



Western Sydney Aerotropolis Plan Finalisation Report

September 2020



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www.wscd.sydney/planningpartnership www.planning.nsw.gov.au

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Contents

The Western Sydney Aerotropolis The planning package Precinct planning	2
	2
	4
Engagement approach	6
Speaking to you directly	6
How you got in touch	6
Getting the word out	6
Notifying landowners	7
Information sessions	7
Targeted engagement	7
What we heard	8
Submissions received by precinct	8
Key issues raised	8
Making Dwyer Road an initial precinct	10
Environment and Recreation zone	12
Regional park investigation areas	14
Luddenham village and residential uses	15
Land acquistion	16
Reducing mixed use land in Aerotropolis Core	18
Zoning requests and land use	19
Aerotropolis and precinct boundaries	20
Other issues	21
Next steps	22
Statutory planning framework	22
Precinct planning	22
Master planning	22
Land acquisition	22
Infrastructure planning	22

The Western Sydney Aerotropolis

The Western Sydney Aerotropolis is the new 11,200-hectare economic hub that will surround the Western Sydney International (Nancy-Bird Walton) Airport. It will be Australia's next global gateway, with new jobs and places to learn, within a cool, green and connected Western Parkland City.

The Planning Partnership brings together:





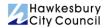


















Planning for a place of such significance to Greater Sydney and NSW involves many stakeholders and a collaborative approach. This approach is managed by the Western Sydney Planning Partnership.

The Planning Partnership is a local government-led initiative that brings together Blacktown, Blue Mountains, Camden, Campbelltown, Fairfield, Hawkesbury, Liverpool, Penrith and Wollondilly councils, as well as the Department of Planning, Industry and Environment, Transport for NSW, the Greater Sydney Commission, Sydney Water and Infrastructure NSW.

As a partnership, we released a planning package in late 2019 that included:

- draft Western Sydney Aerotropolis Plan
- draft Western Sydney Aerotropolis Discussion Paper on the Proposed State Environmental Planning Policy (SEPP)
- draft Western Sydney Aerotropolis Development Control Plan (DCP)
 Phase 1.

This report details the feedback we received to the public exhibition of the planning package and the matters we will need to consider further as precinct planning commences and the Phase 2 DCP is developed.

The Planning Partnership's consultation and relationships with the community, industry stakeholders and organisations will continue through each stage of the planning process for the Aerotropolis.

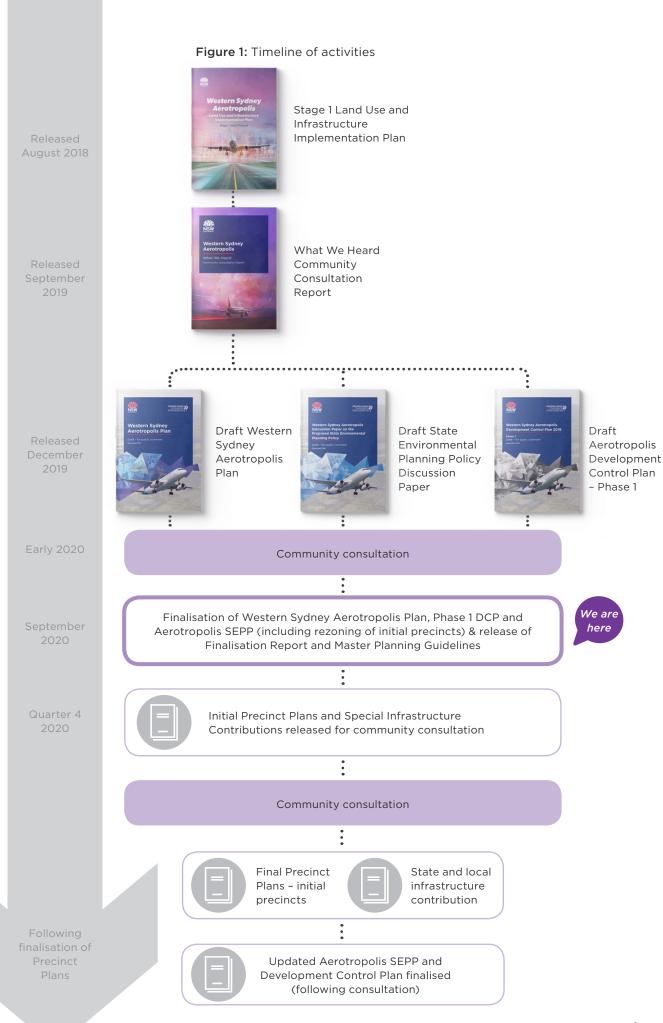
The planning package

We placed three documents on exhibition between December 2019 and March 2020. These built on feedback received to the Stage 1 Western Sydney Aerotropolis Land Use and Infrastructure Implementation Plan (LUIIP), which was released in 2018.

The draft Western Sydney Aerotropolis Plan presented the vision and planning framework for the Aerotropolis. It identified:

- planning objectives and principles
- potential land uses for 10 precincts
- high level infrastructure required to support the Aerotropolis
- six initial precincts: Aerotropolis Core, Northern Gateway, Badgerys Creek, Wianamatta-South Creek, Agribusiness and Mamre Road (see page 5).

The draft Discussion Paper on the Aerotropolis SEPP is specific to the unique circumstance of greenfield sites being developed next to an international airport. It aims to meet the overall ambitions of attracting innovative agricultural and technological industries, protecting natural assets and creating new communities.



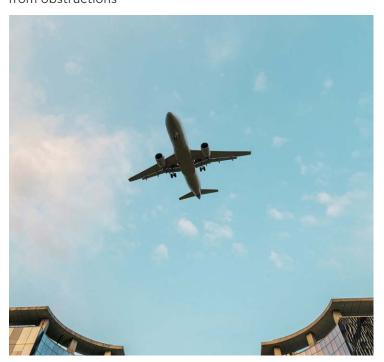
The proposed Aerotropolis SEPP provides the statutory basis to achieve the vision for the Aerotropolis by guiding how land will be zoned, developed and protected.

It:

- establishes boundaries and strategic objectives for all precincts, consistent with the Western Sydney Aerotropolis
- applies land use zones to the initial precincts
- clarifies requirements for developing near the Airport
- provides performance criteria for master plans
- describes the different assessment processes for development applications depending on their nature and scale.

The SEPP also provides aviation safeguarding controls that extend beyond the Aerotropolis to ensure development or activities in the vicinity of the Airport and beyond the Aerotropolis do not negatively impact airport operations and protect the amenity of future residents.

Figure 2: Controls will ensure that airspace is protected from obstructions



With the DCP being developed over two phases, the Phase 1 DCP was included in the planning package. It promoted design excellence in precinct and master planning and provides:

- the vision and objectives for initial precincts
- performance outcomes for development in the initial precincts, covering:
 - o natural environment
 - risk minimisation and management such as airport safeguarding, flooding, bushfire hazard management, odour, noise and vibration, and land stability
 - heritage and cultural conservation
 - general provisions such as character and place, affordable housing, housing diversity, infrastructure services and utilities and access and car parking.

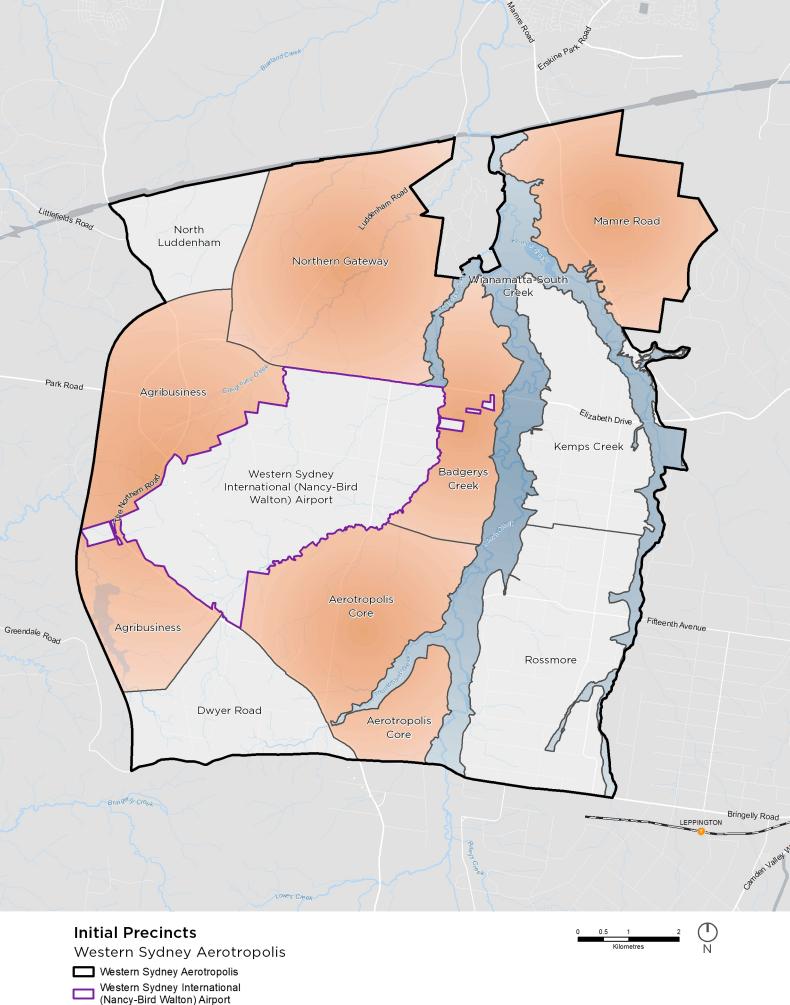
The Phase 2 DCP will be completed following the precinct planning for the initial precincts. It will identify:

- additional performance outcomes including specific precinct outcomes
- benchmark solutions for all performance outcomes
- objectives, performance outcomes and benchmark solutions for potential development and subdivision types that are not considered under the Phase 1 DCP.

Precinct planning

We have commenced precinct planning for the initial precincts and expect to publicly exhibit draft precinct plans for the initial precincts in late 2020.

Precinct planning (and subsequent rezoning) for non-initial precincts will only occur once more land is needed for development in the Aerotropolis. This will help us to plan for the right provision of infrastructure and services at the right time.





Engagement approach

The planning package was exhibited for 14 weeks between December 2019 and March 2020. We sought feedback on:

- the draft Western Sydney Aerotropolis Plan and updates since the Stage 1 LUIIP
- proposed land use zoning, associated land uses and other statutory controls to manage development, airport safeguarding controls and environment outcomes under the proposed Aerotropolis SEPP
- the proposed objectives and performance controls under the draft Phase 1 DCP

We placed the package of exhibition material on the NSW Planning Portal and in hard copy at Liverpool City Council, Liverpool Library, Penrith City Council and Penrith Library.

Getting the word out









14 weeks of public exhibition

2,334 letters posted Print advertising

Digital and social media advertising and social media posts

Speaking to you directly



420 people visited 3 drop-in sessions



145 meetings with landowners



9 stakeholder briefings



7Listening Panel presentations



8 meetings of the new Community Liaison Group



Door-knocking in the area around Thompsons Creek

How you got in touch



700 submissions received



22,603Planning
Portal visits



230+ telephone calls received



300+ emails received

Notifying landowners

The Aerotropolis SEPP Discussion Paper presents a Land Acquisition Map, which identifies 37 properties along and adjacent to Thompsons Creek in Bringelly that will be acquired to create a public parkland.

We visited each of these properties in person and spoke to landowners and residents about the draft plans and proposed acquisition of their land. We provided information in writing and invited people to attend one-on-one meetings with the planning team to understand what was proposed for their land and what a potential acquisition process would include.

When the exhibition began, we wrote to all 2,334 landowners in the Aerotropolis to notify them of the planning package and available channels of communication/consultation.

Information sessions

We hosted three community information and feedback sessions to give people the opportunity to meet the project team and find out more about planning for the area. Sessions were attended by:

- Liverpool City Council
- Penrith City Council
- Green and Resilient Places Division, Department of Planning, Industry and Environment
- Western Sydney Airport
- Commonwealth Department of Infrastructure, Transport, Regional Development and Communications
- Sydney Water
- Corridor Preservation Team, Transport for NSW
- Property Acquisition, Transport for NSW
- Roads and Maritime, Transport for NSW
- Sydney Metro Greater West
- Western Sydney City Deal, Greater Sydney Commission.

Targeted engagement

One-on-one meetings

One-on-one meetings gave people who were directly affected by the plans the opportunity to speak with the planning team directly. We held 145 meetings over 13 separate days between December 2019 and February 2020.

Community Liaison Group

We established a Community Liaison Group that involves local residents or individuals across the 10 precincts of the Aerotropolis. This group met during the exhibition period, and meetings will continue as a forum for dialogue between the planning team, the community, councils and other stakeholders.

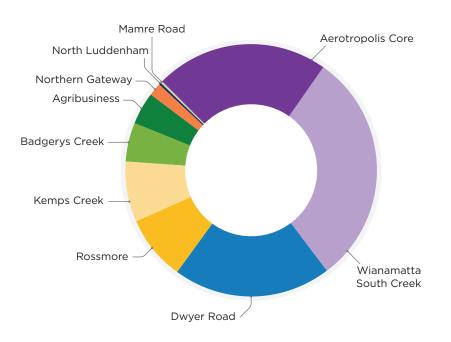
Listening Panel

We held a Community Listening Panel towards the end of the exhibition. Seven pre-registered groups or individuals presented directly to a panel of senior government representatives. These were considered as formal submissions in the planning process and are summarised alongside the submissions received via the NSW Planning Portal.

What we heard

We received 696 submissions. Of those provided most were from the Wianamatta-South Creek, Aerotropolis Core and Dwyer Road precincts.

Submissions received by precinct



We identified key themes in multiple submissions, ranging from the application of the Environment and Recreation zone and the status of the Dwyer Road Precinct, to the application of the Mixed Use zone in the Aerotropolis Core Precinct.

Key issues raised



Environment and Recreation zone



Luddenham village and residential uses



Making Dwyer Road an initial precinct



Land acquisition



Reducing mixed use land in Aerotropolis Core



Aerotropolis and precinct boundaries



Environment and Recreation zone

The corridor created by Wianamatta-South Creek will be a central defining element of the Western Parkland City. The **Environment and Recreation** Zone applies to the Wianamatta-South Creek Precinct and other areas to help protect key landscape features and high value areas that will be suitable for people to use for open spaces and recreation. The zoning will also help to restore the creek and improve waterway health.



What you told us

Submissions raise concerns around the rezoning of private properties and whether public access will be allowed. People feel the zone is restrictive and will devalue property prices.

Government-owned land at Rossmore Grange is suggested as a suitable alternative for open space.

There are also concerns that the flooding data that informed the proposed zoning is out of date, or inaccurate and unreliable, given that no recent flood modelling has been undertaken and that the floods have not eventuated. Submissions also note inconsistencies between flood data used for the planning package and Council flood data.

We received requests for new flood modelling to be undertaken to inform the zoning and that the Environment and Recreation Zone should only apply to high risk flood areas.



Response

The Environment and Recreation Zone mostly applies to land affected by the 1 in 100 chance per year flood planning level, which means that a flood has a one percent chance of occurring in any given year within a 100-year cycle. This includes areas containing protected existing native vegetation.

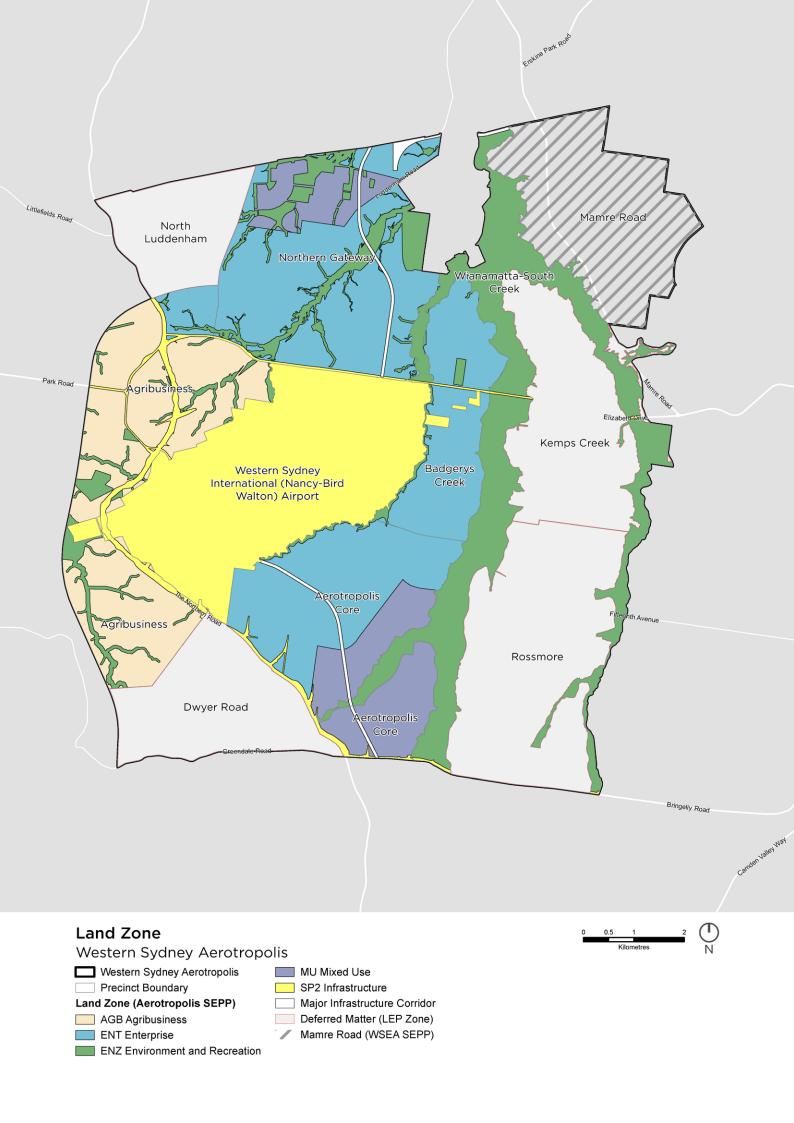
We sourced flood data from Penrith and Liverpool councils when determining the Environment and Recreation Zone. Once the review of Liverpool City Council's flood study is complete, consideration will be given to whether the planning documents need to be changed.

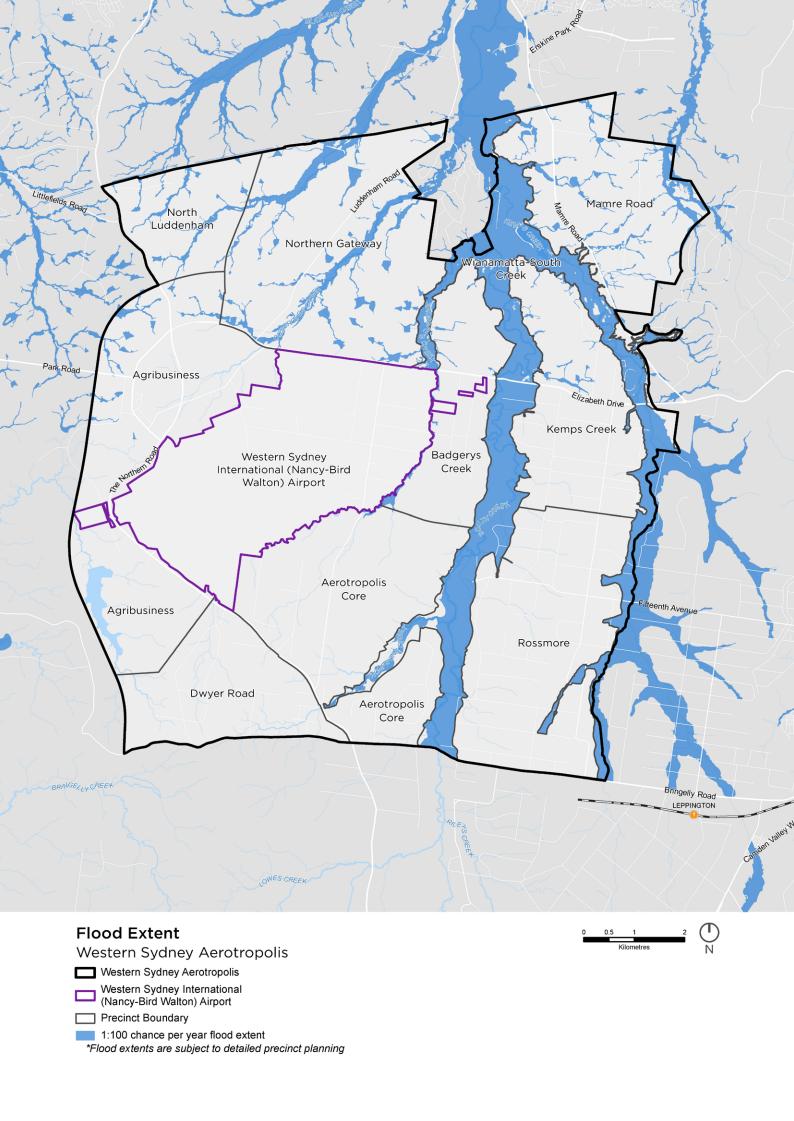
In some areas, such as land adjoining Thompsons Creek, the application of the Environment and Recreation Zone is wider than the 1 in 100 chance per year flood planning level to create a functional green area.

Various uses will be allowed in the Environment and Recreation Zone, however these uses will be restricted within areas identified as having high biodiversity value. Permitted uses will include facilities for environmental, information or recreation uses, or structures for water recreation. The SEPP specifies uses that are prohibited.

A Wianamatta-South Creek Delivery Strategy will be prepared by the NSW Government together with councils. This Strategy will investigate and confirm the delivery mechanism to deliver upon the precinct's vision and strategic outcomes. This may include potential acquisition, public access easements, negotiations with landowners or public access.

The Rossmore Grange site straddles the Wianamatta-South Creek and Rossmore precincts, with only the Wianamatta-South Creek Precinct identified as an initial precinct. The portion of the Rossmore Grange site within the Wianamatta-South Creek precinct will be rezoned to Environment and Recreation Zone to reflect that Rossmore Grange will retain an environmental function.







Regional park investigation areas

Two regional park investigation areas proposed in the north and south of the Aerotropolis within the Wianamatta South Creek corridor.



What you told us

People feel there is limited detail on the regional parks. The large extent of land identified in the regional park investigation areas creates uncertainty for landowners on future land use options



Response

The regional park investigation areas have been removed and we will instead look at opportunities for open space during precinct planning. This process will consider airport safeguarding principles as we determine the location, size and landscape design of parks.

In the south, land along Thompsons Creek has been identified for acquisition under the Aerotropolis SEPP. In the north, the land is located below the flightpath, which means it could attract wildlife species that could threaten the safe operations of the airport.

Existing use rights

The NSW planning system includes protections for uses that currently exist and operate on a site under a lawful planning approval. These protections are known as 'existing use rights' and allow the continuation of an existing use on a site if the use has lawfully commenced at the time of the rezoning under the Aerotropolis SEPP. This means that if a use is no longer permitted under the new planning controls but had lawfully commenced at the time of the rezoning, the use can continue to operate.

For example, a car and truck repair business that has a valid development consent to operate will be able to continue operating under 'existing use rights'.



Luddenham village and residential uses

Luddenham village features around 120 homes about a kilometre north west of the Airport site in the Agribusiness Precinct. Current land use zones allow for a neighbourhood centre, public recreation areas, and low density and large lot residential uses. The draft discussion paper on the Aerotropolis SEPP applied an Agribusiness zone to Luddenham, as it does with the rest of the Agribusiness Precinct.



What you told us

The proposed zoning raises concerns for Luddenham's rural character. People wanted the existing zoning to be retained, with residential uses permissible. There are concerns that the proposed zoning would devalue land.

Submissions suggested greater support for Luddenham to be a place that offers more cafes and restaurants, cultural activities, tourist facilities and visitor accommodation.



Response

We recognise that Luddenham has a unique character compared to the rest of the Agribusiness Precinct. The future vision, role and function of Luddenham Village will need to be investigated and determined during precinct planning. Whilst the rezoning of Luddenham to Agribusiness will proceed as exhibited, informed by feedback received during exhibition, the Aerotropolis SEPP now identify the Luddenham Village as a key site and include provisions allowing development that would otherwise be prohibited to be carried out if it would have been permitted with consent in the former LEP that applied to the land. For example, if the former LEP allowed for a dwelling house to be permitted with consent then development for that purpose would still be allowed with consent after the planning authority has considered the normal range of potential impacts including noise. In addition, the Aerotropolis Plan now shows Luddenham Village differently and commits to further explore Luddenham's future during precinct planning through its key considerations, strategic outcomes and implementation strategies. We will consult with the Luddenham community during precinct planning to develop the vision, function and form for Luddenham Village.

The future of Luddenham Village

We will explore the future vision, role and function of Luddenham during precinct planning. This will include a detailed investigation of certain land uses in the right locations outside noise modelling contours. These land uses would be sympathetic to the character and history of the village.



Making Dwyer Road an initial precinct

After the exhibition of the Stage 1 LUIIP, we revised the Aerotropolis Plan to identify Dwyer Road Precinct as a new precinct south of the Airport. This land was previously part of the Agribusiness Precinct; however, analysis and feedback indicated that current land uses primarily include homes and some small business with no agricultural uses in this area, and that the topography makes the land unsuitable for intensive agricultural purposes.

The Aerotropolis Plan identifies Dwyer Road as suitable for employment uses adjacent to the Aerotropolis Core Precinct and the Airport site. The existing rural village character of Bringelly would be acknowledged and protected as the broader precinct transitions to employment uses over time.

The precinct is not an initial precinct.



What you told us

Most submissions agree with the decision to separate Dwyer Road Precinct from the Agribusiness Precinct and identify the area as suitable for employment uses. However, we did hear that people wanted Dwyer Road to be an initial precinct because:

- It will be impacted by airport operations such as aircraft noise, traffic noise and construction impacts, making it a difficult place to live.
- It is the only precinct surrounding the Airport not identified as initial.
- Uncertainty around timeframes for rezoning is stressful for landowners.

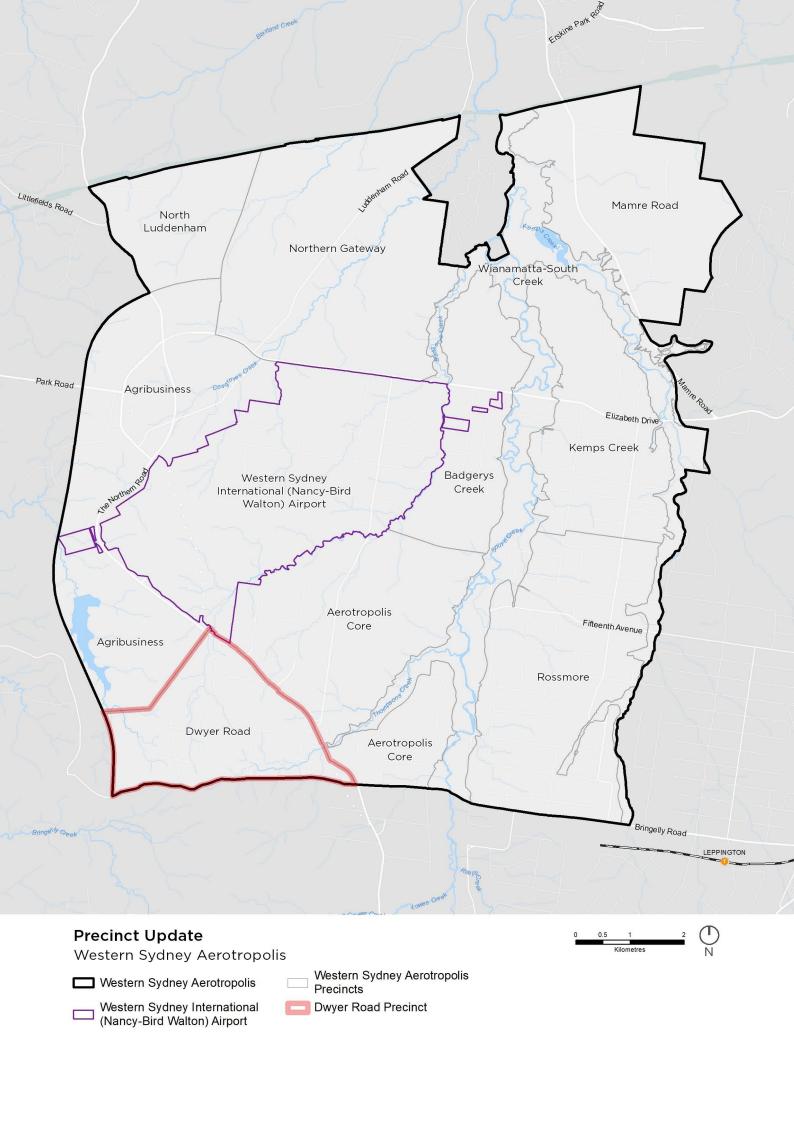


Response

The request to make Dwyer Road an initial precinct has not been supported as more than 5,000 hectares of employment land is already identified in the initial precincts; adding more land could make it unviable for the initial precincts to be a catalyst for development. Further, development in the area is unlikely in the near term based on existing infrastructure servicing strategies.

Regarding aircraft noise impacts, the parts of the Dwyer Road Precinct affected by aircraft noise greater than ANEC 20 relate to impacts from the second runway. Based on projected growth in airport operations, the Western Sydney Airport Plan anticipates that the second runway is only expected to be required around 2050.

Precinct planning for the Dwyer Road Precinct will depend on the timing of infrastructure provision, and the take up of development in adjoining areas.





Land acquistion

The planning package identifies land along Thompsons Creek that is proposed to be acquired for regional open space.



What you told us

We received objections to the proposal. People feel the amount of land to be acquired is too great and the park should be narrower. People called for fair compensation that equates to land values for sites with greater development potential.

People believe land not affected by flooding should not be acquired and that land not affected by aircraft noise or in the flooding area is suitable for development.



Response

Acquiring land along Thompsons Creek will underpin an open space network within the Aerotropolis Core that will be integral to the vision for the Western Parkland City. Limiting acquisition to a narrower riparian corridor along Thompsons Creek would be inconsistent with this vision.

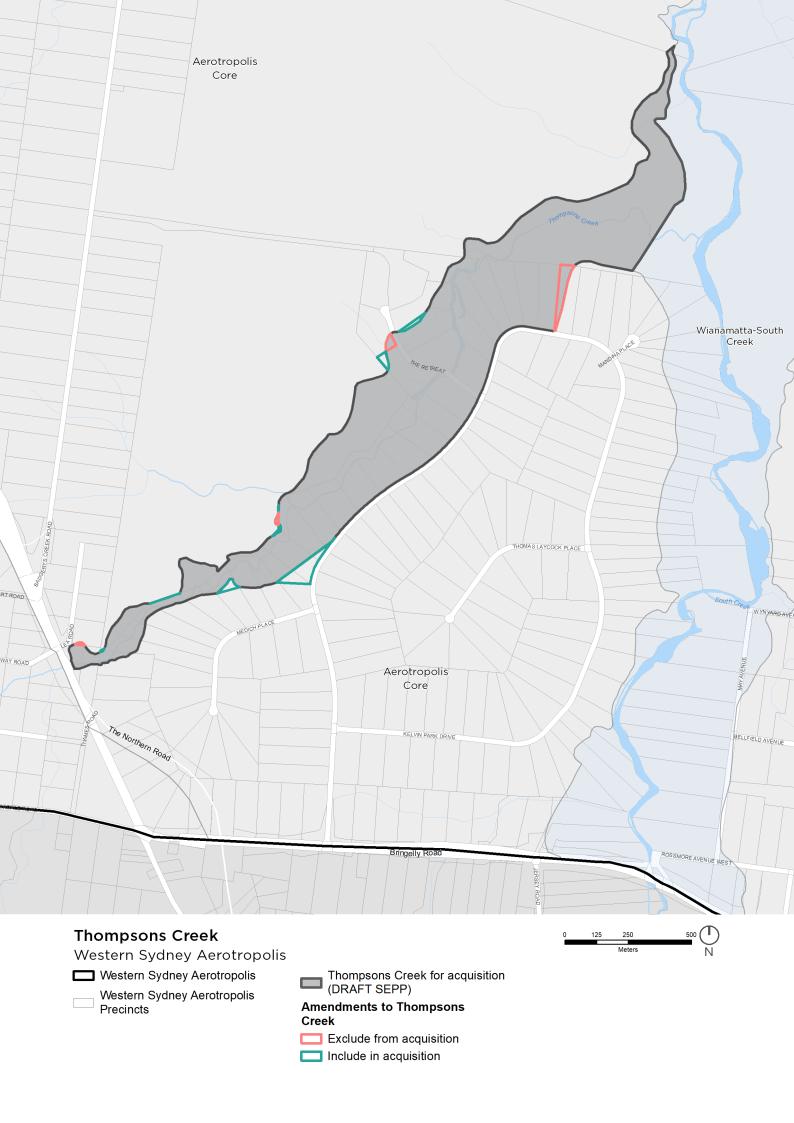
The location of flood-prone land did not guide the boundaries of the open space around Thompsons Creek. As one example, we have established the boundary along Kelvin Park Drive so that more people will be able to access the proposed open space.

We will adjust the boundary as exhibited to run along property boundaries (rather than dissecting properties), where possible to limit the acquisition of small parts of individual lots and to avoid small residual portions of land following acquisition. This will help to maintain the overall integrity and vision of the regional open space.

Identifying Thompsons Creek for acquisition in the Aerotropolis SEPP allows for discussions to begin with residents in accordance with the Land Acquisition (Just Terms Compensation) Act 1991. Property valuations occur on a case-by-case basis and account for improvements – including the establishment and operation of businesses that have planning approvals in place. The designated acquisition authority is the Planning Ministerial Corporation, which is administered by the Office of Strategic Lands within the Department of Planning, Industry and Environment.

You can find out more about the process here:

www.propertyacquisition.nsw.gov.au





Reducing mixed use land in Aerotropolis Core

The Stage 1 LUIIP identified a Mixed Use Zone in the Aerotropolis Core Precinct to align with the ANEC 20 aircraft noise contours. The Aerotropolis Plan reduces this Mixed Use Zone to locate residential development in high amenity areas, whilst being within walking distance to public transport. This will provide further separation between noise sensitive uses and the airport.



What you told us

There are calls for the expanded Mixed Use Zone to be reinstated. Submissions note that:

- Areas outside of the noise contour should be suitable for residential uses.
- The land is close to the proposed Sydney Metro station.
- A reduced Mixed Use Zone, and less residential uses, could limit the potential for the aerotropolis core as a vibrant city centre.
- There is a sufficient land zoned Enterprise identified in the Aerotropolis.
- The SEPP should contain provisions to allow for potential further mixed use developments outside the noise contour



Response

Changes to the application of the Mixed Use Zone have not been supported. Mixed use areas will be limited to land:

- outside the aircraft noise contour
- close to future services
- within walking distance to public transport including the proposed Sydney Metro station
- that offers areas and places for people, with high amenity, such as the proposed regional open space area along Thompsons Creek.

The Mixed-Use Zone within the Aerotropolis Core is framed by the alignment of the proposed road network, particularly to the north and west. If final road alignments change through detailed precinct planning, the zone's footprint will be reviewed and may change.

The focus of the Aerotropolis is on driving economic activity. This is why the majority of the Aerotropolis is focussed on enterprise opportunities rather than the residential opportunities provided by the Mixed-Use Zone. Maintaining a small Mixed-Use Zone away from the airport also takes a precautionary approach to safe guarding 24 hour airport operations.



Zoning requests and land use

The Aerotropolis SEPP includes four land use zones:

- Enterprise Zone
- Mixed Use Zone
- Environment and Recreation Zone
- Agribusiness Zone.

One special purpose land use zone will also be applied across the Aerotropolis to support infrastructure.



What you told us

Submissions identify the flatter land east of Luddenham should be zoned Enterprise due to limited environment constraints and good access to the airport.

Some submissions seek clarity on whether a specific use would be permissible or not, and others suggest additional permissible land uses within a specific zone or an alternative zone.



Response

With sufficient Enterprise zoned land in the initial precincts, the Agribusiness zone will be retained to allow for the flexibility of land uses that will support the vision for the Agribusiness Precinct.

Increasing the amount of land zoned Enterprise in the Northern Gateway would reduce the amount of Environment and Recreation zoned land that is required to conserve land with biodiversity values or that is susceptible to flooding. Further, sufficient Enterprise zoned land is identified across the Aerotropolis.

The southern portion of this precinct is more affected by environmental constraints, than the northern portion of the precinct. Despite this the precinct size is not be changed, so that a diversity of agribusiness uses, particularly with a mix of large and small landholdings, can be achieved.

A flexible approach to zoning and land use permissibility has been adopted, which defines the prohibited uses within a zone and permits with development consent all other uses. Future development applications will need to demonstrate how a proposal is consistent with the relevant zone objectives.

Maintaining the Agribusiness Zone will support the Aerotropolis' role as a catalyst to support regional agricultural exports.



Aerotropolis and precinct boundaries

We received several requests relating to boundary changes to the Aerotropolis area itself and the precinct boundaries.



What you told us

We received the following requests:

- extend the Aerotropolis and Dwyer Road Precinct boundary to the south of Bringelly Road to facilitate trade opportunities that would align with the intended outcomes of Dwyer Road Precinct
- extend the Aerotropolis land and Agribusiness Precinct boundary west to include a large landholding south west of Luddenham that could contribute to the Agribusiness Precinct
- reinstate land at the northwest junction of The Northern Road and Bringelly Road into the Aerotropolis Core Precinct, as was the case in the Stage 1 LUIIP
- adjust the Aerotropolis boundary at the Wianamatta-South Creek Precinct to remove land at the precinct's eastern extent
- adjust the boundaries of Kemps Creek and Rossmore precincts to avoid splitting precincts across lots.



Response

In most cases, existing and future major road alignments form logical precinct boundaries.

Bringelly Road is a natural boundary for the southern extent of the Aerotropolis given this is the boundary between the Liverpool and Camden local government areas. The proposed Outer Sydney Orbital alignment forms the western edge of the Aerotropolis (the alignment is not included within the Aerotropolis) and any extension of the Aerotropolis to the west could cause interface issues with the future transport network and encroach on the Metropolitan Rural Area. The Aerotropolis Core and Dwyer Road precinct boundary aligns with upgrades to The Northern Road.

Given the planned amount of land for employment and agribusiness, there is no need for additional employment or agribusiness land supply.

The Wianamatta-South Creek Precinct boundary includes land that contains protected vegetation, is flood affected or identified for recreation purposes within the Environment and Recreation zone.

The boundary for the Kemps Creek and Rossmore precincts has been amended to rectify instances of split precincts across lots.



Other issues

Some submissions note the importance of affordable housing, while others highlight that the cumulative costs of contributions should not make development of affordable housing cost prohibitive.

We also received a request to resolve the future of unzoned land under the SEPP within the Wianamatta-South Creek Precinct adjoining the Mamre Road and Kemps Creek precincts, where the Western Sydney Employment Area SEPP previously applied.

We received feedback on the level of detail within the Phase 1 DCP, with some submissions noting that the exhibited DCP is high level and should contain greater detail to support healthy and sustainability precincts.



Response

The Western Sydney Aerotropolis Plan aims to provide diverse, affordable and well-located housing within the Aerotropolis. Affordable housing will be considered during precinct planning stages, including an examination of development contributions to ensure that contributions are not cost prohibitive.

The unzoned land within the Wianamatta-South Creek Precinct has been resolved and allocated to either Mamre Road or Kemps Creek precincts.

The Phase 1 DCP is intentionally high level. It sets the overarching objectives and performance outcomes to assess applications submitted prior to final precinct plans. The Phase 2 DCP will be finalised following the precinct plans and will contain a greater level of detail and specific development controls to help guide development. This includes objectives and controls to support healthy planning, high quality building design, construction standards, stormwater management, vegetation and canopy cover and air quality.

Next steps

Statutory planning framework

The Aerotropolis SEPP has now been made (gazetted) which has applied new land use zones in the initial precincts.

Precinct planning

We are preparing draft precinct plans for the initial precincts that will build on the rezoning now in place by providing indicative layouts, building site coverage, building heights and staging.

We will exhibit and seek feedback on the draft precinct plans. After considering submissions, we will finalise the draft precinct plans. All new development will need to be consistent with these plans. The finalisation of draft precinct plans will include amendments to the Aerotropolis SEPP and updates to the Aerotropolis DCP.

Master planning

The SEPP establishes a framework for a master planning process where certain criteria can be satisfied. Landowners will be able to provide granular details of land use allocation and arrangements across a site or a number of contiguous sites, which, if approved, may be applicable to streamlined development approval pathways.

Master planning will only be available for sites:

- with a minimum site area of 100 hectares
- within initial precincts
- that enable site investigations to be acknowledged prior to and concurrently with precinct planning or that could be utilised once precinct planning is completed.

Master planning will build on the Western Sydney Aerotropolis Plan or relevant precinct plan. Any proponent wishing to prepare a master plan must seek permission from the Secretary of the Department of Planning, Industry and Environment and address any requirements issued by the Secretary.

Land acquisition

Discussions will now begin with the 37 affected properties to accommodate regional open space along Thompsons Creek. This process will be managed by the Office of Strategic Lands in accordance with the process established by Property Acquisition NSW.

You can find out more about the process here: www.propertyacquisition. nsw.gov.au

Infrastructure planning

Special Infrastructure Contributions Plan (SIC)

The Department is preparing a SIC Plan to fund regional infrastructure. This will include a proposed infrastructure schedule and SIC rate and will be exhibited alongside draft precinct plans. SIC rates may be developed for each precinct. Rates are likely to be at least the equivalent of SIC rates in adjoining growth areas.

Local infrastructure contributions plans

Liverpool and Penrith councils are preparing a Section 7.12 Local Contributions Plan to fund local infrastructure including local road and intersection upgrades, upgrades to local drainage infrastructure and social infrastructure, such as open space and community facilities. The Section 7.12 Plan will apply a percentage contribution rate based on the construction cost for the development.

Figure 3: Artist's impression of the CSIRO building Source: CSIRO, 2020







