

Submission to Greater Macarthur Preliminary Strategy + Action Plan

Various Parcels of Land Situated Menangle Park

Prepared For:
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Prepared By:



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1 Introduction

This is a submission to the NSW Department of Planning and Environment in respect of future developable land located in the Menangle Road Urban Release Area.

This firm has made a number of submissions to Campbelltown City Council over a period of time on behalf of Messrs Kellner & Rogan. The Menangle Park Urban Release Area (MPURA) remains a deferred area under Campbelltown draft Local Environmental Plan 2014. Note the previous submissions remain undetermined by Council.

2 Brief

This submission has been prepared in respect of instructions from Messrs Kellner & Rogan in response to the public exhibition and invitation for submissions in respect of the *Draft Greater Macarthur Land Release Preliminary Strategy & Action Plan + Land Use and Infrastructure Analysis*.

The submission seeks to have the following parcels considered for R4 High Density Residential:

- 32, 62, 92 and 112 Racecourse Avenue; and
- 18 Payten Street.

This is described in more detail in this submission. Under the draft Campbelltown LEP 2014 the lands are proposed to be zoned R2 Low Density Residential. The subject properties are currently zoned 1 Non Urban 40ha Minimum under Campbelltown Interim Development Order No 15.

It is our submission that the lower densities proposed adjoining the railway station and the Town Centre are contrary to sound town planning outcomes and that of the State Government Policy in relation to Urban Consolidation, Housing Affordability and a number of other State Environmental Planning Policies (SEPPs).

3 Draft Greater Macarthur Land Release

3.1 DRAFT PRELIMINARY STRATEGY & ACTION PLAN + LAND USE AND INFRASTRUCTURE ANALYSIS

In September 2015, NSW Government released the Draft Greater Macarthur Land Release – Preliminary Strategy & Action Plan + Land use and Infrastructure Analysis for public exhibition.

These investigations into the potential of Greater Macarthur 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.

3.2 PRIORITY GROWTH AREAS

To increase capacity and housing supply, the preliminary strategy identifies immediate opportunities to deliver up to 35,000 homes in Menangle Park / Mount Gilead and in a new town at Wilton.

Maximising these opportunities requires a coordinated approach to land use planning and infrastructure delivery. The preliminary strategy states that the vision for Greater Macarthur is to be implemented 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.*

3.3 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;
- 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.

3.4 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.

3.4.1 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.

Our clients are concerned that the proposed draft LEP 2014 provisions limit opportunities with the MPURA to essentially two storey dwellings. This is even more of a concern when placed in the context of the announcement to electrify the train line. This will be an opportunity lost to develop higher densities with excellent transport services.

4 Draft LEP

As stated above, the draft LEP proposes to zone the land R2 – Low density Residential. Development of the lands for residential purposes is permissible, however, there are ‘restrictions’ as discussed below which do not encourage a good urban outcome.

4.1 HEIGHT CONTROL

The draft LEP provides a height control map for the Release Area. The Map proposes height restrictions within the village of 7.5m for the majority of the Village, with 15m for the proposed Town Centre (commercial area).

From a town planning point of view, the height restrictions, particularly for a new release area do not make sense. The 15m height restriction for the Town Centre is effectively a 4 storey height limit, given the floor to ceiling height requirements for commercial buildings.

A more realistic height control should be 20m or 6 storeys, noting that not all buildings will achieve this height. In the proposed R4 zone a four storey height would be an acceptable urban design outcome.

In respect of the 7.5m restriction or two storeys, the real opportunity is to leverage off the railway station and to promote use of public transport by increasing patronage on the system, particularly having regard to the electrification opportunity. It is our opinion that properties adjoining the Town Centre and within close proximity to the railway station should have a 12m to 15m height control, with the peripheral areas remaining at 7.5m. The increase in heights will create a 'sense of place' for the Village and if not addressed will result in a lost opportunity for a good planning outcome. It is noted that most Council's LEPs have a minimum height of 9m for their release and established areas.

It should also be noted that there are not many release areas that have ready access to a railway station and public transport, with most areas well-removed from such transport systems.

4.2 CONCEPT STRUCTURE PLAN

To demonstrate how the above can be achieved, a Concept Structure plan has been prepared, which accompanies this submission.

In this regard the following urban design structure plan principles are espoused to reinforce the above comments:

Clearly structured + well connected

- Reinforce proposed town centre and rail station activity hubs using height and increased density of development to reinforce the street hierarchy of the structure plan.
- Optimise increases in residential development density within proximity and easy walking distance of the town centre and rail station nodes.
- Reinforce the town centre structure, activating and increasing density on The Boulevard and positively connecting the Town Centre activity hub with the Railway Station transport hub.

Diversity of use

- Concentrate mixed use and density close to public transport and reinforce activity hubs.
- Focus mixed uses in areas of high pedestrian activity close the rail station and in and around the town centre.
- Design for an efficient, compact and adaptable street and block structure capable of change.
- Diversify housing and its built form to meet the emerging needs of the market.
- Facilitate a range of affordable housing solutions in accessible locations.

Built form defining sense of place

- Establish Menangle Park Town Square at the heart of the town centre, to become as the civic and cultural activity focus for the new community.
- Enclose the town square with by 4 to 6 storey mixed use development that activate the edges and the space itself.
- Define The Boulevard with a 6 storey landmark buildings on either side of Railway Square.
- Design Racecourse Park to mark arrival at the rail station, enclosing the park with 4-6 storey apartment living.
- Reinforce the urban character of The Boulevard as the key connecting street, with 4 storey apartment living.

Adaptability > Design for change

- Streets and their infrastructure last forever, whilst buildings need to change, adapt and redevelop over time. Planning and designing for adaptability is a key principle in the development of a new town centre.
- Ensure the Menangle Park has an adaptable street and block structure that can manage the growth, change and diversification of the town centre over the next 20 to 30 years.

As stated above, this will be an opportunity lost if not reconsidered to consider Menangle Park from a new town point of view rather than an in-fill development. Designing and developing a new town generates significant opportunities to innovate and this should be at the forefront of the development.

This will also assist in ensuring that housing targets are met. It will also activate the Town Centre and heart of the new community and provide a diverse mix of land uses with a sustainable urban environment.

5 Conclusion

Having regard to the above commentary, it is considered that the documents be amended as follows:

1. The preceeding analysis has demonstrably established a case to review the proposed zoning of the subject properties under draft LEP 2014 as follows:
 - Lands adjoining the Town Centre and lands along the railway line generally between Racecourse Avenue and Cummins Road – R4 High Density Residential.

The rezoning of the lands will ensure that the residential targets are achievable.

2. Amend draft LEP 2014 in terms of the minimum lots size for lands zoned R4 High Density Residential to 250m²;
3. The height control map, particularly for the Town Centre and fringing areas should be amended to increase heights to reflect the proposed Urban Design amendments to the Draft Structure Plan as detailed in the Plans prepared by Saturday Studio and Urban Futures.

SINCERELY YOURS,



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Annexure “A”

Proposed Urban Design amendments to Draft Structure Plan