



# ***Greater Macarthur Land Release Investigation***

*Consultation update  
June 2016*



Planning &  
Environment



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# 1 Introduction

## 1.1 Background

The NSW Government published *A Plan for Growing Sydney* in December 2014. The Plan sets out the Government's strategy for meeting Sydney's housing supply needs over the next 20 years. This includes identifying new locations that could contribute to meeting the housing supply challenge, now and beyond 2036 (Action 2.4.2). The initial focus of these investigations was the Greater Macarthur Land Release Investigation Area, located south and south-west of Campbelltown-Macarthur.

The investigations have identified immediate opportunities to release and rezone land to allow the private sector to deliver up to 35,000 home sites in Menangle Park and Mount Gilead and in a new town at Wilton. Realising these opportunities would provide new homes for Sydney's growing population.

The new growth areas will proceed on a 'no additional cost to Government' basis, led by private investment and proposals.

The Greater Macarthur Land Release Preliminary Strategy and Action Plan (Preliminary Strategy) sets out the Government-endorsed vision and plan for Wilton New Town and Menangle Park / Mount Gilead. The Minister for Planning released the Preliminary Strategy on 22 September 2015 for stakeholder and community feedback.

Maximising these opportunities requires a coordinated approach to land use planning and infrastructure delivery. To achieve this, the Department of Planning and Environment (the Department) consulted on proposals to identify Wilton and Menangle Park / Mount Gilead as priority growth areas in *State Environmental Planning Policy (Sydney Region Growth Centres) 2006* (the Growth Centres SEPP). The proposed amendments to the Growth Centres SEPP were publicly exhibited alongside the Preliminary Strategy, from 22 September 2015 until 18 November 2015.

The public exhibition enabled land owners and other interested parties to view, understand, and provide comment on the proposals. Following public exhibition, the Department reviewed the submissions to begin the process of addressing the issues raised and to finalise the Strategy and SEPP amendments.

This report:

- documents the public consultation process;
- summarises the issues raised by stakeholders in submissions on the Preliminary Strategy and proposed SEPP; and
- reports on how those issues have been addressed in finalising the Strategy and SEPP amendments, or will be addressed as part of subsequent detailed planning stages.

## 1.2 Overview of exhibited amendments to Growth Centres SEPP

The exhibited SEPP amendments proposed to include Wilton New Town, Menangle Park and Mount Gilead in the Growth Centres SEPP by inserting new maps in the Growth Centres SEPP (**Appendix A**).

It was proposed to also make consequential amendments to the operative provisions of the Growth Centres SEPP, to reflect the inclusion of the new priority growth areas:

- Amends clause 2(a) to include reference to the new priority growth areas in the Objectives of the SEPP;
- Amends clause 3(1) to include Wilton Priority Growth Area and Menangle Park/Mount Gilead Priority Growth Area in the definition of "growth centre" and reference the new maps;
- Amends clause 3(1) to include precincts identified on the new maps in the definition of "growth centre precinct"; and
- Amends clause 3(1) to identify the Preliminary Strategy as the structure plan for the priority growth areas, guiding future planning and land use decisions.

- Clauses 18 (Water recycling and conservation), 18A (Public utility undertakings and clearing of native vegetation) and 18B (Electricity generating works and water recycling facilities) will not apply to the new priority growth areas. The provisions of *State Environmental Planning Policy (Infrastructure) 2007* will continue to govern the carrying out of public utility undertakings.

The proposed SEPP does not release or rezone land at this stage. Existing land use zones and permissible uses will continue to apply until rezoning occurs, as per the respective local environmental plan (LEP).

The proposed SEPP identifies Bingara Gorge as a separate precinct within the Wilton Priority Growth Area as this land has already been rezoned for urban development and is subject to the provisions of Wollondilly Local Environment Plan 2011 and Wollondilly Development Control Plan 2016. The proposed SEPP makes this clear.

Post-exhibition changes to the proposed Wilton Priority Growth Area are outlined in **Section 5**.

Following consideration of community and stakeholder feedback, it is proposed to bring Menangle Park and Mount Gilead into the Growth Centres SEPP through a subsequent amendment as part of proposals for an expanded Greater Macarthur Priority Growth Area. The proposed priority growth area covers the Glenfield to Macarthur Urban Renewal Corridor and land release areas at Menangle Park, Mount Gilead and West Appin, to coordinate the planning of growth in and around the Campbelltown-Macarthur Regional City Centre. The proposal will be exhibited shortly for stakeholder and community feedback.

## 2 Public exhibition

### 2.1 Exhibition and Submissions Period

The Preliminary Strategy and an Explanation of Intended Effect of proposed amendments to the Growth Centres SEPP was publicly exhibited from 22 September 2015 to 18 November 2015. This included a two week extension to the formal exhibition period, following a number of requests from stakeholders. The Department accepted a small number of late submissions until 9 December 2015.

### 2.2 Exhibited Materials

The following documentation was publicly exhibited as part of the Preliminary Strategy and proposed SEPP amendment package:

- Explanation of Intended Effect (**Appendix A**)
- Maps showing proposed growth centre boundaries (**Appendix A**)
- Preliminary Strategy
- Land Use and Infrastructure Analysis report and
- Community brochure.

The key findings of all the draft technical studies are summarised in the Land Use and Infrastructure Analysis report. The Department published the draft technical studies that informed the Preliminary Strategy on its website on 13 October 2015 following public requests. The draft Strategic Transport study report was made available on 26 October 2015, following approval from Transport for New South Wales.

A short video outlining the proposed priority growth areas was also created and available on the Department's website.

### 2.3 Exhibition Venues

The exhibition package was made available to the public for viewing at the following locations:

- Department of Planning & Environment, Level 5, 10 Valentine Avenue, Parramatta
- Department of Planning & Environment, 23-33 Bridge St, Sydney
- Campbelltown City Council, 91 Queen Street, Campbelltown
- HJ Daley Library, 1 Hurley Street, Campbelltown
- Wollondilly Shire Council, 62-64 Menangle Street, Picton
- Department of Planning & Environment website: [www.planning.nsw.gov.au/greatermacarthur](http://www.planning.nsw.gov.au/greatermacarthur)

### 2.4 Public Notice

A media release was made by the Minister for Planning on the release of the Preliminary Strategy and start of the exhibition period:

- New Land Release Will Boost Housing Supply – Tuesday 22 September 2015.

The media release was supported by a launch event in Menangle Park on 22 September 2015, attended by the Minister.

Notices were placed in the following newspapers advising details of the public exhibition:

- Wollondilly Advertiser – Wednesday 30 September 2015
- Campbelltown-Macarthur Advertiser – Wednesday 30 September 2015

## **2.5 Land Owner Notification**

The Department wrote to all land owners (as recorded on Wollondilly and Campbelltown Councils' rates database) within the Greater Macarthur Land Release Investigation Area, which encompasses the proposed priority growth areas, at the start of the exhibition period notifying them of the release of the Preliminary Strategy and proposed SEPP amendments.

Notification included details of the exhibition period, contact details for the Department and information on how to make submission.

## **2.6 Social media campaign**

The Preliminary Strategy and exhibition was promoted through a series of adverts on Facebook. The adverts were geo-targeted to reach people living within Appin, Campbelltown, Douglas Park, Maldon, Menangle and Wilton. The adverts had a combined reach of over 217,000 people and generated 8,000 visits to the exhibition website.

## **2.7 Media coverage**

The release of the Preliminary Strategy and exhibition also received considerable coverage in both local and national media, including:

- Channel 7 national news – 22 September, 28 October and 19 November 2015
- Channel 9 national news – 22 September 2015
- Channel 10 national news – 22 September 2015
- ABC national news – 22 September 2015
- ABC radio – 22 September 2016
- 2GB radio – 23 September 2015
- The Australian – 23 September 2015
- Sydney Morning Herald – 23 September, 14 November 2015
- Macarthur Chronical – 29 September, 6 October, 20 October, 27 October 2015
- Campbelltown-Macarthur Advertiser – 23 September, 30 September, 21 October 2015
- Wollondilly Advertiser – 23 September, 30 September, 28 October 2015
- Camden Advertiser – 7 October 2015

## **2.8 Community Forum**

Officers from the Department presented on the Preliminary Strategy and proposed SEPP at the Wollondilly Community Forum on 9 November 2015.

## 3 Submissions received

### 3.1 Submissions Review Methodology and Summary Submissions Report

All those who made submissions were sent an acknowledgement letter or email notifying receipt of their submission. Submissions have been reviewed and considered by Departmental staff. All submissions were available on the Department's website from the end of the exhibition period.

### 3.2 Number of Submissions

A total of 164 submissions were received. These related to different precincts within the Greater Macarthur Land Release Investigation Area, broadly as follows:

- Wilton: 40 submissions
- Menangle Park/Mount Gilead: 41 submissions
- Appin: 27 submissions
- General comments: 56 submissions

**Table 1** below illustrates the key stakeholder groups who made submissions on the Preliminary Strategy and proposed SEPP.

Table 1 Summary of submissions by stakeholder group

Stakeholder Group	Submissions
Local Government, State Government Agencies and Authorities, Infrastructure agencies	<ul style="list-style-type: none"> <li>▪ Campbelltown City Council</li> <li>▪ Wollondilly Shire Council</li> <li>▪ Camden Council</li> <li>▪ AGL Energy Limited</li> <li>▪ Australian Botanic Garden Mount Annan</li> <li>▪ Department of Education</li> <li>▪ Department of Family and Community Services</li> <li>▪ DPI Agriculture</li> <li>▪ Flow Systems</li> <li>▪ NSW Environment Protection Authority</li> <li>▪ NSW Office of Sport</li> <li>▪ NSW Rural Fire Service</li> <li>▪ Office of Environment and Heritage</li> <li>▪ Sydney Living Museums</li> <li>▪ Sydney Water Corporation</li> </ul>
Special Interest Groups – Community	<ul style="list-style-type: none"> <li>▪ Camden Valley R.C. Model Flying Club</li> <li>▪ Discalced Carmelite Friars</li> <li>▪ Discalced Carmelite Nuns Company</li> <li>▪ Help Save Appin NSW Inc.</li> <li>▪ Menangle Community Association</li> <li>▪ National Parks Association of NSW Macarthur Branch</li> <li>▪ National Trust</li> <li>▪ Scenic Hills Association</li> <li>▪ The Greens NSW</li> </ul>
Special Interest Groups – Industry and Business	<ul style="list-style-type: none"> <li>▪ UDIA NSW</li> <li>▪ NSW Federation of Housing Associations</li> <li>▪ Picton Chamber of Commerce and Industry</li> <li>▪ Regional Development Australia, Sydney</li> <li>▪ Urban Taskforce Australia</li> </ul>
Land owners, residents and other interested individuals	<ul style="list-style-type: none"> <li>▪ Local residents (56 submissions)</li> <li>▪ Landholders (48 submissions)</li> <li>▪ External community members (25 submissions)</li> <li>▪ Businesses (6 submissions)</li> </ul>

### 3.3 Frequency of issues raised in submissions

Across all 164 submissions received:

- 101 submissions were generally supportive of new growth areas at Menangle Park/Mount Gilead and Wilton. 17 submissions could not be classified as either supporting or objecting the proposed growth areas.
- 81 submissions were generally supportive of the Preliminary Strategy. 11 submissions could not be classified as either supporting or objecting to the Preliminary Strategy.
- 72 submissions raised concerns with the proposals, mainly relating to the impacts of development intensification in the area.
- Five of those raising concerns with the proposals, were supportive of a growth centre being declared elsewhere in the Greater Macarthur Land Release Investigation Area.

Issues raised were grouped according to an issue category. **Table 2** below identifies the main issues raised in submissions.

Table 2 Frequency of issues raised

Issue	Overall	Wilton	Menangle Park / Mount Gilead	Appin*	General comment
Transport and traffic	77	13	13	21	30
Development opportunities / potential of sites	66	26	12	16	12
Biodiversity and waterways / water quality	60	14	17	12	17
Infrastructure delivery	49	17	7	7	18
Employment and business space	33	9	7	2	15
Community facilities / services	39	8	9	7	15
Impact on rural character	30	5	10	6	9
Mining / coal seam gas	30	5	6	5	15
Timing of rezoning / land release	28	8	7	5	8
Heritage	27	1	13	3	10
Air quality	22	1	5	2	14
Request for other areas to be declared growth area	18	1	0	14	3
Boundary changes requested	17	6	7	1	3
Agriculture	17	1	5	8	3
Timing of development	16	6	2	1	7
Affordable housing	7	1	1	1	4

\*Including the West Appin precinct

It is important to note that whilst the prominence of an issue category reflects the frequency in which it was raised or noted, some comments were made of a 'general' or 'inferred' nature and some issue categories are broad in scope.

## 4 Consideration of submissions

The following section summarises the key issues raised by stakeholders in submissions and how they are being addressed.

### 4.1 Suitability of the area for growth

The main concerns raised in submissions related to the potential impacts of large scale growth in the area, including:

- Loss of agricultural land
- Impact on rural character and heritage
- Loss of habitat and wildlife
- Impact on waterways and water quality
- Air quality concerns
- Concerns about urban sprawl
- Concerns about achieving coexistence of urban development with coal mining and coal seam gas wells

The Greater Macarthur Land Release Investigations were informed by several technical studies that considered the suitability of land for urban development based on environmental values and constraints, including the location of important biodiversity, waterways, agriculture, mining and heritage.

The Preliminary Strategy sets out pathway steps to ensure future rezoning processes address these values, such as by protecting important habitat and waterways.

The Preliminary Strategy and proposed amendments to the Growth Centres SEPP are an initial step to establish a framework to coordinate planning and development for the area. These issues are currently being considered further as part of the preparation of more detailed Land Use and Infrastructure Strategies for each growth area, to ensure appropriate environmental safeguards are in place (see Section 6). The Department is working closely with Wollondilly and Campbelltown Councils, Transport for NSW and other relevant Government agencies to prepare the Strategies and address outstanding issues.

The draft Strategies will be subject to further consultation and public comment.

#### **Biodiversity and water quality**

Submissions raised concerns regarding the protection of threatened and endangered species and ecological communities, as well as concerns over water pollution in nearby rivers and watercourses.

The Preliminary Strategy was informed by a Biodiversity Assessment and Water Management Study. Areas of high biodiversity value have been identified as unsuitable for development. Pathway steps are also proposed to ensure important habitat and biodiversity is properly addressed prior to any rezoning.

The Department recognises that physical infrastructure and the process of urban development can threaten biodiversity and water quality. An important step in translating the findings of the technical studies to a Land Use and Infrastructure Strategy is to ensure that conservation and water quality objectives can be achieved through spatial or development controls. This will include ensuring that land that cannot be protected in the development control phase is protected up-front in the rezoning process.

In relation to potential biodiversity impacts, further investigations are currently being undertaken as part of the preparation of Land Use and Infrastructure Strategies and at subsequent detailed planning and development stages. The preferred approach to managing biodiversity impacts of development is through the biodiversity certification process. This would run concurrently with the rezoning process and will deliver better environmental outcomes and save time and money for landowners over the development cycle.

Further water management technical analysis is also in progress to identify required infrastructure and development controls to positively manage water quality. The Department is working with the Office of Environment and Heritage (OEH) and the Environment Protection Authority (EPA) to progress this work, which will take an outcomes focussed and risk based approach to managing in-stream water quality. This will involve developing appropriate land use plans and development controls that respond to the predicted impact of future urban development on the Hawkesbury–Nepean and Georges River systems. The in-stream values identified by the Healthy Rivers Commission combined with the relevant Australian and New Zealand Environment Conservation Council (ANZECC) guidelines will inform the analysis.

All development proposals will be required to comply with current environmental regulation as part of the development assessment process, which includes assessment and protection of listed flora and fauna, and water quality in the Hawkesbury Nepean catchment.

### **Loss of rural character**

Submissions raised concerns with aesthetic issues associated with the removal of vegetation for development. In particular, several submissions raised concerns with the loss of historic rural landscapes in Menangle Park and Mount Gilead.

The decision to identify Menangle Park and Mount Gilead for urban development has been informed by a strategic analysis of heritage and landscape values and constraints, including known heritage items and conservation areas. These concerns will be considered further as part of the preparation of more detailed plans for the area to ensure development is appropriately integrated with important heritage and landscape values. Particular emphasis will be placed on limiting the visual impact of urban development on heritage items and their curtilages and conserving scenic vistas

The Preliminary Strategy is predicated on the principle that maintaining separation between urban communities is important and achievable. Rural land between and around villages and the growth areas will be retained to provide visual separation and a buffer to areas of environmental significance.

### **Air quality**

Submissions raised concerns with future development and population being exposed to poor air quality.

Photochemical smog (ozone) and particle pollution is a concern across the Sydney Basin, including the Macarthur region. The Department is working with the EPA and OEH to address these concerns and ensure opportunities for improving air quality and reducing exposure to air pollution are integrated into growth planning. This work will draw on EPA and OEH programs and initiatives to address air quality issues across the Sydney Region, including delivery of the NSW Clean Air Plan. Contemporary and proven policy actions will be incorporated in the implementation phase and potentially the Special Infrastructure Contributions Scheme.

The Land Use and Infrastructure Strategy will outline key development principles for managing exposure to poor air quality with the goal that future residents are not exposed to unacceptable levels of air pollution and that development does not worsen existing local and regional air quality. The transport strategy, including building active transport principles into transport corridors and urban design, will focus on maximising active transit and public transport usage.

### **Coal Mining**

The Preliminary Strategy outlines a preference for a staged approach to managing coexistence risks associated with approved coal mining at Wilton. This approach anticipated that urban development would occur first in already mined and subsided areas, and would progress in other areas once mining/subsidence was complete. The Preliminary Strategy sets out requirements that must be satisfied if rezoning of land encumbered by mining was to occur before the completion of approved mining.

Some submissions raised concerns with the proposed pathway steps. These concerns related to subsidence risks and community intolerance of mining, should development be allowed to occur at the same time as mining, or the potential for mining to delay the delivery of homes, should mining be required to occur first.

The Department is working with the Department of Industry, Mine Subsidence Board, and relevant stakeholders, including the proponents of urban development and mining companies. A Government agency working group is investigating potential solutions to the concerns associated with the co-existence of mining and urban development, to achieve certainty for the community and reduce risks to Government. The solutions will need to be considered and an approach endorsed by NSW Cabinet before any rezoning of land affected by mining approvals occurs.

### **Concerns about urban sprawl**

Some submissions raised concerns that the proposed land release is located far from the central Sydney CBD and will contribute to urban sprawl.

The Preliminary Strategy sets out a vision that is focused on delivering growth to support the Regional Cities of Campbelltown-Macarthur and Liverpool.

The new communities are both located within easy access of the Campbelltown-Macarthur Regional City Centre and connections to the regional rail network. The new Western Sydney Priority Growth Area, including the planned major centre of Leppington, the planned Western Sydney Airport at Badgerys Creek and the Regional City of Liverpool are a comfortable commute. They are also positioned to access beaches and recreational opportunities of the south and closer to the Australian Capital Territory and snowfields than much of Sydney.

The new community of Mount Gilead and Menangle Park will connect directly to Campbelltown-Macarthur Regional City Centre, enabling direct and immediate access to existing public and private facilities including education, health and commercial services. Proposals for a new Greater Macarthur Priority Growth Area will shortly be exhibited. This will coordinate the planning for the Glenfield to Macarthur Urban Renewal Corridor and land release areas to maximise the opportunities in and around the regional city centre.

The distinct new town at Wilton will be detached from the Metropolitan footprint but connected to it by current and improved road and transport facilities as well as telecommunication networks. The new town at Wilton will cater for Wollondilly's growing population and will seek to improve the supply of jobs within the Shire. The creation of a new major town centre, well located adjacent the Hume Highway and Picton Road, will provide local employment opportunities. The Maldon employment area has also been announced as part of the strategy. Early release of retail and commercial opportunities that could capitalise on the highway exposure will provide local jobs and better services to the region.

Riparian corridors, additional bushland connections and the Cataract Gorge precinct will remain rural or be zoned open space to provide a green band between the new town and the Sydney metropolitan urban area. This will ensure that the new town is not just a theoretical exemplar of new environmental planning but is distinctly anti-sprawl in its aesthetic.

## **4.2 Transport and traffic**

Submissions raised concerns about increased traffic resulting from development and the need for road upgrades (in particular Appin Road and the Picton Road/Hume Highway intersection) and improved bus and rail services. Submissions outlined the importance of infrastructure being in place before housing is built.

Campbelltown City Council's submission raised the need to ensure efficient, convenient and safe connectivity between the new growth areas and the Campbelltown/Macarthur Regional City Centre. Wollondilly Shire Council's submission seeks the extension of the bus priority corridor to Wilton.

The Preliminary Strategy was informed by a strategic transport study, which identified regional transport infrastructure and road upgrades needed to support growth in the area. Further investigations as part of the preparation of Land Use and Infrastructure Strategies will confirm the road and transport infrastructure and upgrades required as a consequence of proposed urban development. This work will ensure the necessary upgrades are in place to support new development and ensure that roads are safe and adequate for current and future communities.

The Department is working with councils, developers and the transport agencies to address concerns about the impact additional development will have on the capacity and safety of roads, including Appin

Road. The implementation of the growth areas is strongly grounded in the principle that infrastructure must be developed in parallel with growth and a satisfactory level available from the first dwelling occupied and expanded in stages. Private sector investment in infrastructure is already occurring with the design of a section of Appin Road upgrade work underway through developer provision.

Rezoning will only occur in the new growth areas where they are supported by commitments to deliver the necessary infrastructure. The Department is investigating establishing special infrastructure contributions schemes (SIC) for each growth area to secure private sector funding and delivery of necessary enabling infrastructure.

Developers will be required to fund and deliver this infrastructure, at no cost to Government. This will ensure development does not come at the expense of infrastructure investment in other parts of Sydney, including the North West and South West Priority Growth Areas.

The Department intends to consult on draft SIC schemes alongside the draft Land Use and Infrastructure Strategies. Submissions from major landowners, Urban Taskforce Australia and the Urban Development Institute of Australia were generally supportive of a contributions scheme being established to ensure necessary infrastructure is put in place, provided the costs are reasonable and equitable.

### **4.3 Community facilities and services**

Submissions raised concerns with the capacity of social and physical infrastructure, including schools, recreation and health facilities, to meet current and future needs of the community. The need for required infrastructure to be in place before any new homes were built was also raised.

The Department is working with councils, relevant government agencies and service providers to identify the social infrastructure that needs to be delivered to support new communities in the area. The Preliminary Strategy was informed by a strategic social infrastructure study, which identified regional infrastructure requirements.

Further investigations as part of the preparation of Land Use and Infrastructure Strategies are in progress and will confirm the requirements required to ensure community facilities are adequate for current and future communities. Landowners have identified and offered sites for key social infrastructure and begun to enter into arrangements with service providers.

Rezoning will only occur in the new growth areas where they are supported by commitments to deliver the necessary infrastructure. The Department is investigating establishing special infrastructure contributions schemes for each growth area to secure private sector funding and delivery of necessary enabling infrastructure. Some discreet parts of the growth areas, including those that are the subject of existing planning proposals, will be supported by a voluntary planning agreement, to support timely provision of homes and jobs.

In addition, local level community facilities will be delivered through section 94 contributions to Councils or directly by developers as works in kind. These agreements will be evaluated and determined by Councils in consultation with the Department. This will ensure a no-gap approach to the provision of infrastructure.

### **4.4 Employment opportunities**

Submissions raised concerns with the ability of future residents to access jobs and services locally. Some stakeholders, including local businesses and the Picton Chamber of Commerce and Industry, view the new growth areas as creating the opportunity for new employment opportunities and boosting the local economy. Regional Development Australia and Campbelltown City Council have recommended the preparation of an economic development strategy to increase jobs and regional self-containment.

Employment generation has been an important consideration in our planning for the area, which are being supported by economic and employment studies. The Preliminary Strategy identifies new employment areas and town and village centres that will provide local jobs and services. This includes the creation of a major new town centre at Wilton.

The steering groups established to manage the implementation phase and specialist technical studies are currently considering employment opportunities as part of the preparation of Land Use and Infrastructure Strategies. We are currently identifying economic development actions to increase opportunities for local businesses and jobs in the growth areas.

The Strategies will also identify the economic development investigations that will be required as part of the rezoning process to support job creation.

#### 4.5 The need for additional growth centres

A small number of submissions were received questioning the need for additional growth areas given spare capacity remains in the South West and North West Priority Growth Areas, and the Government's significant investment in infrastructure in these areas. This includes Camden Council, which has raised concerns with the impact of the proposed new growth areas on the delivery of new homes and infrastructure in the South West Priority Growth Area.

Camden Council's submission raised concern that the proposed new growth areas will be in competition with the South West Growth Area, and may impact on the delivery of infrastructure commitments that have been made.

The NSW Government remains committed to the established land release programs in the North West and South West Priority Growth Areas. The Government has made significant investment in rail, road, energy, water related and social infrastructure to enable development in these areas. These areas will continue to be the focus of incremental infrastructure investment to drive housing supply.

To complement the existing Growth Areas, the Government has acknowledged the additional potential of Greater Macarthur. It is expected to meet demand for urban development which offers diversity in housing style, location, lifestyle and affordability. The new growth areas will proceed on a 'no additional cost to Government' basis, led by private investment and proposals.

#### 4.6 Requests for sites to be included in the growth areas

Several submissions sought inclusion of specific sites within the boundaries of the proposed growth areas. These proposals are considered in the table below. A map of the sites is included at **Appendix B**.

Requests for inclusion within the Menangle Park/Mount Gilead Priority Growth Area	Response
<ul style="list-style-type: none"> <li>10 to 22 Menangle Road – owners seek inclusion in growth area to allow higher density housing, arguing the site does not have any environmental constraints and has proximity to Menangle Road.</li> </ul>	<p>The subject is not considered to provide significant growth opportunities, but may have potential for limited low density housing.</p> <p>It is proposed to include the land within the boundary of the proposed Greater Macarthur Priority Growth Area, to be exhibited shortly.</p> <p>Opportunities for development can be pursued through local planning processes, should the land owners wish to formulate a planning proposal for further consideration.</p>
<ul style="list-style-type: none"> <li>430 Appin Road – owners seek extension of growth centre to Campbelltown Council boundary, arguing the site is not environmentally constrained, is not large enough to support intensive agricultural uses and can be serviced as part of the wider growth area.</li> </ul>	<p>The exhibited priority growth area boundary was informed by a strategic transport infrastructure study which indicated extending development further south would trigger significant infrastructure requirements, including an east-west connection and interchange between Appin Road and the Hume Highway and a significant Nepean River crossing. Additional upgrades to Appin Road and a new north-south public</p>
<ul style="list-style-type: none"> <li>Gilead Landowners Group - seek</li> </ul>	

Requests for inclusion within the Menangle Park/Mount Gilead Priority Growth Area	Response
<p>extension of the growth area boundary south to the Campbelltown Council or Murrumbidgee Creek catchment boundary, arguing this will enable more efficient precinct planning and delivery of servicing to the landholdings.</p>	<p>transport corridor would also be required. The costs of this infrastructure would add significantly to the costs of development.</p>
<ul style="list-style-type: none"> <li>Ingham Property Group - seeks extension of the growth area boundary south to include their land, arguing the land is unconstrained, will deliver an additional 3,000 homes and can be easily serviced by the proposed infrastructure upgrades in the growth area. The existing poultry operation on site is scheduled for closure in the short term.</li> </ul>	<p>The high level utilities servicing study indicated that servicing of this land is not likely to occur until after Menangle Park, Wilton and Gilead. This suggests the land provides longer-term development opportunities, post 2036.</p> <p>To provide clarity of the long-term capability of this land, it is proposed to include these sites within the boundary of the proposed Greater Macarthur Priority Growth Area, to be exhibited shortly.</p> <p>Decisions relating to the timing of release and development of this land will be informed by further technical analysis of transport and utilities servicing requirements, environmental impacts, land use constraints and opportunities, and land supply and demand forecasts.</p>
<ul style="list-style-type: none"> <li>Flow Systems, a water and energy utilities provider, seek inclusion of the Menangle within the growth area, arguing this area could be serviced as an adjunct to servicing of Menangle Park a Mount Gilead</li> </ul>	<p>Menangle is separated from the proposed growth area by the Hume Highway and Cataract River. The growth area boundary was informed by a high level utilities servicing study that indicated that this land is likely to be serviced until after Menangle Park, Wilton and Gilead and West Appin have been developed.</p> <p>Large parts of Menangle are within the Menangle Landscape Conservation Area and/or subject to flooding, limiting the scope for large scale development.</p> <p>Local scale development opportunities will be considered through local planning processes, informed by the Wollondilly Growth Management Strategy.</p>

Requests for inclusion within the Wilton Priority Growth Area	Response
<ul style="list-style-type: none"> <li>430 to 490 Douglas Park Drive – landowner requests inclusion in the growth area, arguing site is unencumbered by environmental constraints and (combined with the neighbouring St Mary's Retreat Centre) can provide a large number of dwellings. The submission argues the land adjoins existing suburban development and can be cost effectively serviced.</li> </ul> <p>(St Mary's Retreat Centre is not a party to the submission and has not made an individual submission.)</p>	<p>The sites are located within the Cataract precinct. While there are pockets of land identified as suitable for urban development, these are isolated from the Wilton Priority Growth Area by waterways and significant vegetation.</p> <p>Servicing large scale development in the precinct is considered costly. The high level utilities servicing study indicated that this land would likely be serviced last in an efficient utilities rollout.</p> <p>The Cataract precinct will remain rural in nature to provide green separation between the new town and the Sydney metropolitan urban area.</p>
<ul style="list-style-type: none"> <li>20 Macarthur Drive – owner requests inclusion in growth area on the grounds that the site has potential for development and is serviced by utilities.</li> </ul>	<p>Small scale development that is consistent with the rural setting can be pursued through local planning processes, informed by the Wollondilly</p>

Requests for inclusion within the Wilton Priority Growth Area	Response
	Growth Management Strategy.
<ul style="list-style-type: none"> <li>Land fronting Picton Road and Macarthur Drive/Lisa Road – landowner requests inclusion of two additional sites north of Picton Road in growth area for large lot rural residential uses, arguing site is not viable for continued agricultural uses and is equally as developable and serviceable as land included in the growth area. (Landowner's holding south of Picton Road is included in the growth area).</li> </ul>	<p>The proposed sites are separated from the Wilton Priority Growth Area by Picton Road and a creek line. Access constraints along Picton Road limit the scale of growth opportunity in this area and would impose additional costs to implement satisfactory access arrangements.</p> <p>Small scale of development of this nature can be pursued through local planning processes, informed by the Wollondilly Growth Management Strategy.</p>
<ul style="list-style-type: none"> <li>Maldon Landowners Group (and individual owners of land) – seek inclusion of land on west side of Picton Road, as an extension (approx. 60ha) to the Maldon employment area, on the grounds that it is developable ideally located for employment uses.</li> </ul>	<p>This suitability of this land for development was not considered as part of the Greater Macarthur Land Release Investigation.</p> <p>Its potential and the need for additional employment land in this location, is currently being considered as part of further investigations to inform a more detailed Land Use and Infrastructure Strategy for the area.</p> <p>Refinements to the growth area boundary will be investigated, considering a more refined understanding of transport and infrastructure requirements, environmental impacts, land use constraints and opportunities.</p>

#### 4.7 Land at West Appin

Several submissions were received seeking designation of land at West Appin as a priority growth area. This land was identified as suitable for urban development by the Greater Macarthur Land Release Investigation, with capacity for approximately 18,000 homes. The submissions supporting land release argued that the release of additional land was necessary to meet Sydney's housing needs. The submissions argued the land was suitable for development as it was not encumbered by mining and not viable for continued agricultural use. It was argued that the cost of required infrastructure could be supported by the additional development and would provide the potential for improvements to existing local infrastructure.

In addition to those supporting land release, several submissions were received raising concerns with increased development in and around Appin Village on the grounds of impacts on roads (in particular Appin Road), biodiversity, heritage/archaeology, and impact on the rural setting of the village.

The Preliminary Strategy concludes that West Appin is not identified for major land release prior to 2036, but is identified as having potential for release in the longer term.

Land release at this location would trigger significant physical and social infrastructure requirements, including an east-west connection and interchange between Appin Road and the Hume Highway, a significant Nepean River crossing, additional upgrade of Appin Road, and the Appin bypass.

Utilities infrastructure needed to support growth can be rolled out most efficiently in Menangle Park and Mount Gilead before West Appin.

There is sufficient land supply to address the forecast demand for housing and employment land in the North West and South West Priority Growth Areas and also in the new proposed priority growth areas at Wilton and Menangle Park and Mount Gilead.

Beyond 2036, long term strategic transport infrastructure, such as construction of the Outer Sydney Orbital, could make West Appin land release more cost effective and could be a driver for the creation of jobs that this part of Sydney needs.

While the release of land in West Appin prior to 2036 is not required to meet growth needs at this time, the recognition of the area's long-term potential without identifying it as a growth area has created uncertainty among land owners and the community regarding future planning outcomes for the area. To provide clarity of the long-term capability of this land, it is proposed to include West Appin within the boundary of the proposed Greater Macarthur Priority Growth Area, to be exhibited shortly.

Such an approach is consistent with the approach taken for the North West and South West Priority Growth Area, which identified a long-term pipeline of land for housing. This provides a pathway for Government to formally engage with landowners and the community on the long term planning of the area and will inform infrastructure planning and setting of funding priorities.

The rezoning and development of land at West Appin is required to be consistent with the Preliminary Strategy, which identifies Wilton New Town, Menangle Park and Mount Gilead as being delivered first.

The timing of the release of additional land will be considered as part of future review and updates to the Preliminary Strategy. Decisions will be informed by further technical analysis of transport and utilities servicing requirements, environmental impacts, land use constraints and opportunities, and land supply and demand forecasts.

Future proposals for rezoning and development of land at West Appin will need to ensure community concerns are satisfactorily addressed before any development is able to proceed. This includes ensuring necessary transport and social infrastructure is in place and environmental impacts are appropriately addressed, including providing green separation between villages.

In the short term, the overarching strategy does not preclude the advancement of planning proposals that are consistent with the rural character of Appin. Current proposals to expand the Appin Village in the Macquariedale Road area are worthy of investigation and should be assessed under the usual processes, applying merit based decisions by the relevant planning authority.

#### 4.8 Requests for land to be excluded from the growth areas

Submissions seeking exclusion of specific sites from the proposed growth areas are considered in the table below. A map of the sites is included at **Appendix B**.

Site	Response
<ul style="list-style-type: none"> <li>Australian Botanic Garden Mount Annan – seeks removal of the botanic gardens from the Menangle Park/Mount Gilead Priority Growth Area boundary on the grounds that the land contains significant horticultural areas and is unsuitable for development.</li> </ul>	<p>The exhibited growth area boundary incorrectly encroached on the southern extent of the established grounds of the botanic gardens. The land is not identified for urban development in the Preliminary Strategy.</p> <p>The growth area boundary will be amended accordingly.</p>
<ul style="list-style-type: none"> <li>Glenlee planning proposal site – the Glenlee Consortium and Campbelltown Council made submissions seeking exclusion of the site from the Menangle Park/Mount Gilead Priority Growth Area boundary.</li> </ul> <p>The site straddles the boundary of Camden and Campbelltown Councils and is subject to a planning proposal for industrial uses, currently with both councils for decision.</p> <p>The submission raises concern that</p>	<p>It is proposed to incorporate all of the Glenlee planning proposal site within the exhibited boundary of the proposed Greater Macarthur Priority Growth Area, recognising the potential contribution the site can make to the region's employment need.</p> <p>Identification of the land within the Growth Centres SEPP provides more flexibility in the pathways to rezone land and will ensure that issues of importance to State and regional planning are appropriately addressed. It will not preclude the assessment and finalisation of the</p>

Site	Response
inclusion of the site within the SEPP will delay the finalisation of the planning proposal by councils.	<p>current planning proposal.</p> <p>Should the rezoning be approved, the Growth Centres SEPP will be amended accordingly.</p> <p>The need to include the Glenlee site in a future SIC scheme will be considered, taking into consideration further technical investigations currently underway, and following feedback from both councils.</p>
<ul style="list-style-type: none"> <li>Office of Environment and Heritage – requests that the part of Upper Nepean State Conservation Area in the Wilton Priority Growth Centre be removed.</li> </ul>	The land is not identified as suitable for urban development in the Preliminary Strategy. The growth area boundary will be amended accordingly.

#### 4.9 Concerns regarding Impact on current rezoning proposals

A small number of submissions were received by the proponents of planning proposals currently being considered by Campbelltown Council, raising concern that the land within the Growth Centre SEPP will cause unnecessary delays to the finalisation of the proposed rezoning.

The Department remains committed to progressing the merit consideration of post-exhibition rezoning proposals concurrent with the preparation of Land Use and Infrastructure Strategies and infrastructure planning.

Identification of the land within the Growth Centres SEPP provides more flexibility in the pathways to rezone land and will ensure that issues of importance to State and regional planning are appropriately addressed. It will not preclude the assessment and finalisation of active planning proposal.

Should the rezoning be approved, the Growth Centres SEPP will be amended accordingly.

## 5 Final SEPP Amendment – Wilton

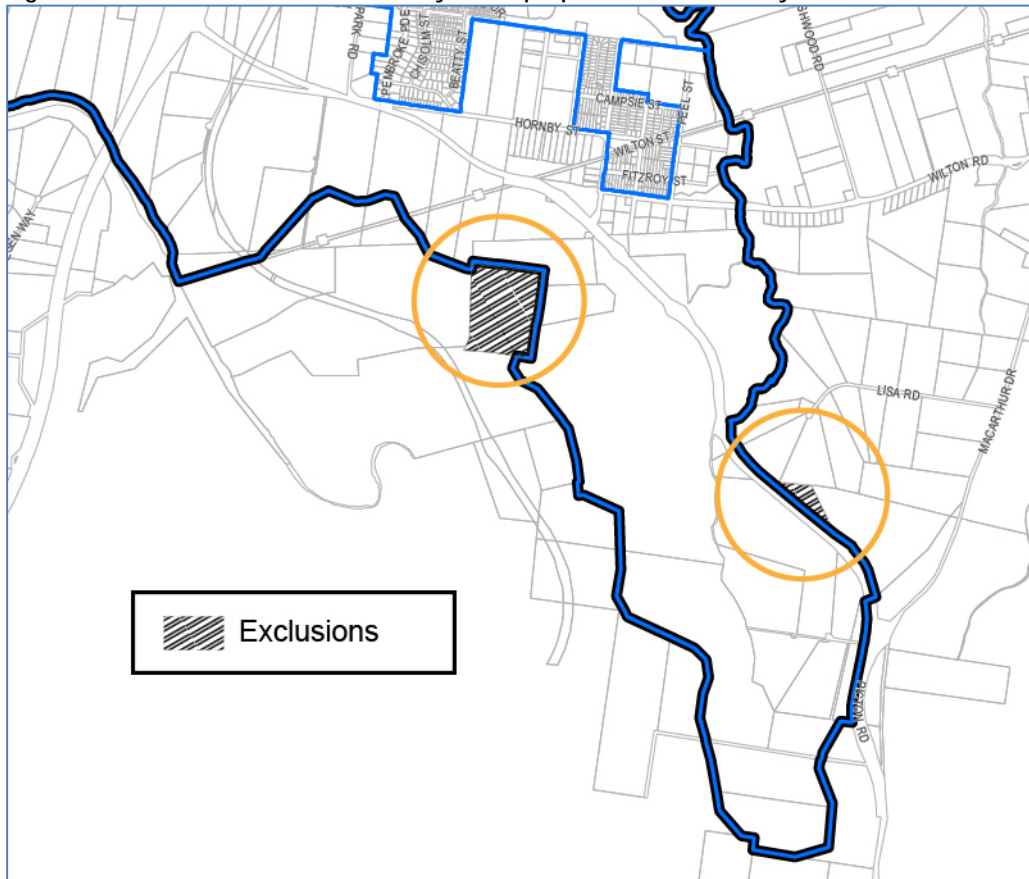
### 5.1 Post Exhibition Changes to the proposed SEPP

Following exhibition minor changes have been made to the proposed SEPP as follows:

- Removal of the Upper Nepean State Conservation Area from the priority growth area, as outlined in section 4.8 (**Figure 2**); and
- Alignment of the south-eastern boundary of the priority growth area with Picton Road (**Figure 2**).

The final boundaries of the Wilton Priority Growth Area are detailed at **Appendix C**.

Figure 2 - Areas removed from boundary of the proposed Wilton Priority Growth Area



## 6 Implementation and next steps

### 6.1 Statutory Implementation

Following consideration of consultation submissions, the proposed amendments to the Growth Centres SEPP will be finalised and gazetted. These will formally recognise the proposed growth areas, providing certainty to land owners and infrastructure agencies. The amendment will also ensure that the Preliminary Strategy (or future Land Use and Infrastructure Strategies) are considered in development decisions.

It is intended that the Wilton Priority Growth Area will be gazetted shortly, in line with the changes outlined in this report. The proposals relating to the Greater Macarthur Priority Growth Area will be exhibited for stakeholder and community feedback, before a final decision is made.

A local planning (section 117) direction was issued by the Minister for Planning on 22 September 2015. The direction applies to all future rezoning proposals across Greater Macarthur, and will ensure they are consistent with the Preliminary Strategy.

Once the Land Use and Infrastructure Strategies are finalised the local planning direction will be amended to adopt the Strategies.

The Preliminary Strategy and Growth Centres SEPP amendments are the first steps in delivering new growth areas at Wilton New Town, Menangle Park and Mount Gilead. Subsequent planning stages will address concerns raised by stakeholders and identify more detailed development controls and infrastructure requirements, which will be subject to further community consultation.

### 6.2 Strategic planning

The Department is working closely with Wollondilly and Campbelltown Councils, Transport for NSW, and other relevant Government agencies to prepare more detailed Land Use and Infrastructure Strategies for each priority growth area. This work includes further investigations into transport and infrastructure requirements and environmental safeguards needed to address the issues raised in submissions.

The Strategies will provide further clarity on the future land use vision for the Wilton New Town, Menangle Park and Mount Gilead to guide rezonings and development, including the location of future employment land and centres, a road network, and potential transport corridors and staging scenarios.

Several technical investigations will be prepared or refined to inform the Strategies. These include:

- Market demand analysis
- Economic and employment assessment
- Transport infrastructure study
- Social infrastructure and community development
- Water management
- Utility servicing strategy (water, electricity, gas and telecommunications)
- Biodiversity and conservation
- Aboriginal and European heritage

The Department plans to consult stakeholders and the community on the Land Use and Infrastructure Strategies in the second half of 2016.

Alongside work on the Strategies, the Department has begun work to establish a Special Infrastructure Contributions scheme for each new growth area that will secure private sector funding and delivery of necessary enabling infrastructure, at no additional cost to Government. We anticipate reporting publicly on a draft infrastructure framework by the end of 2016.

### **6.3 Rezoning process**

The Department will work closely with Wollondilly and Campbelltown Councils, relevant Government agencies, and major landowners to progress rezoning proposals for land within the new growth areas.

The proposed amendments to the Growth Centres SEPP do not rezone land in the growth areas. Existing land use zones and permissible uses will continue to apply until rezoning occurs.

Rezoning of land within the priority growth areas will, at least initially, be through proponent led planning proposals, guided by the Land Use and Infrastructure Strategy. Rezoning through the SEPP process may be used if needed to integrate proponent led proposals to ensure regional and State matters are satisfactorily addressed.

Each rezoning process will prepare technical studies that will consider a precinct's development potential in further detail and address key land use constraints and issues. This includes extensive investigations into Aboriginal and European heritage, land capability and contamination, noise, odour, transport, biodiversity, bushfire, water management, economics and employment, community facilities and open space.

These studies form the basis of a draft rezoning package, which is placed on public exhibition. The package will outline proposed road patterns, future land uses, the mix and type of housing, and the location of community facilities and local open space. The rezoning process will also ensure appropriate commitments are in place to deliver necessary infrastructure in time for new homes.

The preferred approach to managing biodiversity impacts of development is through the biodiversity certification process. This process will run concurrently with the rezoning process, informed by appropriate technical studies.

The Department is working with Campbelltown Council, Transport for NSW and major landowners to progress the merit consideration of active post-exhibition rezoning proposals to enable delivery of the first homes in Menangle Park and Mount Gilead by 2018.

Rezoning of other precincts within Wilton New Town, Menangle Park and Mount Gilead is anticipated to begin early 2017 and will be subject to community consultation.

Decisions on the release and rezoning of additional land in Greater Macarthur will be considered as part of future review and revisions to the Preliminary Strategy.

## **7 APPENDICES**

## 7.1 Appendix A: Explanation of Intended Effect

## EXPLANATION OF INTENDED EFFECT

### STATE ENVIRONMENTAL PLANNING POLICY TO AMEND STATE ENVIRONMENTAL PLANNING POLICY (SYDNEY REGION GROWTH CENTRES) 2006 – AMENDMENT TO INCLUDE MENANGLE PARK/MOUNT GILEAD AND WILTON AS GROWTH CENTRES

#### 1.1 Introduction

The proposed instrument (**proposed SEPP**) will amend *State Environmental Planning Policy (Sydney Region Growth Centres) 2006* (**Growth Centres SEPP**) by:

- 1) identifying two new growth centres at Menangle Park/Mount Gilead and Wilton; and
- 2) making consequential amendments to the operative provisions of the Growth Centres SEPP, to reflect the inclusion of the proposed growth centres.

The proposed SEPP amendments do not rezone land and local planning instruments will continue to apply after the proposed amendments are published (if approved) until land is rezoned.

#### 1.2 Background

- The NSW Government published *A Plan for Growing Sydney* in December 2014. The Plan sets out the Government's strategy for meeting Sydney's housing supply needs over the next 20 years. This includes identifying new locations that could contribute to meeting the housing supply challenge, now and beyond 2036.
- The initial focus of these investigations was the Greater Macarthur Land Release Investigation Area, located south and south-west of Campbelltown-Macarthur.
- The investigations have identified immediate opportunities to deliver up to 34,700 homes in Menangle Park and Mount Gilead and in a new town at Wilton that will increase capacity to provide new homes for Sydney's growing population.
- A vision and structure plan for Menangle Park, Mount Gilead and Wilton is set out in the Greater Macarthur Land Release Preliminary Strategy.
- Maximising these opportunities requires a coordinated approach to land use planning and infrastructure delivery. To achieve this, the Department proposes to identify Menangle Park, Mount Gilead and Wilton as priority growth areas by including them in the Growth Centres SEPP.

#### 1.3 Proposed SEPP Amendments

##### Part 1 - Preliminary

Part 1 sets out the aims of the SEPP, important definitions and the land to which the SEPP applies. Amendments will be required to be made to Part 1 to include reference to the new growth centres.

It is proposed that the Greater Macarthur Land Release Preliminary Strategy will act as the structure plan for the new growth centres. The definition of "growth centre structure plan" in clause 3(1) will be amended to include reference to the Greater Macarthur Land Release Preliminary Strategy. The structure plan will guide future land use planning in the growth centres.

Specific amendments proposed to Part 1 include:

- Clause 2(a): will be amended to refer to Menangle Park/Mt Gilead and Wilton, in addition to the current references to the North West and South West Growth Centres.
- Clause 3(1): amend the definitions of “growth centre”, “growth centre precinct” and “growth centre structure plan” to refer to Menangle Park/Mount Gilead and Wilton, and to the Greater Macarthur Land Release Preliminary Strategy.

#### Part 2 – Land use and other development controls resulting from precinct planning

Part 2 identifies the land use provisions applying to the carrying out of development within growth centres where detailed precinct planning has occurred.

The existing provisions of local planning instruments will continue to apply to development of land in the proposed growth centres until precinct planning occurs.

Future amendments to the SEPP will identify precincts that have been rezoned for urban purposes and the relevant land use provisions.

It is proposed to amend clause 7A to identify the Bingara Gorge Precinct has having been rezoned for urban purposes under Wollondilly Local Environmental Plan 2011.

#### Part 3 – Land Use – Environmental Conservation and Recreation Zones

Part 3 identifies land use provisions for certain land zoned Environmental Conservation or Public Recreation under the SEPP. No amendments are proposed to Part 3. In addition as the proposed SEPP amendments will not rezone any land, the provisions in Part 3 will not apply in the new growth centres.

#### Part 4 – Development controls - general

Part 4 sets out provisions relating to the assessment of proposed development in growth centres. It is intended that clauses 16 and 17 will apply to the proposed growth centres. No amendments to Part 4 are proposed at this time.

Clauses 16 and 17 will apply to land in the growth centres until precinct planning is finalised. Clause 16 requires a consent authority to consider how proposed development impacts on the delivery of desired future land uses in the growth centre.

Clause 17 requires certain development applications to be referred to the Department of Planning and Environment for comment. This clause will apply once land in a growth centre precinct has been released by the Minister under clause 276 of the *Environmental Planning and Assessment Regulation 2000* for urban development. The Minister intends to release land within the Menangle Park/Mt Gilead and Wilton growth centres following approval of the proposed SEPP amendments.

Clauses 16 and 17 will not apply to the Bingara Gorge Precinct as the land has already been released and rezoned for urban purposes.

It is not intended that clauses 18, 18A and 18B will apply to land in the proposed growth centres. The provisions of *State Environmental Planning Policy (Infrastructure) 2007* will continue to govern the carrying out of public utility undertakings.

#### Parts 5 and 6 – Development controls – flood prone and major creeks land and vegetation

The provisions of Parts 5 and 6 will not apply to the proposed growth centres. Existing state and local planning provisions relating to flood prone and major creeks land and native vegetation will continue to apply. Additional provisions can be drafted where necessary as part of the precinct planning process, guided by the rezoning pathway steps set out in the Greater Macarthur Land Release Preliminary Strategy.

#### Part 7 – Development controls – cultural heritage landscape area

Part 7 relates to land in the vicinity of Rouse Hill House Estate in the North West Growth Centre. The provisions will not apply to land in the proposed growth centres.

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### Maps

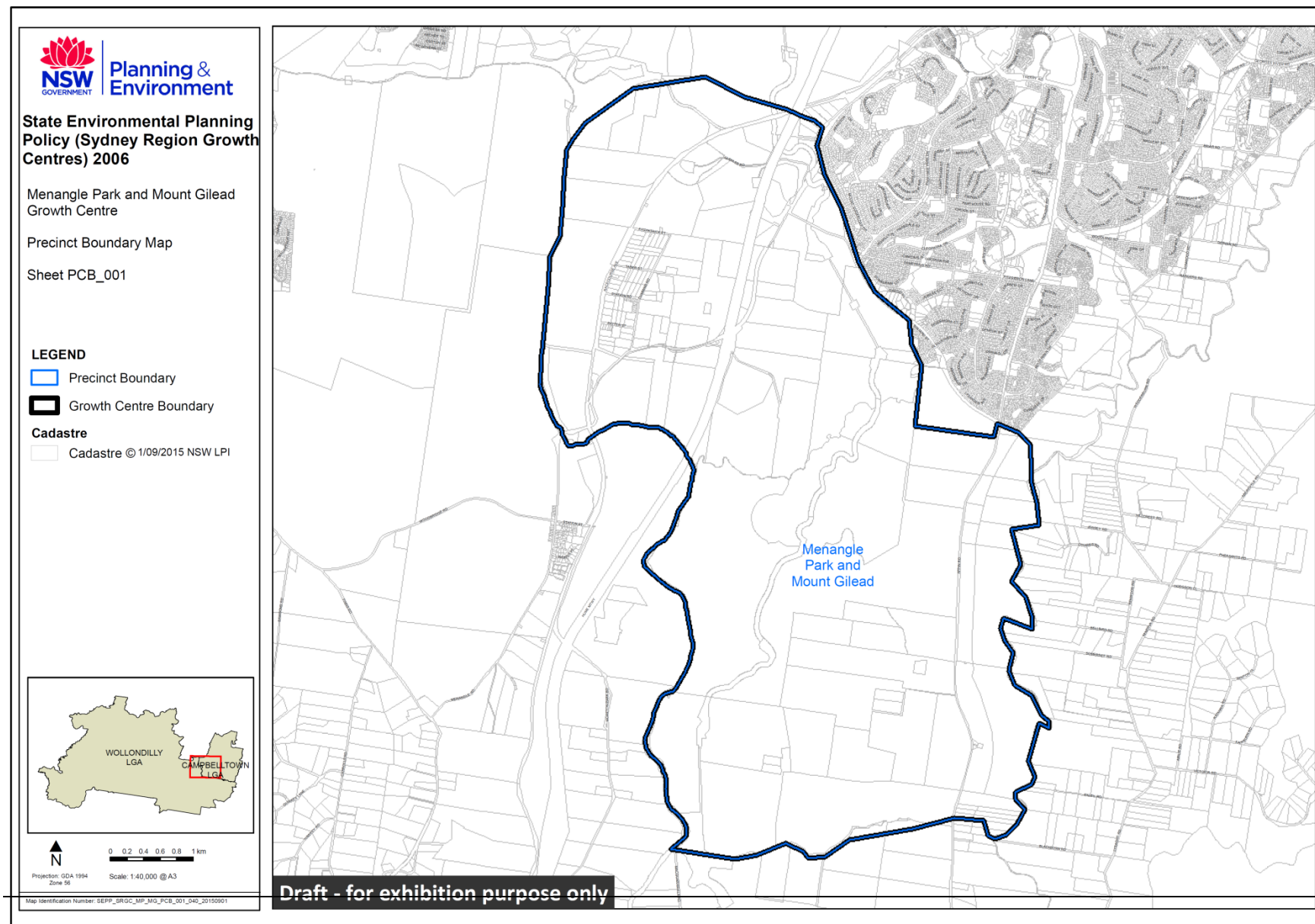
The boundaries of each growth centre and precincts will be identified on new maps to be inserted into the SEPP.

The proposed boundary of each growth centre is shown on the maps at **Attachment A**.

### Dictionary

The Dictionary at the end of the Growth Centres SEPP will be amended to include definitions of the proposed growth centres.

## Attachment 1 – Proposed boundary of the Menangle Park/Mount Gilead growth centre and Wilton growth centre





Planning &  
Environment

**State Environmental Planning  
Policy (Sydney Region Growth  
Centres) 2006**

Wilton Growth Centre

Precinct Boundary Map

Sheet PCB\_001

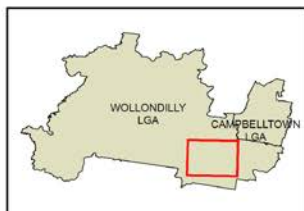
**LEGEND**

Precinct Boundary

Growth Centre Boundary

**Cadastre**

Cadastre © 1/09/2015 NSW LPI

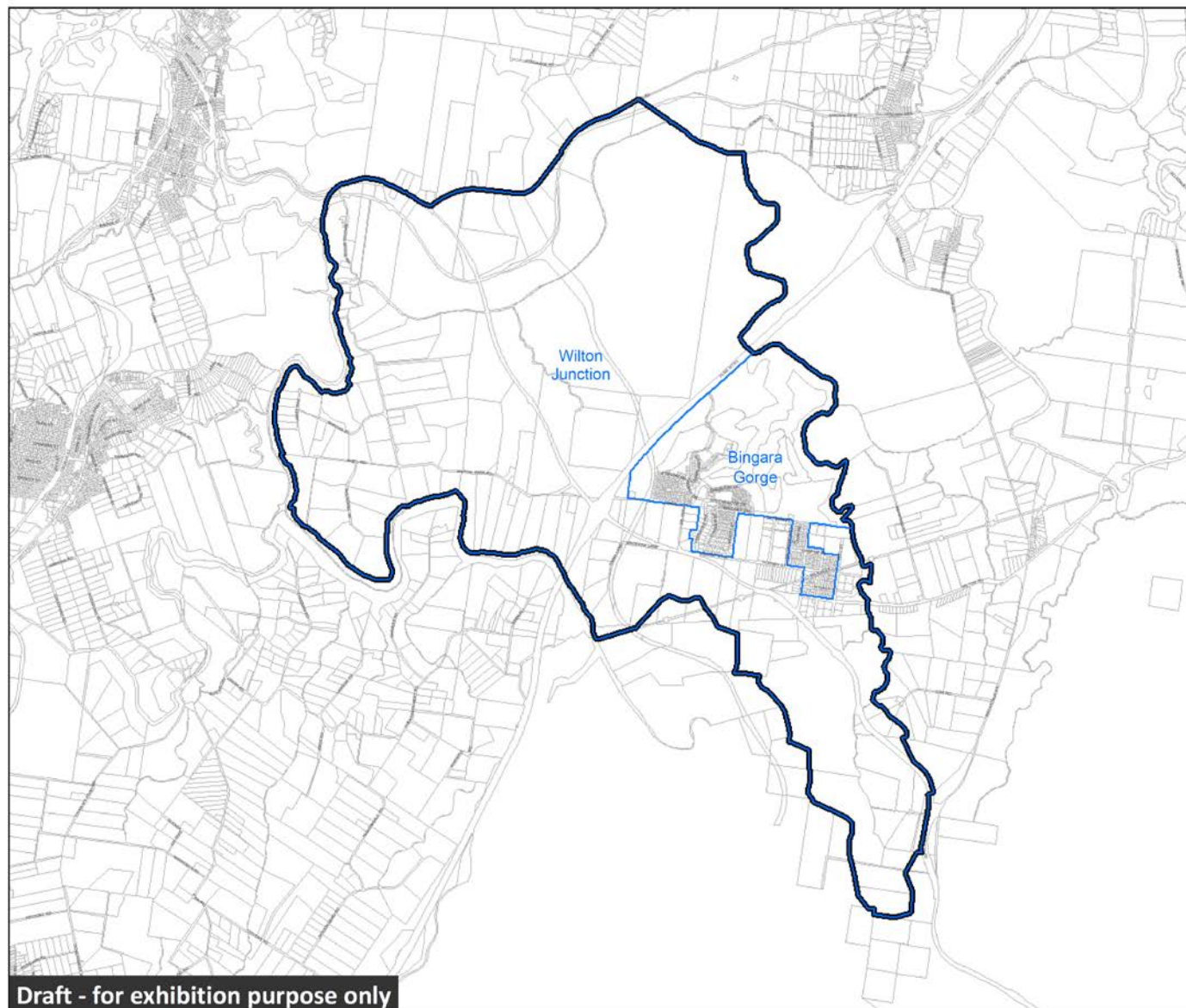


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Zone 56

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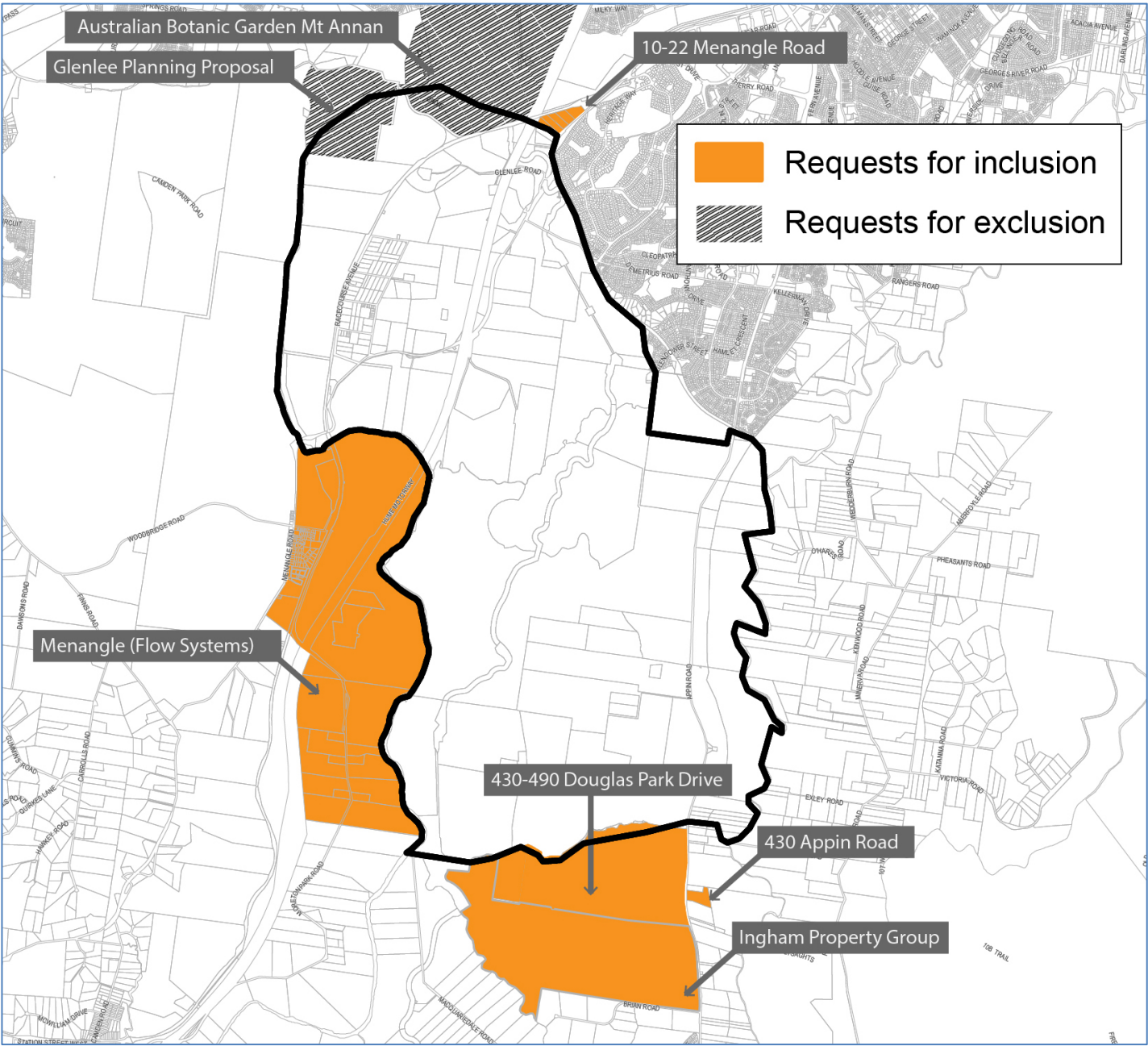
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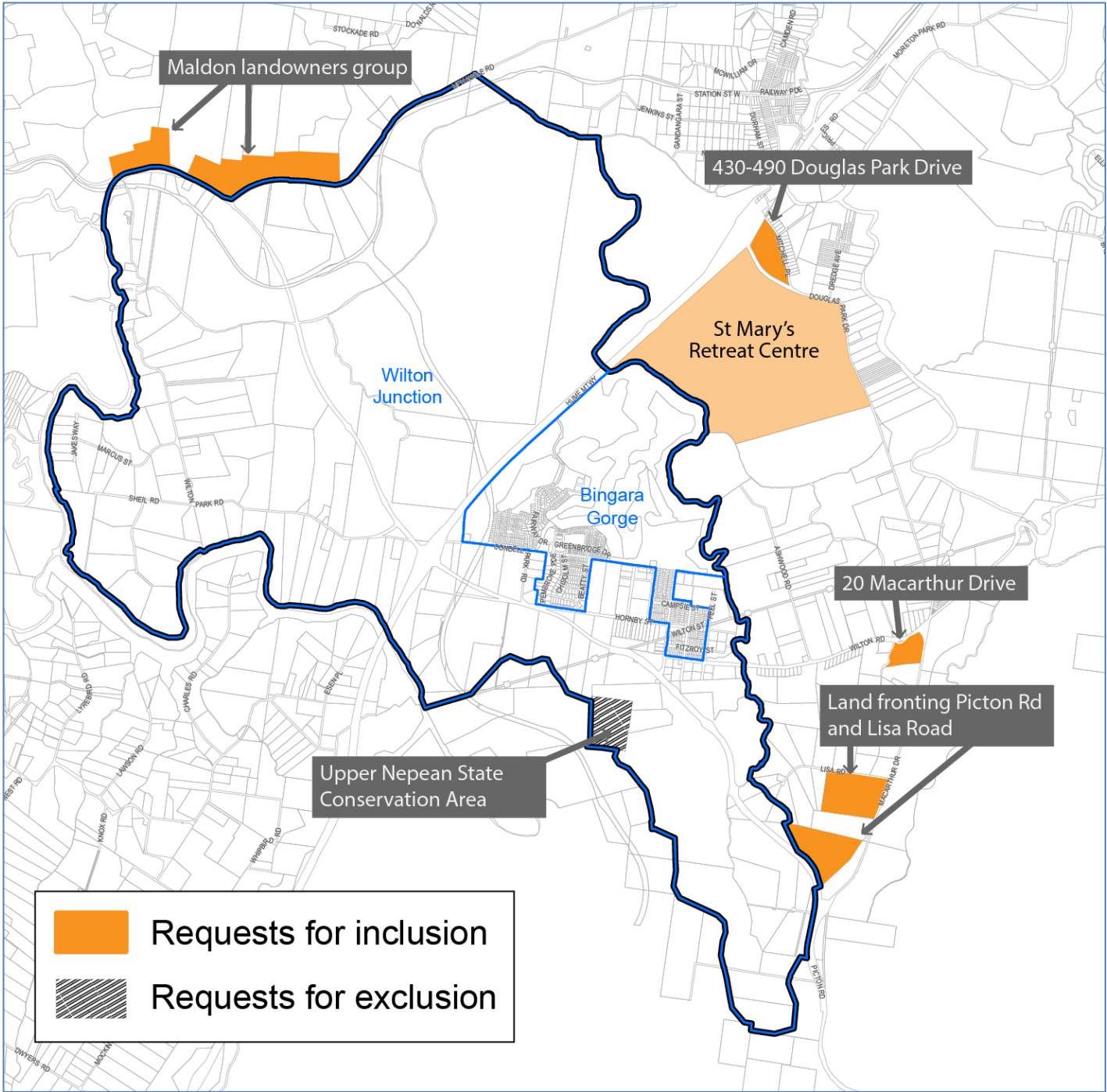
**Draft - for exhibition purpose only**

## **7.2 Appendix B: Specific sites identified in stakeholder submissions**

Menangle Park and Mount Gilead



Wilton



### **7.3 Appendix C: Final SEPP map identifying the boundaries of the Wilton Priority Growth Area**



Planning &  
Environment

**State Environmental Planning  
Policy (Sydney Region Growth  
Centres) 2006**


**Wilton Priority Growth Area  
Precinct Boundary Map  
Sheet PCB\_001**

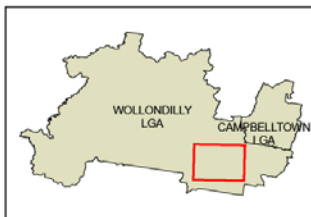
**LEGEND**

**Growth Centre Boundaries**

-  Wilton Priority Growth Area Boundary
-  Wilton Priority Growth Area Precinct Boundary

**Cadastre**

-  Cadastre @ 14/04/2016 NSW LPI

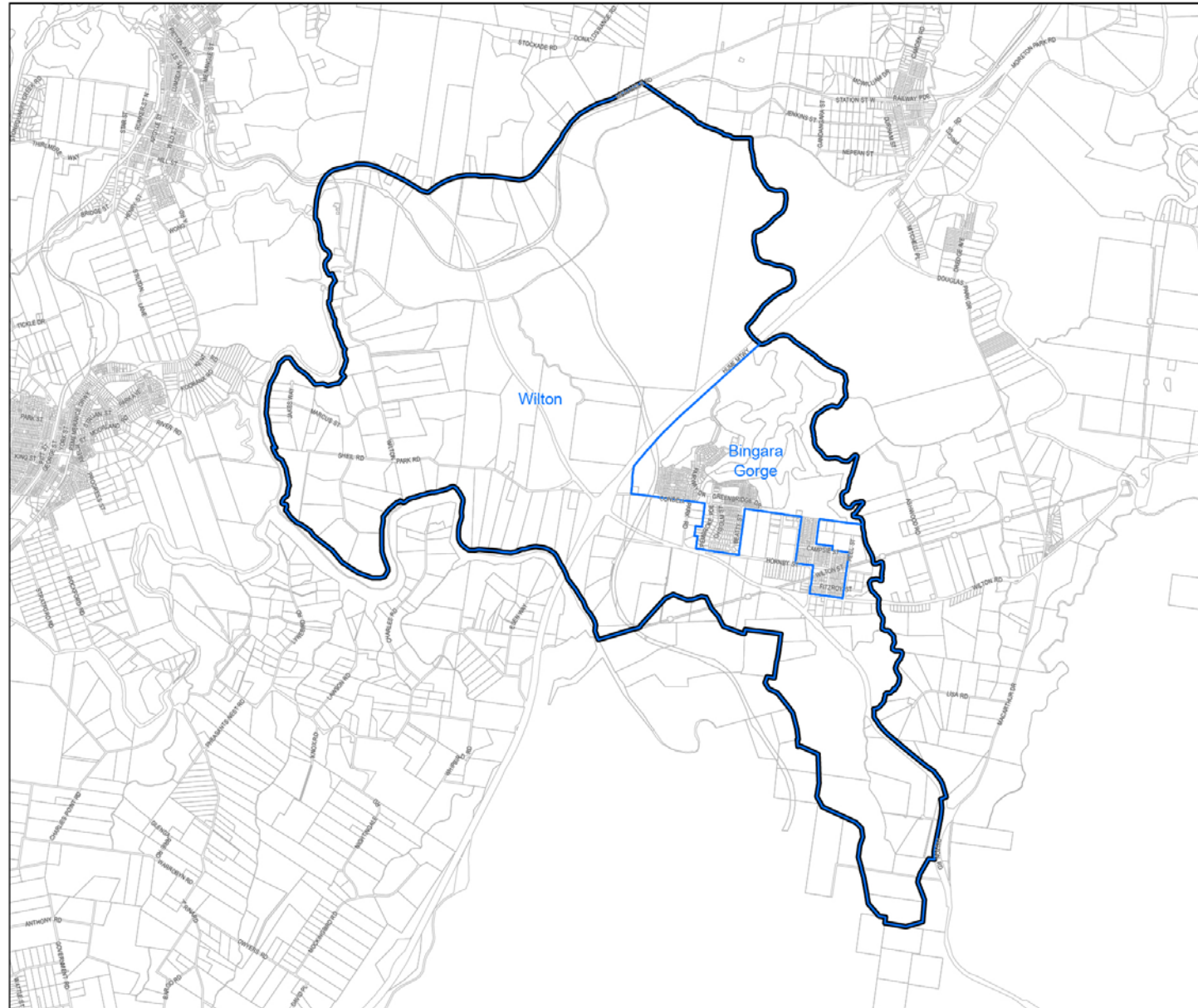


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