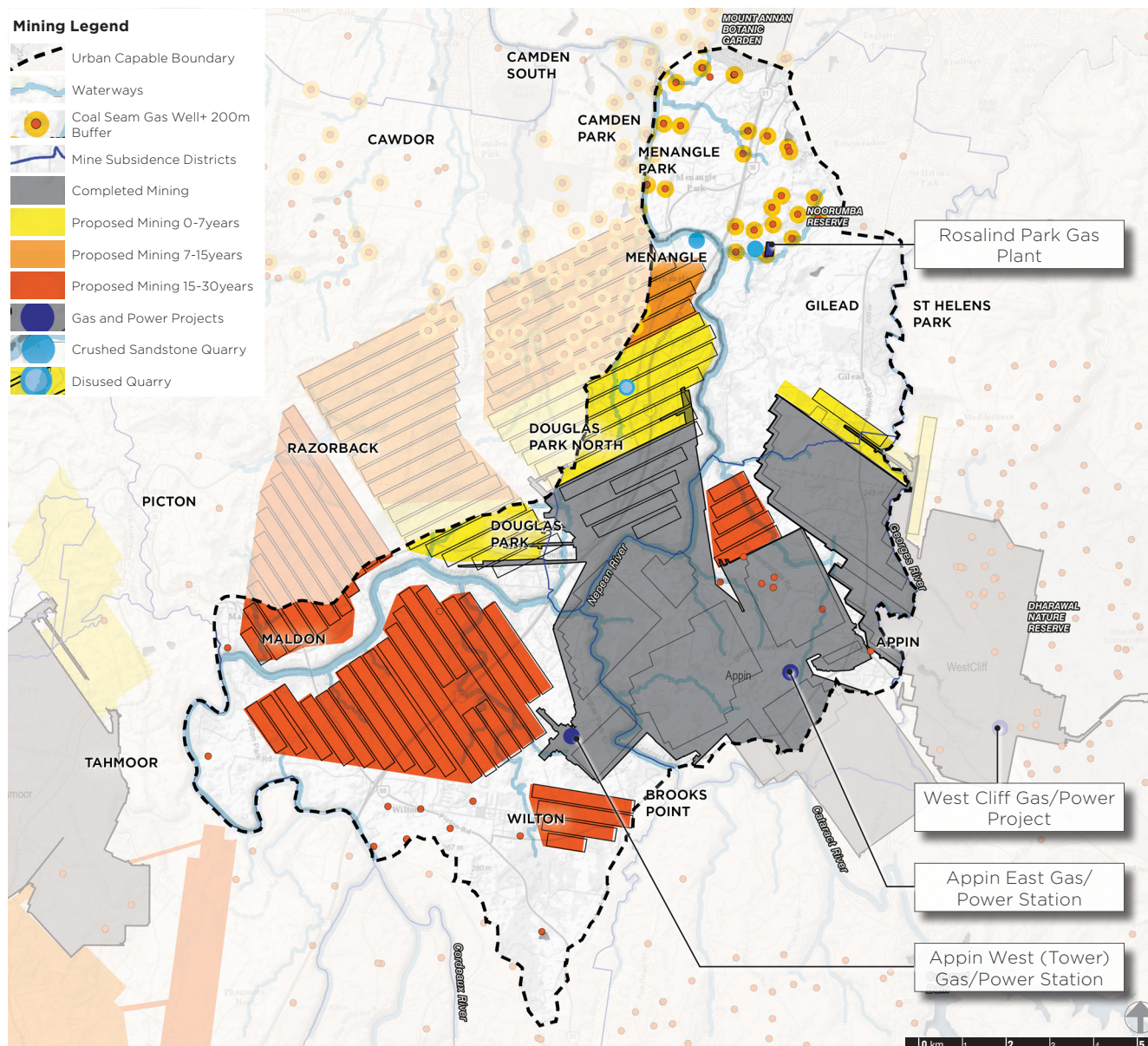


Figure 6 Current and Planned Mining

Delivery Pathway

Agriculture

The poultry cluster, located around Appin and Douglas Park (identified in Figure 7), and agricultural land identified as Class 2 under the Land and Soil Capability Assessment Scheme are identified as providing benefits to the area and wider region and should be retained.

The following process is required to be undertaken where urban development is proposed on land encumbered by these agriculture activities:

1. Identify the economic value of agricultural production and employment, noting any significant changes in value and type of production in recent years (for example over two census periods).
2. Estimate the impact of urban development on agricultural production and employment, including impacts on viability of agricultural clusters and costs of, and potential for, relocation.
3. Identify land where ongoing agricultural production could co-exist with urban development, including land with multiple constraints (such as flooding or heritage).
4. Propose a long term land use strategy, based on steps above:
 - a. Noting where the value of agriculture is high enough to warrant protection, or more consideration.
 - b. Identifying measures to overcome adverse impacts, such as buffer zones, relocation of uses, sequencing of land release and replacement of lost employment.
 - c. Consult with councils and NSW Department of Trade and Investment to refine the long-term land use strategy.
5. Communications strategy:
 - a. Prepare strategy to inform landowners and other targeted agricultural industry stakeholders of long-term land use strategy and pathway.

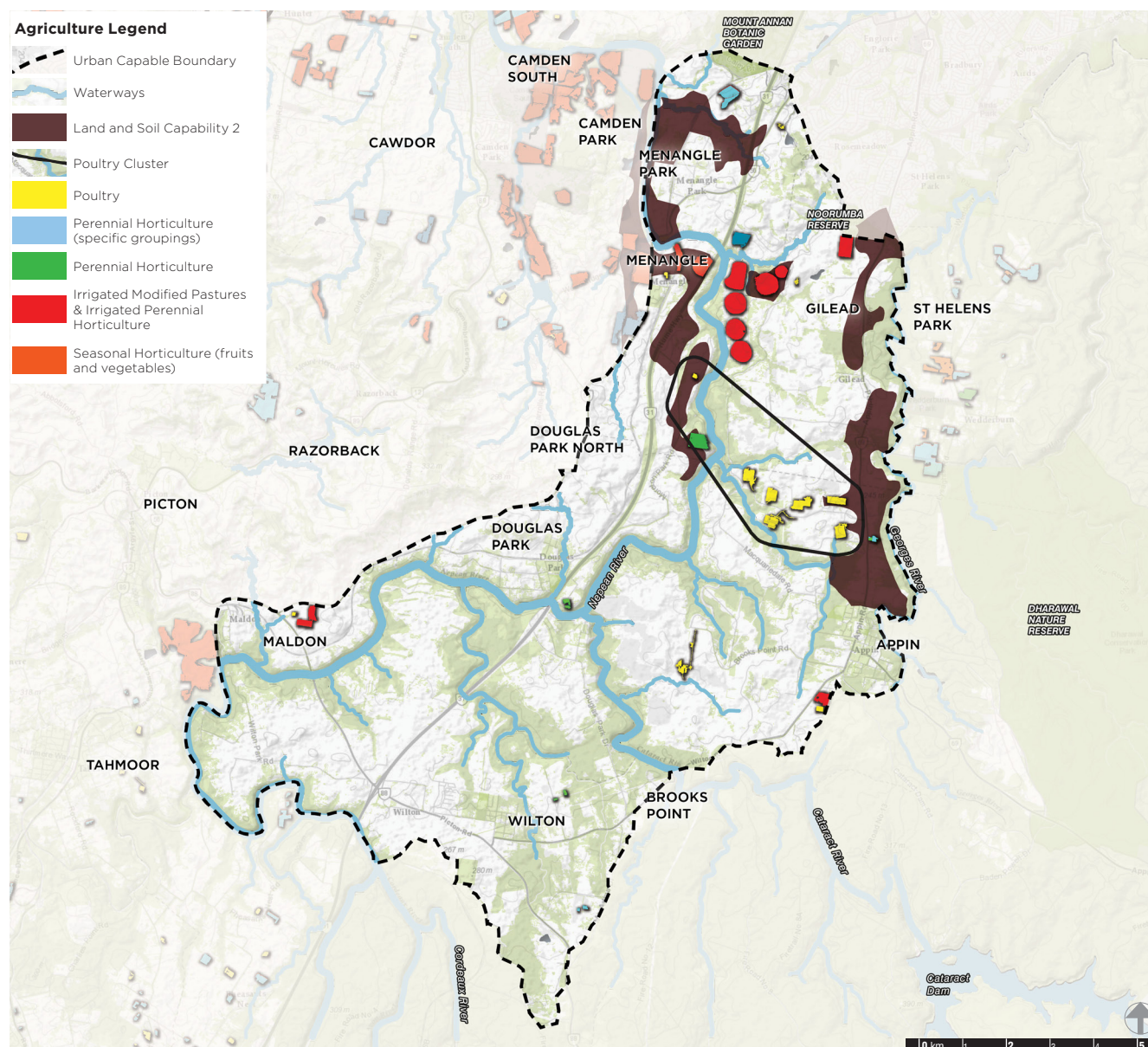


Figure 7 Agriculture and Land & Soil Capability

Biodiversity

The following process is required to be followed prior to land with biodiversity constraints (shown in Figure 8) being rezoned for urban development:

1. Prepare a detailed biodiversity assessment.
2. Consider, in particular, whether critical habitat or threatened species, populations or ecological communities, or their habitats, will or may be adversely affected by the rezoning proposals.
3. Prepare and an Indicative Layout Plan (ILP). The ILP will:
 - a. Identify Conservation Areas.
 - b. Avoid urban development within areas of High Biodiversity Constraint Value.
 - c. Where possible, avoid infrastructure services on areas mapped as High Biodiversity Constraint Value.
 - d. Locate Asset Protection Zones (APZs) outside of High Conservation Value land.
4. Prepare a Vegetation Management Plan that prioritises the rehabilitation of degraded areas located within areas of High Conservation Value.
5. Target High Conservation Value areas for Biobanking Agreements / Biodiversity Certification to ensure conservation outcomes have in perpetuity funding.
6. Consider options for the long term management and ownership of conservation areas including:
 - a. Retaining in private ownership.
 - b. Establishing a Trust ownership.

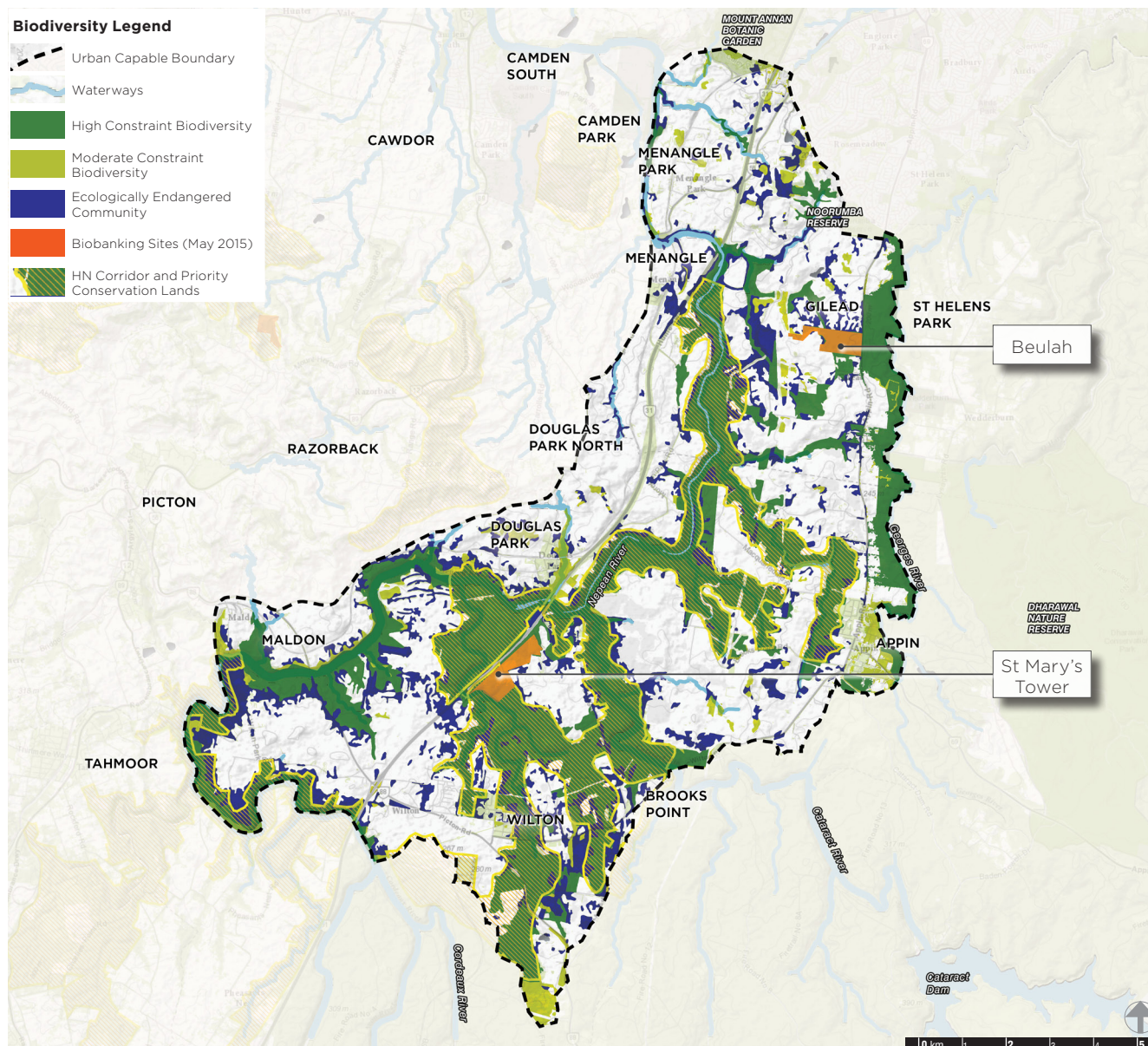


Figure 8 Biodiversity

Delivery Pathway

Waterways

Limited urban development may occur in land identified as constrained by the 100 year Average Recurrence Interval (ARI) provided that detailed flood studies are prepared prior to the rezoning of land. The flood studies will demonstrate that any filling of the floodplain will not have any impact on adjoining lands.

Limited development may occur on third order streams provided that detailed investigation and ground truthing is undertaken to determine the extent of the riparian corridor prior to the rezoning of land.

Regional Open Space Opportunities

Greater Macarthur is within close proximity to existing regional open space (identified on Figure 9).

The majority of regional open space in Greater Macarthur are used for passive recreation such as walking and cycling rather than active recreation (e.g. team sports). The identification of major rivers, waterways, river foreshore, creeks and wetlands as a cultural and recreational amenity can further enhance opportunities to improve access to and enjoyment of these places as part of an integrated regional open space network. The potential for new and/or enhanced open space would be investigated as part of any future rezoning process.

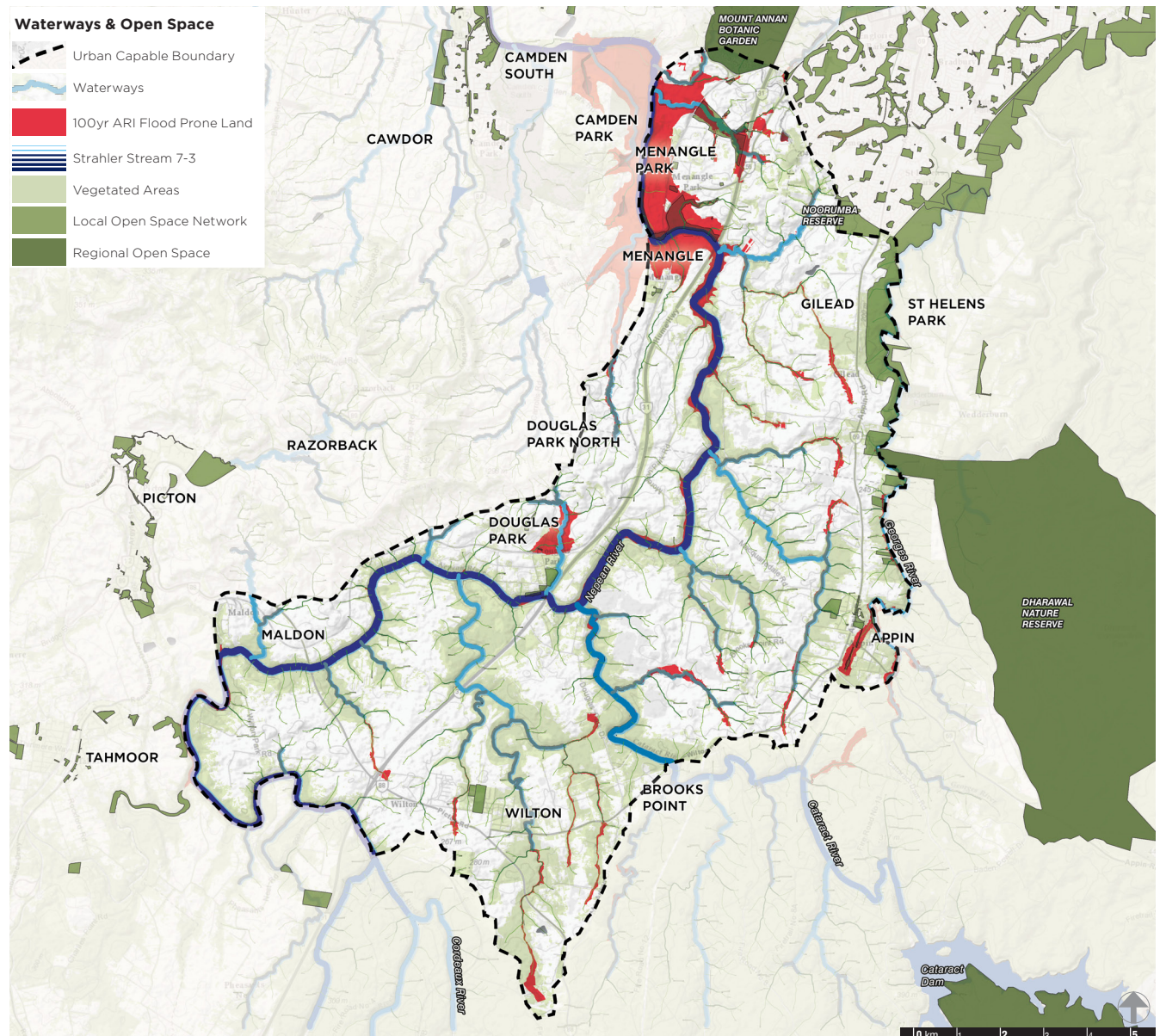


Figure 9 Waterways and Flood Prone Land/ Regional Open Space Opportunities

Review Process

The Department of Planning and Environment intention is for the Strategy and Action Plan for Greater Macarthur to be a planning document that will be subject to ongoing review in line with the review framework established in *A Plan for Growing Sydney*.

The Department will periodically review the strategy based on:

- ▶ Housing market demand needs (ongoing role of Greater Macarthur in meeting Sydney's housing supply needs).
- ▶ Infrastructure servicing planning and delivery (private or public commitment to deliver required infrastructure).
- ▶ Private sector interest in land encumbered by co-existence Land use values, where the proponent has satisfactorily demonstrated a proposal to meet the pathway requirements identified in the Growth Framework.

Infrastructure funding mechanism

Before rezoning takes place, an appropriate mechanism will need to be in place to secure the infrastructure needed to support growth. The preferred approach is a Special Infrastructure Contribution (SIC) at no cost to government, otherwise a series of planning agreements would need to be entered into between the Minister for Planning and the relevant proponents.

A Special Infrastructure Contribution will create a framework to share the costs and coordinate delivery of major new transport and community infrastructure.

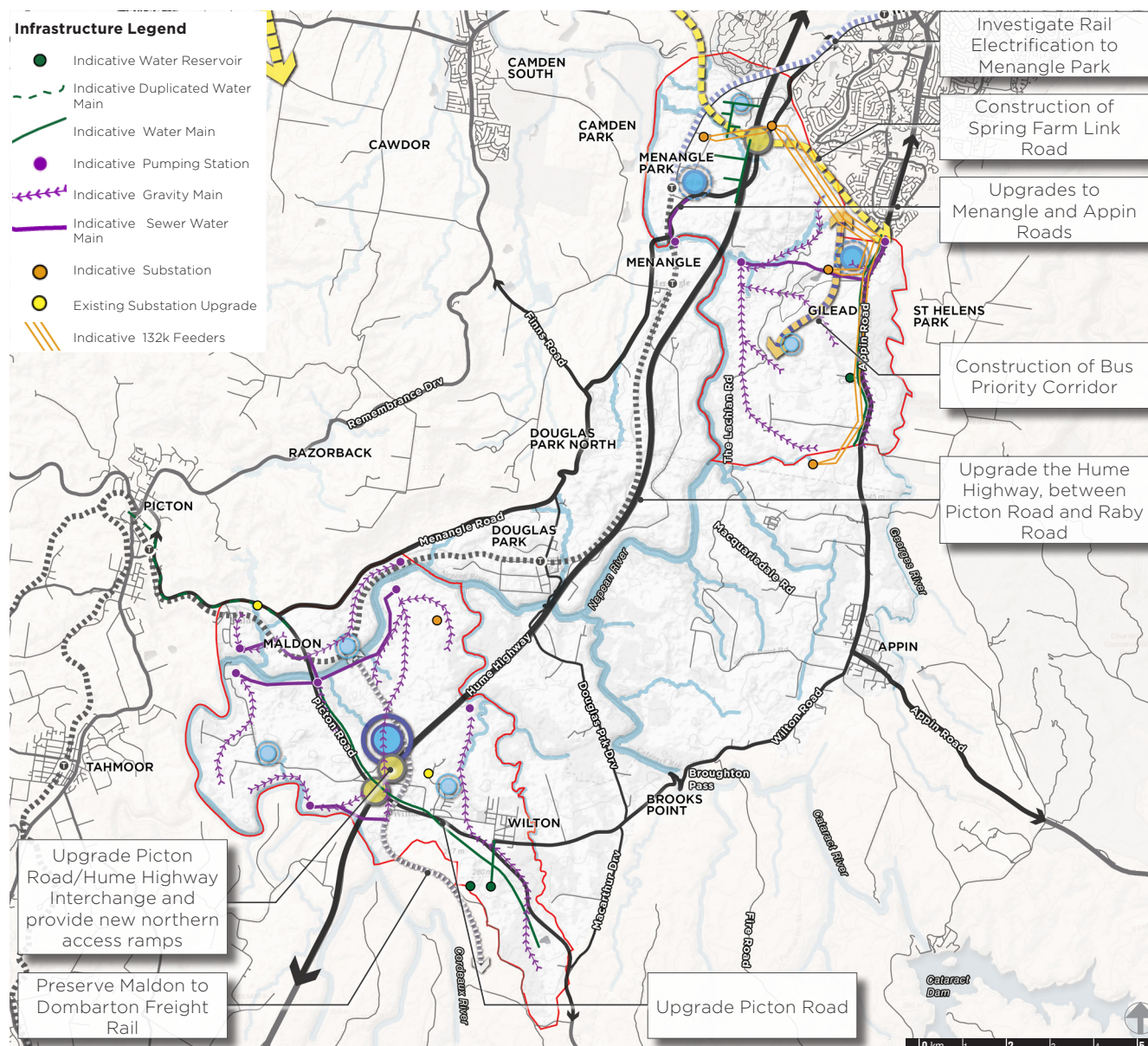
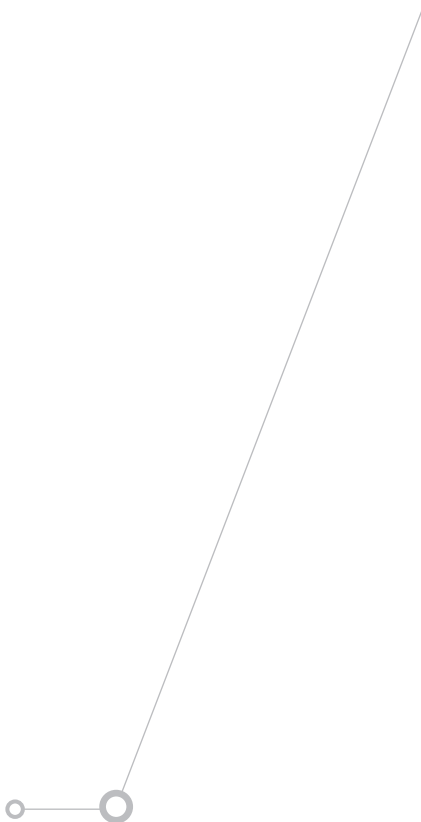


Figure 10 Summary Infrastructure Provision



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