



Precise Planning

Planning | Development | Management

31 May 2018

Our Ref: 1384

The General Manager
Wollondilly Council
PO Box 21
PICTON NSW 2571

Dear Sir

**Rezoning proposal – Tourist facilities and small lot development
350 Barkers Lodge Road Picton**

I refer to the above matter and in particular Council's letter dated 4 May 2018. This letter is intended to summarise my response to Council's letter, as well as to clarify aspects of the proposal to give a clear outline of the proponent's vision for the development. These matters are discussed in further detail later in this letter.

- 1) The proposal seeks support for various LEP amendments to enable a tourist facility to be erected and to operate on the site, as well as to enable a small, low-impact subdivision at one end of the property. These two elements are proposed as an inseparable package.
- 2) In order to give Council a level of assurance that the tourist facility will be erected, the proponent has indicated his willingness to offer to enter into a voluntary planning agreement, or some other agreed mechanism, to ensure the tourist facility is erected prior to the subdivision. The proponent is unequivocal about this undertaking.
- 3) The proponent is agreeable to the tourist facility being enabled by way of a Schedule 1 LEP amendment, rather than a change to the underlying zone of the land. The proponent is also agreeable to the preparation of site-specific DCP guidelines, in conjunction with Council, to ensure the tourist facility is designed, constructed and operates in a manner that makes a positive contribution to the local area. The tourist facility would have its own onsite effluent system arrangement.

- 4) The proponent is agreeable to the small lot subdivision component being designated as an E4 Environmental Living zone with a 1ha minimum lot size. The proponent is also agreeable to the preparation of site-specific DCP guidelines, in conjunction with Council, to ensure the small lot subdivision is developed with a particular landscape character consistent with the local rural area. Each lot would have its own onsite effluent disposal arrangement.
- 5) Reticulated water can be made available to both the tourist facility and the subdivision.
- 6) Biobanking opportunities exist at the site, thus facilitating a positive environmental and scenic landscape character outcome.
- 7) It is envisaged that the tourist facility will comprise a function/reception/conference centre for up to 140 people, a restaurant, villa and/or apartment style tourist accommodation (20 rooms with minimum 2 people per room), small fresh fruit and vegetable growing areas and other recreational-type activities that are consistent with a tourist facility. It is envisaged that whilst the function/reception/conference centre would utilize the restaurant and accommodation facilities, each component would be available for individual use. In other words, the restaurant would be open for guests, whether or not it was part of a function/reception/conference. Similarly, the accommodation would be available to book independently of the function/reception/ conference centre facilities.
- 8) The proposal will place no burden on either the State government or Council in terms of infrastructure. Both the tourist facility and the subdivision would be levied by Council under the contributions plan applicable at the time. Consequently, the development would 'pay its way' in terms of:
 - Open Space, sport and recreation;
 - Library and community facilities;
 - Transport and traffic (roads and intersections)
 - Transport and traffic (cycleways)
 - Bushfire protection

All future lots would pay property rates to Council. The tourist facility would maintain a highly attractive, manicured entry to the site. Road upgrading along the frontage of the site would be funded by the proponent at the development stage, with no financial impost on Council. It is noted that Council already has forward plans to upgrade the intersection of Barkers Lodge Road and Argyle Street.

The provision of reticulated water, electricity supply, telecommunications would be funded by the proponent as part of the development cost, with no cost implications to the State government.

The current bus network within Wollondilly is generally under-utilised and so the additional demand for public transport as a result of the additional jobs created is expected to be largely taken up by the current services becoming better utilized and thus more viable.

Responses to the matters raised in relation to the *Greater Sydney Region Plan: A Metropolis of Three Cities* ('GSRP') and the *Western City District Plan* ('WCDP') are provided in Table 1 within this correspondence.

In relation to the *Other Matters Requiring Further Consideration*, I respond as follows:

Link between tourist facility and subdivision

The proposed subdivision component of the land is a component of an overall strategic plan to assist with the ongoing viability of the proposed tourist facility. There is nothing contradictory in this proposal. The subdivision component is not intended to provide finance for the capital investment requirements of the tourist facility, rather to assist in providing finance for the initial running costs of the facility whilst it is being established and attracting custom. The establishment of the proposed tourist facility will cost many millions of dollars and will employ a significant number of local people. The envisaged economic benefits to the local area, including employment creation and tourist spending for existing local businesses, have been articulated to Council in previous correspondence. Such a significant facility for the local area will require time to establish and become self-supporting. The proposed subdivision component will assist the tourist facility to be sustainable in the long-term.

In terms of the subdivision component itself, it is noted that the site is directly opposite Nangarin. The Nangarin Estate has been one of the most successful and in demand residential areas in the entire district. The subdivision component proposed by this application is significantly smaller than Nangarin in terms of lot numbers, but individual lot areas (ha) are significantly greater. It is contended that if Nangarin, with greater numbers of lots and smaller land area sizes, blends into the rural landscape (and to some degree establishes its own landscape character), then the subdivision component proposed by this application will perform this role to at least the same, if not to a greater degree. The vision is for a high quality development that is locally themed, in conjunction with the tourist facility. The proponent is agreeable to work with Council to develop site-specific DCP guidelines to guide future housing style, building materials, setbacks, height and landscaping. Council is encouraged to take a *place-based* approach when considering this element of the proposal. There is no doubt that the demand is high for this type of development. It is not being suggested that this element play any role in meeting regional demand for housing.

Method to ensure tourist facilities are established prior to residential development

Some concern has been raised in relation to the appropriateness of a planning agreement as a mechanism to ensure the tourist facilities are established prior to the residential component proceeding.

Irrespective of the mechanism, the proponent is unequivocal in his commitment to establish the tourist facility prior to the subdivision component.

In the event that a planning agreement is not considered an appropriate mechanism, I suggest that alternative would be that, as a condition of Council's support and also the Gateway determination, the proponent be required to submit to Council for consideration a **concept development application** pursuant to S4.22 EPA Act, which would clearly show the stages proposed. It is envisaged that the concept development application would be assessed prior to the finalization of the proposed LEP amendment and determined immediately after the making of the LEP amendment. It is noted that Council would then control the staging of the process under the provisions of S4.24(2) EPA Act.

Any consent to the *concept development application* could, as I see it, contain a condition along the following lines:

"It is a fundamental term of this consent that any development of the subject site must occur in the following staged manner and in accordance with any DCP that applies to the site:

- a) Development of a Tourist facility enabled by Schedule 1 WLEP 2011*
- b) Residential development on that part of the site zoned as E4 Environmental Living.*

No development consent may be granted for residential development until the tourist development enabled by Schedule 1 WLEP 2011 has received its final occupation certificate.

Reason: To ensure that development occurs in accordance with the purpose of Wollondilly Local Environment Plan (Amendment No #)

...

While this consent remains in force, the determination of any further development application in respect of the site cannot be inconsistent with this consent."

Place-based planning

Considering Picton's future with a *place-based* approach means meeting local demand and encouraging development of a type that is consistent with the character of the town and the aspirations of its current and future residents. We contend that the modest-sized, low impact small lot component of this proposal will meet the aspirations of second, third and even fourth time home buyers, helping to keep wealth and spending within the local economy. Otherwise, the second, third and fourth time home buyers may have to look elsewhere (southern highlands in many

cases), out of the area, and Wollondilly will miss out on benefits of attracting these types of residents to the area.

Further, as has previously been articulated to Council in some detail, the tourist facility (which is proposed as an inseparable package with the subdivision component) is an in-demand type of development which will create local employment for skilled and unskilled workers, as well as attract tourists to Picton as a destination, rather than a one-night stopover on the way to somewhere else. This will have a positive economic impact on the town's businesses and help to create a more dynamic zone for Picton's main street. It is incongruous to state on the one hand that tourism needs to be boosted in the area, but then resist attempts to create facilities that would encourage tourists to come. Picton's historic centre has so much potential, however it requires investment and activity. Investment will only come where there is a supportive regulatory environment and Council has a clear role to place to achieve this.

Proposed zone and lot size

The proponent's preferred option for the subdivision component is an R5 Large Lot Residential zone with a 4000sqm minimum lot size. However, the following emailed comments from Council's Senior Strategic Planner Kitty Carter (6 July 2017) are noted:

Would E4 with a minimum lot size of 1ha – and potentially allowing small scale agricultural uses be more in keeping with the overall proposal rather than large-lot residential. As the proposed area for residential is around 18ha, that would provide for around 18 lots similar to that proposed to provide the financial support required to establish the tourism uses.

Based on the above comments, the proponent would be agreeable to a minimum 1ha lot size, instead of the current 4000sqm proposal, which will allow a lower density of development, opportunities for limited, small-scale rural uses and better onsite management of sewage. Subject to further consultation, it may be appropriate to propose this area as an E4 Environmental Living zone, the current objectives from WLEP being to:

- *provide for low-impact residential development in areas with special ecological, scientific or aesthetic values;*
- *ensure that residential development does not have an adverse effect on those values;*
- *provide for a limited range of rural land uses that do not have an adverse effect on surrounding land uses*

The subdivision component envisaged by the proponent would be consistent with these objectives, because it would be low impact, will not have an adverse effect on ecological, scientific or aesthetic values and would have the latent potential for a limited range of low-impact rural land uses.

Wastewater

If the proposed minimum lot size for the E4 component of the proposal is 1ha, each lot will have sufficient area to accommodate onsite effluent disposal. Similarly, the tourist facility will contain sufficient area for this purpose. An onsite effluent disposal report is proposed as a specialist study, post Gateway determination.

Reticulated Water

A response from Sydney Water is attached. Sydney Water has suggested that, given the calculation for water demand is undetermined at this stage, a private service line could be run from the existing water supply through to a holding tank on the site, where it would supply the entire facility. Therefore, the proposed development can be supplied with reticulated water.

Schedule 1 LEP amendment

The proponent is agreeable to the tourist facility component of the proposal proceeding on the basis of a Schedule 1 LEP amendment, rather than a zone change. There are certain benefits to this approach, insofar as the precise extent of the facility does not need to be determined at the planning proposal stage.

The schedule would need to enable the following uses as a minimum:

LAND USE CATEGORY

DEFINITION (WLEP 2011)

ENTERTAINMENT FACILITY	a theatre, cinema, music hall, concert hall, dance hall and the like, but does not include a pub or registered club.
FUNCTION CENTRE	a building or place used for the holding of events, functions, conferences and the like, and includes convention centres, exhibition centres and reception centres, but does not include an entertainment facility.
HOTEL OR MOTEL ACCOMMODATION	a building or place (whether or not licensed premises under the Liquor Act 2007) that provides temporary or short-term accommodation on a commercial basis and that: <ul style="list-style-type: none"> a) comprises rooms or self-contained suites, and b) may provide meals to guests or the general public and facilities for the parking of guests' vehicles, but does not include backpackers' accommodation, a boarding house, bed and breakfast accommodation or farm stay accommodation.
RECREATION FACILITY (INDOOR)	a building or place used predominantly for indoor recreation, whether or not operated for the purposes of gain, including a squash court, indoor swimming pool, gymnasium, table tennis centre, health studio, bowling alley, ice rink or any other building or place of a like character used for indoor recreation, but does not include an entertainment facility, a recreation facility (major) or a registered club.
RECREATION FACILITY (OUTDOOR)	a building or place (other than a recreation area) used predominantly for outdoor recreation, whether or not operated for the purposes of gain, including a golf course, golf driving range, mini-golf centre, tennis court, paint-ball centre, lawn bowling green, outdoor swimming pool, equestrian centre, skate board ramp, go-kart track, rifle range, water-ski centre or any other building or place of a like character used for outdoor recreation (including any ancillary buildings), but does not include an entertainment facility or a recreation facility (major).

LAND USE CATEGORY	DEFINITION (WLEP 2011)
RESTAURANT OR CAFÉ	a building or place the principal purpose of which is the preparation and serving, on a retail basis, of food and drink to people for consumption on the premises, whether or not liquor, take away meals and drinks or entertainment are also provided.
SERVICED APARTMENTS	a building (or part of a building) providing self-contained accommodation to tourists or visitors on a commercial basis and that is regularly serviced or cleaned by the owner or manager of the building or part of the building or the owner's or manager's agents.

TABLE 1

Suggested land use categories to be enabled by LEP amendment (Schedule 1)

The schedule would also need to include the strata subdivision of the facility to enable a common model whereby individual accommodation units may be sold to individual purchasers, but the facility management rights are retained by a specialist management company.

Precedent

The proposed subdivision component of this proposal is intrinsically tied to the tourist facility and this alone sets the proposal apart from a landowner who simply wants a subdivision. It is an appropriate long-term, strategic planning mechanism to secure a valuable tourist facility for the area and the public good that will accrue from this and other similar developments will contribute toward positive social and economic outcomes. This strategic approach could only be used as a precedent where a landowner was proposing and guaranteeing a top-class facility for the area before any small-lot development occurs. The proposal is in the “public interest”.

Fragmentation of rural land

The proposed subdivision component will result in separate titling of that portion of the site. However, it should be considered that there has, for a variety of reasons, been a general shift away from productive agricultural pursuits on large land holdings. Part of the reason for this is that the agricultural pursuits that require extensive land holdings are generally not viable in this area. As a result, some boutique-style small-scale pursuits have evolved in the area, which require far less land and other valuable and scarce resources. The proposed subdivision envisages 1ha lots, which would be able to accommodate small-scale, low impact agricultural uses and so it could be said that the proposed subdivision may enhance the potential of the land to be a net agricultural producer.

Also offsetting the potential fragmentation is that the tourist facility will offer a platform to showcase other small-scale fresh produce growers in a community expo/fair format. This will drive far-and-wide interest in Wollondilly's growers, which will have the obvious stimulating effect on their businesses, collectively lifting the demand for the area's produce.

Local investment in tourism

Wollondilly has historically struggled to attract significant investment in tourism. Part of the reason is that it is in close proximity to Camden and Wingecarribee, which have established tourism sectors. Any significant investment in tourism would have to invest heavily, not only in capital investment, but also in ongoing marketing and development of an online presence. In this proposal, Council has the opportunity to support such investment by allowing a low-impact subdivision to occur, following the construction of the tourist facility, which would assist to hedge the risk for the proponent. Council's role is simply to create an environment that encourages such investment.

Western Sydney City Deals

Wollondilly Council is an active participant in the Western Sydney City Deals, which is a partnership agreement between the Federal and State governments, as well as eight (8) local Councils. In order to manage growth and deliver infrastructure for the new Western Sydney city, the Deal identifies six objectives, namely:

<i>Objective</i>	<i>Response</i>
<i>Realizing the 30-minute city by delivering the North South Rail Link (Connectivity);</i>	The tourist facility is expected to generate a minimum of 60 jobs once fully operational ¹ . In concert with both the living opportunities afforded by the subdivision component of this proposal and the volume of diverse housing expected to be constructed within the Urban Release Areas of Picton, Tahmoor and Thirlmere (and other developments such as PTTAG and Bargo), the tourist facility will deliver jobs within 30 minutes from home. The current bus network within Wollondilly is generally under-utilised and so the additional demand for public transport as a result of the additional jobs created is expected to be largely taken up by the current services becoming better utilized and thus more viable.
<i>Creating 200,000 jobs by supercharging the Aerotropolis and agribusiness precinct as catalysts (Jobs for the Future);</i>	As noted above, the tourist facility is expected to employ a minimum of 60 people when it is fully operational. Additionally, one of the key features of this objective is a high employment agribusiness precinct. The central driving theme of the proposed tourist facility is the onsite, small-scale production of fruit and vegetables, as well as the showcasing of the magnificent fresh produce grown within the Wollondilly area ² . This showcasing will provide a platform for regular and ongoing exposure for this exceptional local industry, which will not only increase tourism for the area but also stimulate this agribusiness sector of the local economy.
<i>Skilling our residents in the region and initiating an Aerospace Institute (Skills and education);</i>	Noted
<i>Respecting and building on local character through a \$150 million Liveability Program (Liveability and environment);</i>	The subject site is not located within the area along South Creek. However, the proposal will support local character through its agricultural theming. There is also a significant opportunity for Biobanking on part of the site.
<i>Coordination and innovation through a Planning Partnership (Planning and housing);</i>	Whilst this proposal will result in a modest increase in allotments available for dwellings, it is not intended to contribute to accommodating Sydney's future growth or being counted toward any

¹ Refer to Table 3 in letter from Precise Planning to Wollondilly Council dated 14.12.17

² Discussed later in this report

Objective	Response
Getting on with delivering for the Western Parkland City with enduring tri-level governance (Implementation and governance).	growth targets. The inclusion of the 1ha lots is justifiable on place-based planning grounds, insofar as it will contribute toward satisfying local demand and creating an estate surrounded by rural land, which has become part of Picton's landscape character, without placing demands on Federal, State or Local government in terms of provision of infrastructure. Noted

TABLE 2

Western Sydney City Deals

Showcasing fresh local produce

With high demands on the Sydney basin as a food bowl, Wollondilly makes a significant contribution to the fresh food supply for the greater Sydney population. The proponent, who owns businesses in the fresh fruit and vegetable industry, is passionate about showcasing the local produce and providing a platform to local growers. This concept dovetails with the proponent's vision for the tourist facility to hold fresh food fairs onsite, including cooking demonstrations and celebrity chef appearances. Local growers will be invited to participate in such regular events and the showcase will form part of the unique selling proposition and marketing for the facility.

In addition to local growers, it is intended to have small areas of the site dedicated to growing local produce for use in the restaurant, as well as a marketing feature for the facility.

The Greater Sydney Region Plan ('GSRP') and Western City District Plan ('WSDP')

The contents of the GSRP and WSDP are noted. I contend that this proposal is generally consistent with the relevant principles, priorities, objectives, strategies and actions contained in the GSRP and WSDP. These documents fundamentally relate to guiding the growth of the Sydney Region, concerned with guiding and providing the necessary growth and infrastructure to support the nominated growth targets over the next 20 years.

I note the WCDP (p126) states:

"Maintaining and enhancing the distinctive character of each rural and bushland town and village is a high priority. Ongoing planning and management of rural towns and villages will need to respond to local demand for growth, the character of the town or village and the surrounding landscape and rural activities. Rural and bushland towns

and villages will not play a role in meeting regional or district scale demand for residential growth”.

The WCDP is clear that towns and villages in the Metropolitan Rural Area will not play a role in meeting regional or district scale demand for residential growth. The modest, low impact and low scale subdivision proposed in this instance does not purport to contribute to meeting the regional or district demand and housing targets set by the Greater Sydney Commission.

In this letter, it has been demonstrated that the proposed tourist facility and the subdivision is a response to a very clear local demand. In a meeting on 1 June 2018, Council’s Tourism and Business Investment Manager Kevin Abey noted that recent research undertaken for Council had identified a very clear need for a tourist facility such as that proposed by this application. Further, the localized demand for 1ha lots is significant this form of development is generally considered as rural in character. Therefore, the character of Picton and its surrounding landscape and rural activities will be enhanced by both elements of this proposal.

Importantly, in terms of maintaining consistency with the GSRP and WCDP, I have already identified that the proposal can be implemented without increasing the burden on the three tiers of government in relation to the provision of infrastructure. Therefore, the proposal is not misaligned with the timing or funding of infrastructure, which is a major theme of the GSRP and WCDP.

The following Table responds to specific objectives, strategies, planning priorities and actions contained in the GSRP and WCDP.

Objectives

Objectives	Response
<p>Objective 22: <i>Investment and business activity in centres</i></p> <ul style="list-style-type: none">• <i>Expanding rural towns and villages beyond their current boundaries to accommodate new business activity should be considered only when this is linked to a growth management plan for the whole town or village, and should not compromise the values and character of nearby rural and bushland areas</i>	<p>We contend that this objective relates to conventional forms of business activity such as shops and commercial premises. By its nature, a tourist facility such as the one proposed in this circumstance is most appropriately located in a rural area, as its theme revolves around an agricultural theme and requires the space afforded by a rural area for its unique selling proposition. This proposal is not “expanding rural towns and villages beyond their current boundaries”, rather proposing a tourist facility in a rural area. There are many examples of new business activity that will be set up away from the existing towns, and this objective, in our view, was never intended to prevent this growth. The objective intends to discourage the continual outward movement of the limit of</p>

Objectives	Response
<ul style="list-style-type: none"> Objective 24: <i>Economic sectors are targeted for success</i> <i>The proximity of rural residential development to agricultural, mining and extractive industries that generate odour, noise and other pollutants can be a source of conflict.</i> <i>There is a need to provide important rural industries with certainty so their operations can continue without encroachment from incompatible land uses. At the same time, the protection of land for biodiversity offsets and the rehabilitation of exhausted resource extraction areas support the re-establishment of significant ecological communities in the Metropolitan Rural Area into the future.</i> 	<p>a CBD area, which this current proposal does not seek to do.</p> <p>Council's attention is drawn to Image 1 below, which is a snapshot of existing development from Sixmaps. Clearly, a significant number of small lots have already been created to the west and east (and to a lesser degree to the south), to such an extent that the creation of the small lots proposed by this application could almost be considered "infill development". The scale of the proposed small lots is not of such significance that it would create land use conflict with any agricultural, mining or extractive use into the future, certainly to no greater degree than the small lots already created.</p> <p>In relation to biobanking, the proponent has orchestrated some preliminary investigations in relation to the viability of biobanking parts of the site and the potential certainly exists. The proponent is open to further discussions with Council in this regard, post Gateway approval.</p>
<p>Objective 27: <i>Biodiversity is protected, urban bushland and remnant vegetation is enhanced</i></p> <ul style="list-style-type: none"> <i>Providing incentives for landowners in the Metropolitan Rural Area to protect and enhance the environmental values of their land and connect fragmented areas of bushland can deliver better outcomes for biodiversity and greater opportunities to create biodiversity offsets</i> 	<p>The proposed redevelopment areas of the site will not impact on any significant biodiversity areas, urban bushland or remnant vegetation. Remnant vegetation may be enhanced by specific planting in conjunction with the future development.</p> <p>In relation to biobanking, the proponent has orchestrated some preliminary investigations in relation to the viability of biobanking parts of the site and the potential certainly exists. The proponent is open to further discussions with Council in this regard, post Gateway approval.</p>
<p>Objective 28: <i>Scenic and rural landscapes are protected.</i></p> <ul style="list-style-type: none"> <i>The Metropolitan Rural Area and the Protected Natural Area (ie National Parks) create a range of attractive visual settings to the north, west and south of Greater Sydney.</i> <i>With rising demand for biodiversity offsets and continuing support for traditional forms of agriculture within the Metropolitan Rural Area, more opportunities can be realized to protect and enhance natural landscapes.</i> 	<p>The existing landscape in the location of the proposed future redevelopment is rural in nature, but it is not natural. The area has been subjected to historic clearing and has been used for light, low-impact grazing over many years. The small lot area is filtered by significant screen trees and sits predominantly, but not wholly, in a low lying area. Protecting a rural landscape does not mean that nothing can ever be built, it is rather a matter of fact and degree. The tourist facility will be architecturally designed to be sensitive to the environment and the character of the area, particularly in relation to height and use of materials. The facility will also have a rural theme in terms of its architecture and unique selling proposition, so it is envisaged it will</p>

Objectives	Response
<p>Objective 29: <i>Environmental, social and economic values in rural areas are protected and enhanced.</i></p> <ul style="list-style-type: none"> • <i>Urban development is not consistent with the values of the Metropolitan Rural Area. This Plan identifies that Greater Sydney has sufficient land to deliver its housing needs within the current boundary of the Urban Area, including existing Growth Areas (ie Wilton). This eliminates the need for the Urban Area to expand into the Metropolitan Rural Area. From time to time, there may be a need for additional land for urban development to accommodate Greater Sydney's growth, but not at this stage. Future region plans will identify if additional areas of land in the Metropolitan Rural Area are required for urban development.</i> • <i>Restricting urban development in the Metropolitan Rural Area will help manage its environmental, social and economic values, help to reduce land speculation, and increase biodiversity from offsets in Growth Areas and existing urban areas.</i> • <i>Towns and villages: Maintaining and enhancing the distinctive character of each rural and bushland town and village is a high priority. Ongoing planning and management of rural towns and villages will need to respond to local demand for growth, the character of the town or village and the values of the surrounding landscape and rural activities.</i> • <i>Rural lands: Parts of the urban-rural fringe are owned by Local Aboriginal Land Councils. Future planning of these areas may be more flexible in order to balance rural values with greater economic participation, and community and cultural uses by Aboriginal people</i> 	<p>complement the rural landscape. The small lots will similarly be a small community of landowners where small scale, low-impact agricultural uses may be carried out and various guidelines in terms of building type, fencing and landscaping will be implemented to achieve the rural landscape character</p> <p>The current proposal has nothing to do with contributing to the growth targets for the Greater Sydney area. The predominant purpose of the planning proposal relates to the tourist facility. However, in order to ensure that the tourist facility continues to be sustainable, the low impact, minor small lot component will be a hedge for the risk involved. The Greater Sydney Region Plan concerns itself with managing Sydney's growth, however it encourages place-based planning within the Metropolitan Rural Area. In terms of place-based planning we contend that Picton requires an economic stimulus and this may be partly achieved by tourism. However, tourism will only be a recognizable stimulus if it is permitted to develop through encouraging facilities and appropriate infrastructure the supports it. The proposed development will result in manageable environmental, social and economic impacts. The proposal is not a speculative development as the proponent is committed to follow through with the project to construction. The proposal will provide opportunities for biodiversity offsets within the lot. We contend that this proposal, both the tourist facility and the small lot development, is meeting a demonstrated demand within the local area. It will be consistent with the rural character of the town through its architectural design and operational theme. It will contribute to agricultural activities within the local area by showcasing local produce to the local and tourist market.</p>

TABLE 3

Objectives – Greater Sydney Regional Plan



Figure 1
Excerpt - Sixmaps

Strategies

Strategy	Response
Strategy 16.1: Manage the interfaces of industrial areas, trade gateways and intermodal facilities (such as the Western Sydney Airport and Badgerys Creek Aerotropolis) by providing buffer areas to nearby activities such as residential uses that are sensitive to emissions from 24-hour port and freight functions	This strategy is not intended to apply to the interface between a function centre and a small residential enclave. Nevertheless, it is reasonable to consider the interaction between the two uses. It is noted that the proposed location of the function centre is several hundred metres away from the edge of the subdivision area and separated by a ridge line. Obviously at DA stage detailed studies will be required and mitigation and/or management measures incorporated into the scheme to minimise conflict. However, it should be noted that there are many, many examples across Sydney of function centres in much closer proximity to residences than would be the outcome here.
Strategy 29.1: Maintain or enhance the values of the Metropolitan Rural Area using place-based planning to deliver targeted environmental, social and economic outcomes	This is addressed in detail above Table 1 in this letter.
Strategy 29.2: Limit urban development to within the Urban Areas of Wollondilly	It is noted that there are no existing urban areas in Wollondilly that are providing 1ha lots as a lifestyle choice. Therefore, whilst urban development in its truest sense may be confined to urban areas, the tourist facility is not urban in character and the 1ha subdivision, being sufficient land for small scale rural pursuits, is also not “urban” in character.

TABLE 4
Strategies – Greater Sydney Regional Plan

Planning Priorities

Planning Priority	Response
<p><i>The District Plan informs local strategic planning statements and local environmental plans, the assessment of planning proposals as well as community strategic plans and policies</i></p>	<p>This proposal is not antithetic to the relevant principles, priorities, objectives, strategies and actions contained in the GSRP and WSDP, as discussed above Table 1 in this letter</p>
<p>Liveability: <i>A place-based and collaborative approach is required to maintain and enhance the liveability of the Western City District. This can be achieved by the following Planning Priorities:</i></p> <p>W3 – <i>Providing services and social infrastructure to meet people’s changing needs</i></p> <p>W4 – <i>Fostering healthy, creative, culturally rich and socially connected communities.</i></p> <p>W5 – <i>Providing housing supply, choice and affordability, with access to jobs, services and public transport.</i></p> <p>W6 – <i>Creating and renewing great places and local centres, and respecting the District’s heritage.</i></p>	<p>W3 – Social infrastructure is typically assets such as schools, universities, hospitals, prisons, community housing, libraries, community centres, halls/hubs, childcare centres, affordable housing, sporting fields and the like. The tourist facility meets this priority by providing a function centre for hire and its ambition to provide a platform for local produce growers to showcase their fresh fruit and vegetables;</p> <p>W4 – The proponent envisages a dynamic meeting place for locals, through the restaurant and the fresh produce fair. The subdivision allows the opportunity for a popular form of housing (1ha lots) to meet local demand.</p> <p>W5 – The proposal provides housing supply, choice and affordability, with access to jobs. It is expected that public transport services will expand in the area in line with demand.</p> <p>W6 – The proposal will create an exciting new place. The scale of the development and the built form will respect the District’s heritage</p>
<p>Sustainability: <i>For the District, an integrated approach to improving sustainability can be achieved by the following Planning Priorities:</i></p> <p>W12 – <i>Protecting and improving the health and enjoyment of the District’s waterways.</i></p> <p>W13 – <i>Creating a Parkland City urban structure and identity.</i></p> <p>W14 – <i>Protecting and enhancing bushland and biodiversity.</i></p> <p>W15 – <i>Increasing urban tree canopy cover and delivering Green Grid connections.</i></p> <p>W16 – <i>Protecting and enhancing scenic and cultural landscapes.</i></p> <p>W17 – <i>Better managing rural areas</i></p> <p>W18 – <i>Delivering high quality open space.</i></p> <p>W19 – <i>Reducing carbon emissions and managing energy, water and waste efficiently.</i></p> <p>W20 – <i>Adapting to the impacts of urban and natural hazards and climate change.</i></p>	<p>W12 – The proposed development will demonstrate a Neutral or Beneficial Effect on local waterways.</p> <p>W13 – Whilst not specifically relevant, the development will maintain a park-like landscaped surrounding.</p> <p>W14 – The location of the development generally coincides with cleared pasture paddocks. Biobanking is feasible on some areas of the site.</p> <p>W15 – Whilst the subject site will not be an “urban” area, the development will be comprehensively landscaped and the proponent is investigating options for self-generation or partial self-generation of electricity.</p> <p>W16 – The proposed development will avoid the ridgelines, thereby protecting the scenic hills.</p> <p>W17 – The proposal is a productive and efficient use of rural land. For various reasons, there has been a trend away from rural enterprises operating on large tracts of rural land in Wollondilly over the past 2</p>

Planning Priority Response

	<p>decades, in favour of smaller, boutique rural enterprises. The 1ha lots proposed by the subdivision component will allow this. The tourist facility will have an agricultural theme. Better management of rural areas encompasses all aspects of maintaining a vital area and includes innovative uses of rural land that help increase viability. This includes the opportunity to showcase local produce.</p> <p>W18 – Whilst this proposal will not directly create public open space, the nature of the use will involve significant areas of privately owned open space.</p> <p>W19 – The proponent is investigating alternate forms of delivering energy to the development.</p> <p>W20 – Site-specific hazards will be investigated as the Planning proposal is advanced.</p>
<p>Planning Priority W5: <i>Providing housing supply, choice and affordability, with access to jobs, services and public transport.</i></p> <ul style="list-style-type: none"> <i>The Growth Area programs of the NSW Dept Planning & Environment guide the development of new communities in land release areas and provide significant capacity into the medium and longer term. These include the Wilton and parts of the Greater Macarthur Growth Areas.</i> 	<p>This priority is relevant for the urban release areas. However, the proposal will provide a greater range of housing supply, choice and affordability generated by local demand and preferences.</p>
<p>Planning Priority W16: <i>Protecting and enhancing scenic and cultural landscapes.</i></p> <ul style="list-style-type: none"> <i>The Wollondilly LGA benefits from substantial areas of protected national parks, rivers and creeks, and water catchments that provide outstanding landscapes and views. Rural towns and villages in the valleys and plains to the east of the national parks are set between a series of hills and ridgelines that are special to the District's character and identity.</i> <i>Ridgelines are highly valued elements of scenic landscapes, and development should not diminish their scenic quality.</i> <ul style="list-style-type: none"> <i>Continued protect of the Western City District's scenic and cultural landscapes is important for the sustainability, liveability and productivity of the District. It can complement the protection of biodiversity and habitat, help manage natural hazards and support tourism. Protecting scenic and cultural landscapes can also help preserve links to Aboriginal cultural heritage.</i> 	<p>The development does not extend to the ridgelines and therefore will not diminish their contribution to the scenic quality of the area at this location.</p> <p>Biodiversity and habitat will be protected. Natural hazards will be avoided and tourism will be encouraged.</p> <p>An Aboriginal Due Diligence Assessment would be undertaken as this Planning Proposal is advanced.</p>
<p>Planning Priority W17: <i>Better managing rural areas.</i></p>	<p>The "urban development" referred to</p>

Planning Priority	Response
<ul style="list-style-type: none"> • <i>'Greater Sydney Region Plan: A Metropolis of Three Cities' takes a strategic approach to delivering Greater Sydney's future housing needs within the current boundary of the Urban Area including Growth Areas. Urban development in the Metropolitan Rural Area will only be considered in the urban investigation areas identified in A Metropolis of Three Cities (no urban investigation areas are located in the Wollondilly Local Government Area). This approach protects and supports agricultural production and mineral resources by preventing inappropriately dispersed urban activities in rural areas.</i> <ul style="list-style-type: none"> • <i>Maintaining and enhancing the distinctive character of each rural and bushland town and village is a high priority. Ongoing planning and management of rural towns and villages will need to respond to local demand for growth, the character of the town or village and the surrounding landscape and rural activities. Rural and bushland towns and villages will not play a role in meeting regional or district scale demand for residential growth.</i> • <i>The Western City District's rural areas contain large areas that serve as locations for people to live in a rural or bushland setting. Rural-residential development is not an economic value of the District's rural areas and further rural residential development is generally not supported. Limited growth of rural residential development could be considered where there are no adverse impacts on the amenity of the local area and the development provides incentives to maintain and enhance the environmental, social and economic values of the Metropolitan Rural Area. This could include the creation of protected biodiversity corridors, buffers to support investment in rural industries and protection of scenic landscapes.</i> 	<p>residential growth which is intended to contribute toward Greater Sydney's future housing needs. This proposal does not purport to contribute toward meeting these regional and district needs, but rather the proposed subdivision seeks to satisfy the aspirational objectives of locals who are seeking a particular lifestyle.</p> <p>The proposal is not "urban", but rather a tourist facility with an agricultural theme and a rural residential development (discussed below).</p> <p>The rural residential component of this proposal should be included in the "limited growth of rural residential development could be considered" category, as the proposal offers areas for biobanking and provides a platform for increased economic activity for local fresh produce growers. It also protects the scenic landscape by avoiding development along the ridgeline and providing careful built form guidelines for future buildings. The local economic benefits of increasing tourism in the area (already discussed) are also referenced here.</p>
<p>Planning Priority W20: <i>Adapting to the impacts of urban and natural hazards and climate change.</i></p> <ul style="list-style-type: none"> • <i>Consideration of natural hazards and their cumulative impacts includes avoiding growth and development in areas exposed to natural hazards and limiting growth in existing communities that are exposed and vulnerable to natural hazards</i> 	<p>The proponent is investigating alternate forms of delivering energy to the development. The subject site is not subject to flooding. Geotechnical stability assessments can be undertaken as the Planning Proposal progresses. Bushfire risks may be mitigated by maintaining APZs.</p>

TABLE 5

Planning Priorities – Western City District Plan

Actions

Actions	Response
Action 35: <i>Protect and support agricultural production and mineral resources (in particular, construction materials) by preventing inappropriately dispersed urban activities in rural areas</i>	I contend that this proposal has the potential to support agricultural production, for the reasons already articulated
Action 41: <i>Consider opportunities to enhance the tourist and visitor economy in the District, including a coordinated approach to tourism activities, events and accommodation</i>	This proposal actively satisfied this Action
Action 78: <i>Maintain or enhance the values of the Metropolitan Rural Area using place-based planning to deliver targeted environmental, social and economic outcomes</i>	This action has been discussed previously in this letter. The proposal will deliver specific environmental, social and economic outcomes
Action 79: <i>Limit urban development to within the Urban Areas of Wollondilly (including the Wilton Growth Area)</i>	The proposal is not “urban development”. Nevertheless, the urban development referred to in Action 79 is that which is intended to contribute to meeting Sydney’s regional and district growth needs. This development is based on furthering the interests of the Picton area through a place-based planning approach, delivering tourism facilities and a small-scale, low-impact subdivision to meet the aspirational demands of locals in the second, third and fourth home buyer market.
Action 88: <i>Avoid locating new urban development in areas exposed to natural and urban hazards and consider options to limit the intensification of development in existing urban areas most exposed to hazards</i>	The proposal is not “new urban development”. Nevertheless, the subject site is not subject to flooding. Geotechnical stability assessments can be undertaken as the Planning Proposal progresses. Bushfire risks may be mitigated by maintaining APZs.

TABLE 6

Actions – Western City District Plan

Conclusion

This proposal will be a positive outcome for the local area, in terms of economic stimulus, employment and showcasing Wollondilly. It will also be a further opportunity to market Wollondilly’s tourist destination options. The proponent is also seeking a residential component, which is considered necessary in order for the tourist facility to proceed. However, the proponent is prepared to guarantee the establishment of the tourist facility before the residential component proceeds.

It is contended that this proposal is consistent with, and not antithetic to, the Greater Sydney Regional Plan and the Western City District Plan, as demonstrated above, because it has evolved through a place-based planning approach. This proposal is good for Wollondilly and Council's support is strongly encouraged.

I look forward to a favourable outcome.

Yours faithfully

PRECISE PLANNING



Jeff Bulfin