



**Planning &  
Infrastructure**

***MODIFICATION REQUEST:  
DHL Logistics Hub Modification 4  
Site 1A, Oakdale Central Industrial Estate,  
Horsley Park (08\_0066 MOD4)***

***Modifications to the layout of the  
warehouse/distribution centre on site 1A***

Director-General's  
Environmental Assessment Report  
Section 75W of the  
*Environmental Planning and Assessment Act 1979*

September 2012

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## **1. BACKGROUND**

The Oakdale Central estate is located on a 62 hectare site, adjacent to and south of the Sydney Water pipeline in the Western Sydney Employment Area (WSEA) and is being developed by Goodman Pty Limited for warehouse, distribution and freight logistics purposes. The estate is accessed off Old Wallgrove Road, where currently there are 2 warehouse distribution centre buildings operated by DHL Logistics. These have been constructed at the southern corner of the estate road and Old Wallgrove Road, on site 2A, refer to **Figures 1 & 2**. This modification application relates to site 1A at the northern corner of the estate road and Old Wallgrove Road, which is vacant but where site works have been undertaken and approval is in place for the construction of a warehouse distribution facility. Other works that have been undertaken include the construction and planting out of a drainage swale adjacent to the northern boundary of site 1A, refer to site photos **Appendix B**.

### **Concept Plan and Stage 1 project approval**

On 2 January 2009, the then Minister for Planning approved a concept plan (MP08\_0065) for the establishment of Oakdale Central estate, with 7 buildings for warehouses, distribution centres, freight logistics facilities, along with associated infrastructure, internal roads, and biodiversity land. The Minister also approved the concurrent stage 1 project application (MP08\_0066) for the establishment of a DHL Logistics Hub and associated infrastructure, comprising the construction of a warehouse on each of sites 1A and 2A of the estate, adjacent to Old Wallgrove Road.

### **Modification No 1**

On 4 November 2010 the Executive Director Major Projects Assessment, as delegate of the then Minister for Planning approved amendments to the subdivision to change the configuration and reduction in the number of internal estate roads, in response to the finalised alignment of the adjoining regional road infrastructure. The project approval for stage 1 on sites 1A and 2A, was also modified with amendments to the approved building areas, changes to hardstand arrangements and redistribution of car parking spaces. These changes provided for 2 warehouse buildings on site 2A (warehouse no. 2 of 24,650sqm and warehouse no. 3 of 9,291sqm), instead of one larger building. The siting of the warehouse no. 1 on site 1A was shifted to the east of this site and rotated 180 degrees so that hardstand areas and delivery and loading would be along the western elevation, on the opposite side to Old Wallgrove Road.

The modifications also amended the contribution condition requirements to be consistent with the Special Infrastructure Contribution (SIC) for the Western Sydney Employment Area. A condition imposed on the modified project included setting a timeframe for Goodman Limited to enter into a Voluntary Planning Agreement (VPA) to make the necessary contributions.

### **Modification No 2**

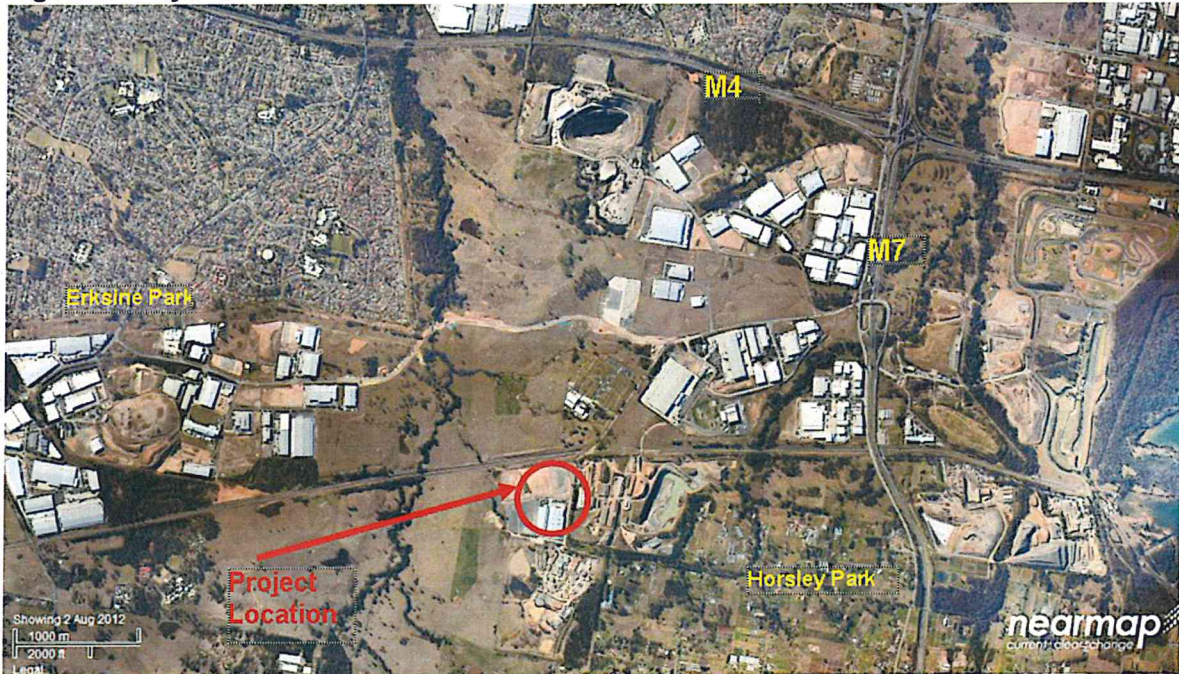
On 17 February 2011, the Executive Director Major Projects Assessment, as delegate of the then Minister for Planning, approved an application to modify the project approval in order to amend the timing for entry into the Planning Agreement.



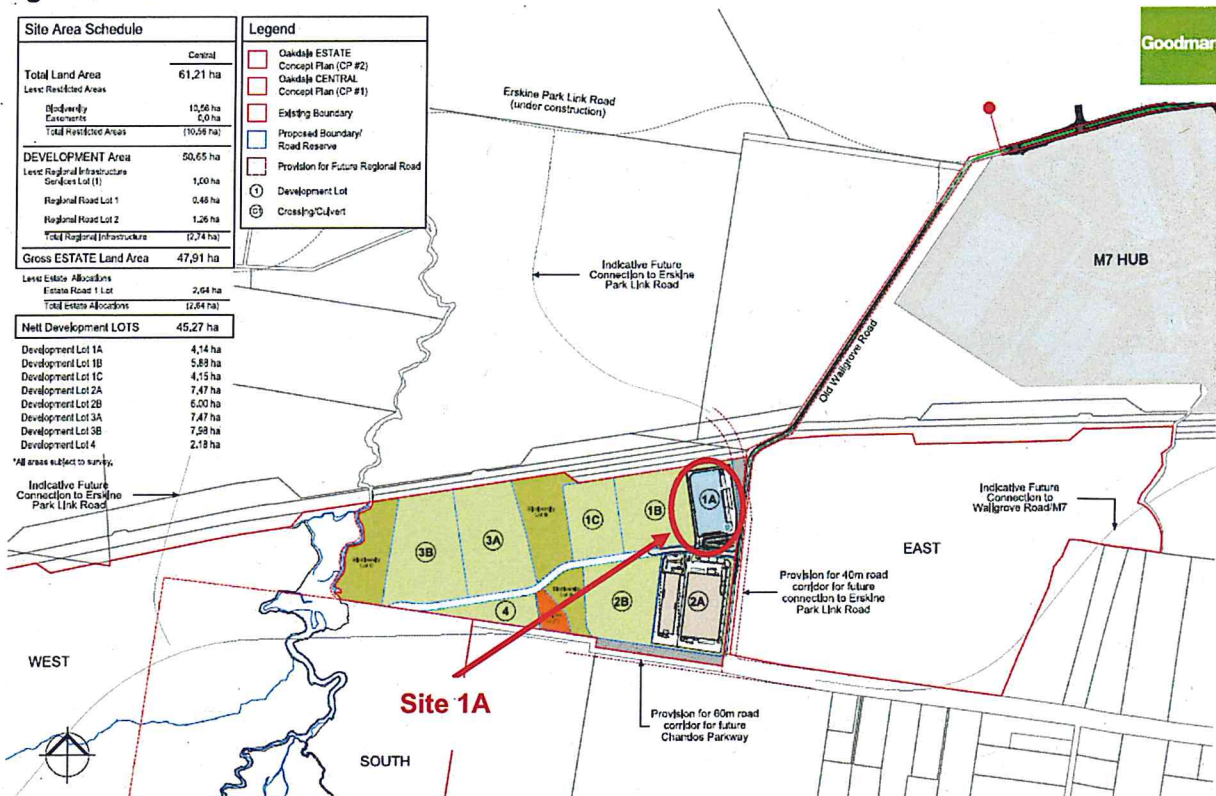
### Modification No. 3

On 8 July 2011, the Director-General as delegate of the Minister for Planning & Infrastructure approved an application to modify the project approval to provide for some minor changes to warehouses 2 and 3 on Site 2A. The proposed alterations involved changes to the appearance of the warehouses; the site layout; and the quantum of office floor space. These two warehouse buildings have been constructed and are in operation as warehouse distribution facilities (DHL Logistics).

**Figure 1: Project Location**



**Figure 2: Location of Site 1A**





## 2. PROPOSED MODIFICATION

### 2.1 Modification Description

Approval is sought for amendments (MOD 4) to the development as previously modified, essentially to reorient and reposition the warehouse to be constructed on Site 1A, with associated relocation of the loading areas and minor associated amendments to site facilities, refer to **Figures 3 and 4**.

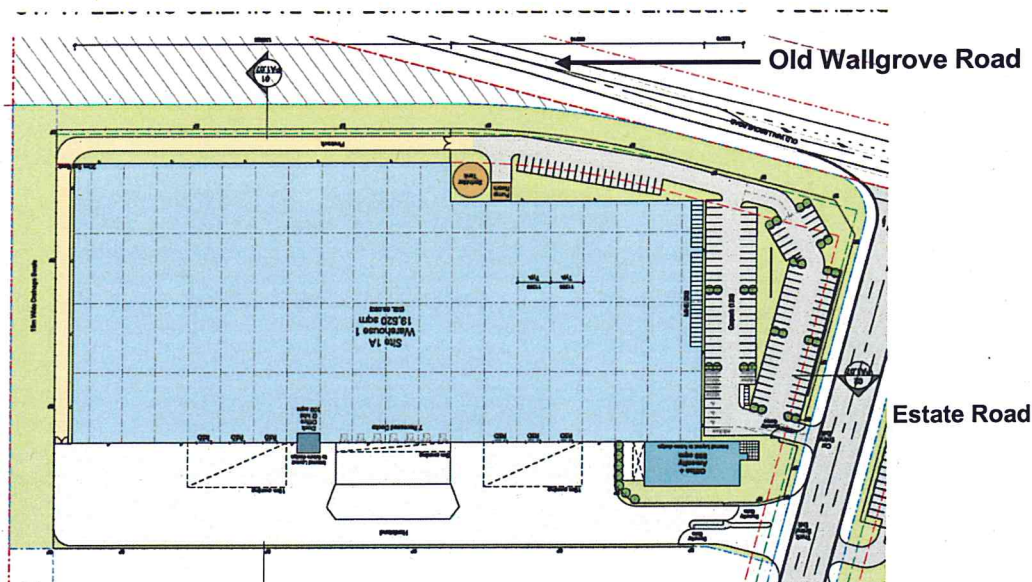
The warehouse building will be rotated 180 degrees and be sited in a position which will be similar to that originally approved, prior to the initial modification of the Stage 1 project approval. The proposed use of the building as a warehouse and distribution centre will be unaffected by the modification. The key aspects of the proposed modification are listed in **Table 1**.

**Table 1: Key aspects of the proposed modification**

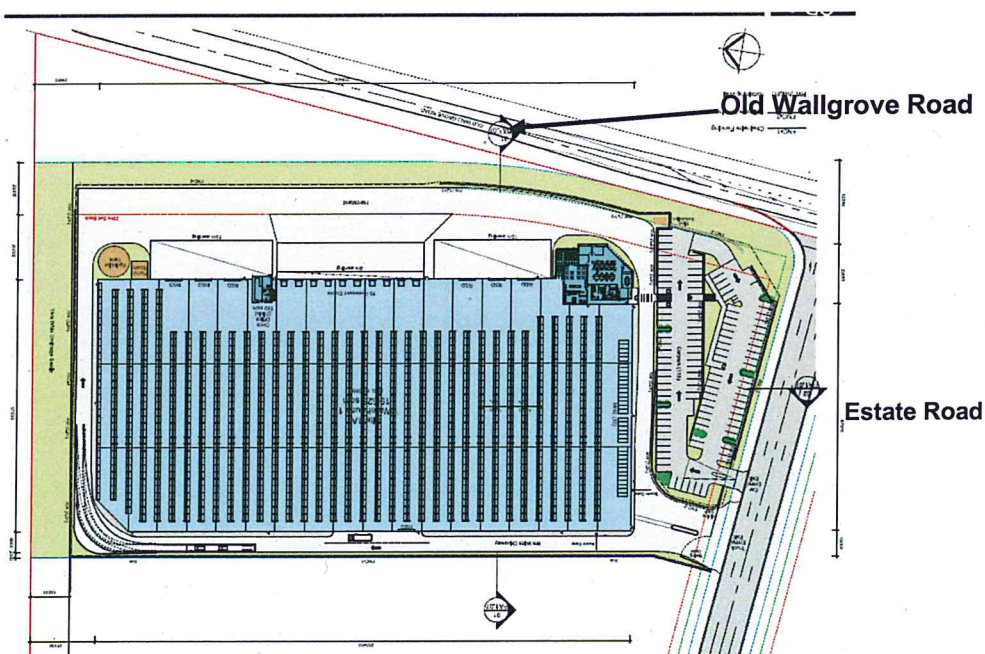
| <b>Aspect</b>               | <b>Description</b>   |
|-----------------------------|--|
| <b>Built Form</b>           | <ul style="list-style-type: none"><li>• rotating the warehouse building envelope 180 degrees such that hardstand areas are located on the opposite side than that approved. Modification to the positioning and orientation of the warehouse and distribution centre will include the following:<ul style="list-style-type: none"><li>○ siting of the warehouse building approximately 26m towards the western side of the site</li><li>○ orientating the warehouse to accommodate the 'back of house' and loading area along the eastern elevation adjacent to Old Wallgrove Road</li><li>○ associated relocation of the pump room and sprinkler tanks to the north east corner of the site</li><li>○ locating the main office in the south east corner of the building adjacent to the car park (shifted from the south western corner of the building)</li></ul></li><li>• increase in the area of the dock office from 100sqm to 150sqm</li><li>• inclusion of three additional recessed docks in the loading areas along the eastern elevation of the building</li><li>• inclusion of retaining walls along the western and south eastern portions of the site, up to approximately 2m.</li><li>• inclusion of an electricity substation in the south east of the site</li><li>• inclusion of fit out and racking layout details for use of the building as a warehouse/distribution centre</li></ul> |
| <b>Parking &amp; Access</b> | <ul style="list-style-type: none"><li>• reduction of car parking spaces from 120 spaces to 115 spaces</li><li>• amendment to car parking layout, involving removal of parking areas along the eastern side of the site</li><li>• minor realignment of the truck entry and car park entry from local estate</li></ul>   |

| Aspect             | Description  |
|--------------------|--|
|                    | road, as a result of modified site layout  |
|                    | <ul style="list-style-type: none"> <li>provision of a internal heavy vehicle circulation driveway with a minimum width of 6m around the western and northern sides of the building, with access driveway off the estate road as initially approved</li> </ul>  |
| <b>Landscaping</b> | <ul style="list-style-type: none"> <li>removal from the landscape plans of the drainage swale along the northern boundary. The landscaping of the swale was completed as part of the first stage infrastructure works.</li> <li>landscape treatment of a 1m strip between the northern internal driveway and the adjoining drainage swale area.</li> </ul> |

**Figure 3: Approved Project Layout – Site 1A**



**Figure 4: Proposed Modified Layout**





### **3. STATUTORY CONTEXT**

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#### **3.1 Modification of the Minister's Approval**

The application seeks to modify the project approval under section 75W of the Act in the manner listed above, **in section 2.1.**

In accordance with clause 3 of Schedule 6A of the Act, section 75W of the Act (as in force immediately before its repeal on 1 October 2011 as modified by Schedule 6A), continues to apply to transitional Part 3A projects.

The department is of the view that the application to modify the project application approval may be considered and approved as an application to modify a project approval under section 75W of the EP&A Act given that modification does not alter the purpose of the project; with the modified development remaining as the construction of warehouse distribution centre/facility, and there are minimal environmental impacts and issues arising from consideration of the modification request.

Given the above, the department considers the Minister, or his delegate/s, could reasonably form the view that the modification request is within the scope of section 75W of the EP&A Act and is capable of being approved as a modification under section 75W of the EP&A Act.

#### **3.2 Environmental Assessment Requirements**

Section 75W of the EP&A Act provides the Director-General with scope to issue environmental assessment requirements (DGRs) that must be addressed with respect to the proposed modification. As the modification relates only to the reorientation of the building layout, it was considered unnecessary to notify the proponent of any further environmental assessment requirements. The assessment submitted with the application addressed the original DGRs.

#### **3.3 Delegated Authority**

On 14 September 2011 the Minister for Planning and Infrastructure delegated his functions to determine Part 3A applications to the Department. Under the Instrument the Minister delegated determination of a modification request under Section 75W to senior staff of the Department of Planning and Infrastructure where:

- The council has not made an objection, and
- There are less than 10 public submissions objecting to the proposal, and
- A political disclosure statement has not been made in relation to the application.

There have been no submissions received from the public. A response has been received from Fairfield City Council. Council does not object to the modification but has identified issues to be taken in consideration. Accordingly the application is able to be determined by the Director, Metropolitan & Regional Projects North, under delegation.

### 3.4 Permissibility

The site is zoned IN1 – General Industrial under State Environmental Planning Policy (Western Sydney Employment Area) 2009. Industries (other than offensive or hazardous industries) and warehouse or distribution centres are permissible with consent within the IN1 zone.

The objectives of the IN1 zone include the following relevant objectives:

- To facilitate a wide range of employment-generating development including industrial, manufacturing, warehousing, storage and research uses and ancillary office space;
- To minimise any adverse effect of industry on other land uses; and
- To encourage a high standard of development that does not prejudice the sustainability of other enterprises or the environment.

The modified development will be consistent with the relevant zone objectives.

## 4. CONSULTATION AND SUBMISSIONS

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### 4.1 Exhibition

Under Section 75X(2)(f) of the EP&A Act, the Director-General is required to make the modification request publicly available. The modification request was made available on the Department's website. No public submissions have been received.

Due to the minor nature of the proposed modification, the modification request was not exhibited by any other means. A copy of the modification application was however forwarded to Fairfield City Council.

### 4.2 Public Authority Submissions

A submission was received from Fairfield City Council which requests that the following be taken into consideration.

*The proposed reduction of car parking spaces for the development shall be adequately justified, given that the proposed number of car parking spaces for the development is a departure from Fairfield City Wide Development Control Plan 2006 and the location of the site away from public transport.*

This matter is considered in section 5.3.

Council has also requested that conditions be included in the approval regarding provision of a final detailed drainage plan, with the construction certificate, to comply with council's drainage policy and the Urban Area On-site Detention Handbook; as well as the design of parking facilities, driveways, manoeuvring areas, and loading areas being in accordance with relevant Australian standards, being AS 2890 part 1 (2004) and AS 2890 part 2 (2002).

There are existing conditions in the project approval which appropriately relate to the matters council has raised in regard to drainage and design of parking areas. Condition 16 requires that prior to commencement of operations the proponent is to



prepare and implement a storm water management plan to the satisfaction of the Director-General and in consultation with council and the catchment management authority. Condition 6 requires that the internal road network and parking associated with the project are designed, constructed and maintained in accordance with the Australian Standards. The traffic and parking report submitted with the application indicates that the vehicular access and truck turning/manoeuvring areas have been designed to meet relevant Australian standards requirements (AS2890.2 Parking facilities – off street commercial vehicle facilities).

## **5. ASSESSMENT**

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The department has reviewed the proposed modification and considers the key issues to be consistency with relevant controls, built form, visual impacts, parking, and landscaping.

### **5.1 Consistency with relevant EPIs, Policies and Guidelines**

The modification has been assessed against the provisions of relevant EPIs, policies and guidelines and in particular;

#### **5.1.1 State Environmental Planning Policy (SEPP) (Western Sydney Employment Area) 2009**

The WSEA covers areas of western Sydney adjacent to and within the vicinity of the M4 and M7 motorways. The WSEA SEPP came into force in October 2009, after approval of the original concept plan and stage 1 project in January 2009 (the draft SEPP was considered in the assessment of the concept plan and stage 1 project).

The SEPP zones the subject part of the site IN1 General Industrial. The modified development remains as warehouse/distribution centre which is permissible with consent within the IN1 General Industrial zone. The modified development will be consistent with the aims of the SEPP and objectives of the IN 1 Zone. The modified development will not be inconsistent with the principal development standards in part 5 of the SEPP.

Under clause 31 of the SEPP the following design principles are to be taken into consideration, whether or not:

- (a) the development is of a high quality design, and*
- (b) a variety of materials and external finishes of the external façades are incorporated, and*
- (c) high quality landscaping is provided, and*
- (d) The scale and character of the development is compatible with other employment-generating development in the precinct concerned.*

These matters are considered in section 5.2 in relation to an assessment of the visual amenity or impacts of the modified development.

It is noted that is no specific precinct plan or development control plan relevant to this part of the WSEA, as provided for or required under clauses 18 & 19. The concept plan however included design controls and development standards for the estate

which are considered below in section 5.1.3. While Fairfield Development Control Plan 2006 is not specifically relevant to this part of the WSEA, it has previously been considered in the assessment of the development of the site as providing relevant local development controls and is considered below in relation to the proposed modification.

#### 5.1.2 Fairfield Development Control Plan 2006 (DCP)

Development controls for industrial development within the DCP include requirements related to site dimensions, setbacks, car parking, loading facilities, pedestrian movements, and landscaping. The modified development will substantially comply with the controls except for the number of parking spaces and loading facilities that would be required under the DCP controls. Parking for 295 vehicles would be required under the DCP for the warehouse and office floor space and 28 loading facility spaces would be required for the warehouse floor space. This is discussed below in section 5.3.

#### 5.1.3 Oakdale Central Development Controls

The approved concept plan sets out a series of development standards to guide future project and development applications in this area. The modified development generally complies with these standards. The relationship of the modified project to the development standards is summarised below in **Table 3**.

**Table 3: Oakdale central concept plan development standards**

| Issue   | Development standard   | Development proposed to be modified  | Compliance  |
|---|--|--|---|
| <u>Lot Dimensions</u>   |  |  |   |
| <ul style="list-style-type: none"> <li>Minimum lot area</li> <li>Minimum lot frontage</li> <li>Minimum lot width</li> <li>Minimum built area (including awnings)</li> </ul> | 5,000sqm<br><br>40m<br>35m<br>2,500sqm   | 4.1ha<br><br>>40m<br>>35m<br>20,170sqm   | Yes<br><br>Yes<br>Yes<br>Yes  |
| <u>Site Coverage</u>  | 65%  | 52%  | Yes   |
| <u>Minimum setbacks &amp; landscaping</u>   | Setback & Landscaping  |  |   |
| <ul style="list-style-type: none"> <li>Link Road</li> <li>Collector Road</li> </ul>   | <ul style="list-style-type: none"> <li>Setback 20m &amp; landscaping 20m average</li> <li>Setback 15m &amp; landscaping 7.5m or 50% average</li> </ul> | <ul style="list-style-type: none"> <li>Setback to boundary at Old Wallgrove Road and proposed link road min. 25m with approx. 10m landscaping</li> </ul> | Yes, except for primarily 10m landscaping strip to proposed link road alignment adjoining the eastern boundary (see comments below) |



|   |  |   |     |
|---|--|---|-----|
| <ul style="list-style-type: none"> <li>Local Estate Road</li> </ul>   | <ul style="list-style-type: none"> <li>Setback 7.5m &amp; landscaping 50% average</li> </ul> | <ul style="list-style-type: none"> <li>Setback minimum 35m and landscaped strip of minimum 7.5m width</li> </ul>                    | Yes |
| <ul style="list-style-type: none"> <li>Side Boundary</li> </ul>   | <ul style="list-style-type: none"> <li>Setback and landscaping – zero (0m)</li> </ul>        | <ul style="list-style-type: none"> <li>Setback min. 10m and landscaping 2m</li> </ul>   | Yes |
| <ul style="list-style-type: none"> <li>Rear Boundary (note: rear boundary is considered to be the northern boundary)</li> </ul> | <ul style="list-style-type: none"> <li>Setback 5m &amp; landscaping 2.5m</li> </ul>          | <ul style="list-style-type: none"> <li>Setback 21m &amp; landscaping 16m landscaping (including 15m wide drainage swale)</li> </ul> | Yes |
| <u>Car Parking</u> <ul style="list-style-type: none"> <li>Warehouse/bulk storage</li> <li>Office</li> </ul>                     | 1/200sqm (19,520sqm) = 98<br>1/40sqm (650sqm) = 16<br>Total = 114 spaces                     | 115 spaces  | Yes |

The landscaped setback to the eastern site boundary and the eventual alignment of the north/south link road will be approximately 10m in width, instead of an average of 20m. This 10m landscaped width is consistent with landscaping previously approved along this site boundary, with the project approval for Stage1, as modified.

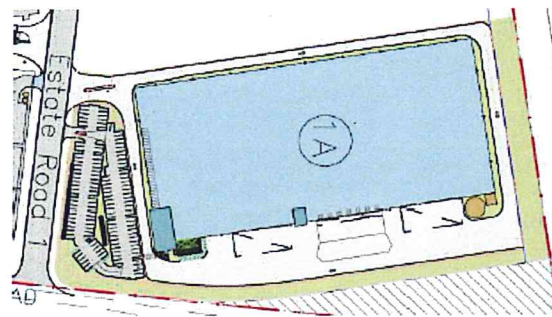
## 5.2 Built form, site layout and visual impacts

The built form of the warehouse building will remain substantially the same, with the changes related to reorientation of the building on the site and repositioning so that the loading areas face towards Old Wallgrove Road. This will reposition the approved building so that its modified site layout will be similar to the site layout as originally approved, prior to amendments approved under Modification No 1, refer to **Figure 5**.

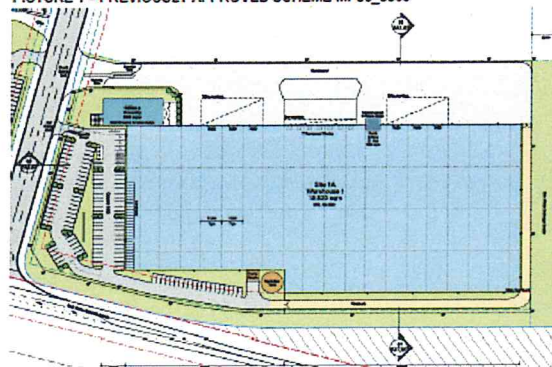
While 'back of house' activities and delivery/loading areas of the modified development will be now be visible from the frontage to Old Wallgrove Road (and the future link road) this was the case with the development as originally approved, refer to **Figure 5**. This also will not be inconsistent with similar warehouse distribution facilities within the area, and will be consistent with the existing warehouses on Site 2A where these 'back of house' activities are visible from the frontage to the estate road, refer to site photos in **Appendix B**. It will provide for some activation to this elevation of the development. It is also noted that the building will in part be located below the level of Old Wallgrove Road, and there will be a 10m wide landscaped setback to ensure there is a suitable street frontage.

The modification also proposes amendments to the façade colours so that they will be consistent with the finishes of the existing buildings constructed on site 2A, refer to site photos in **Appendix B**.

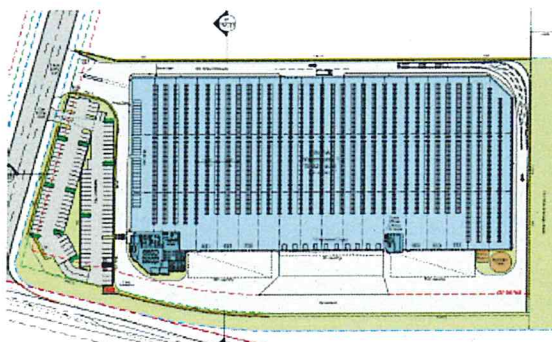
**Figure 5: Comparison of original approval with current approved development and as proposed to be modified**



PICTURE 1 – PREVIOUSLY APPROVED SCHEME MP08\_0066



PICTURE 2 – CURRENT APPROVED WAREHOUSE AND FACILITIES ON SITE 1A (AS AMENDED) MP08\_0066



PICTURE 3 – PROPOSED MODIFICATION NO.4

### 5.3 Parking and loading

The modification will result in a reduction in the number of car parking spaces from 120 spaces to 115 spaces. Council has raised this as an issue in its submission and indicates that this reduction should be adequately justified given the departure from the Fairfield City Wide DCP and the location of the site away from public transport.

The proponent has justified the reduction in parking on the basis that the proposed number of car spaces exceeds the minimum required under the Oakdale Central development controls.

Despite the reduction of 5 spaces, the parking rate will be in accordance with rates in the concept plan development standards and compare favourably to the parking rate for warehouse development with the RMS traffic guidelines, refer to Table 4. While parking will be substantially below council's DCP rate for industrial development (refer to section 5.1.2), the DCP rate does not suitably apply to the large warehouse



distribution centres being developed in the estate and within WSEA, where there are large gross floor areas with lower employee ratios than expected from more typical industrial development in the Fairfield council area.

It is noted that the closest public transport is bus service from Mt Druitt and Rooty Hill stations that terminates near Old Wallgrove Road about 1.5km from the site. It is expected that most employees will drive to the site and that the 115 car spaces will provide sufficient on site parking, particularly as there would be a low employee ratio due to majority of the floor space being used for warehouse storage purposes.

**Table 4: Comparison of parking rates with the approved and modified development**

| <b>Parking spaces as approved</b> | <b>Parking spaces as proposed to be modified</b> | <b>Parking spaces required under concept plan development design controls:</b> | <b>Parking spaces required under RMS Traffic Guidelines:</b>                                 |
|-----------------------------------|--|--|--|
|                                   |  | 1/space/200sqm for warehouses<br>1 space/40sqm for offices                     | 1 space/300sqm for warehouse development<br>1 space/40sqm for office and commercial premises |
| 120 spaces                        | 115 spaces                                       | 114 spaces   | 81 spaces  |

Based on provisions of Fairfield DCP 2006, 28 loading facility spaces would be required for the 19,520sqm of warehouse floor space, whereas 16 loading docks are to be provided, including 10 recessed docks. The proposed arrangement has been designed having regard to the specific use of the building and is suitable to the large warehouse building. It is also noted that the amended layout and truck access arrangements will allow for an extended truck queuing area on the site with the provision of a 6m wide driveway adjacent to the length of the western and northern elevations of the building. Trucks accessing the site could queue along this driveway, if required, while awaiting access to the delivery and loading dock areas along the eastern elevation. As previously noted the traffic and parking report submitted with the application indicates that the vehicular access and truck turning/manoeuvring areas have been designed to meet relevant Australian standards requirements (AS2890.2 Parking facilities – off street commercial vehicle facilities).

## 5.4 Landscaping

Revised landscape plans were approved on 15 April 2011, in compliance with existing condition 28 of the project approval which required that the proponent revise the landscape management plan in consultation with council and to the satisfaction of the Director-General. These approved and revised plans were reviewed and 'signed off' by council. They primarily relate to the landscape treatment of a drainage swale to the north of the site, and footpath areas around the east and south of the site. The drainage swale has since been constructed and planted, refer to site photos in

Appendix B. The proponent has advised that this was necessary to deal with the water flowing from the land to the east.

This modification request seeks approval of amended landscape plans for site 1A, taking account of the modified layout of the development. The landscape plans provide for a mix of canopy planting, trees, shrubs and groundcovers. A native grass mix is to provide low maintenance landscaping to broad landscape areas along the frontage to Old Wallgrove Road, within the areas set aside for the future link road. Level changes within the site (retaining walls) are to be achieved with a rip-rap stone wall below an evenly graded embankment, with matrix planting. The proposed landscape treatment is considered to be satisfactory.

## **6. CONCLUSION AND RECOMMENDATIONS**

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Approval is sought for amendments to the approved and previously modified development essentially to reorient and reposition the warehouse to be constructed on Site 1A, with associated relocation of the loading areas and minor associated amendments to site facilities.

The proponent has indicated that the proposed modifications and reorientation of the warehouse building will allow for appropriate operation and efficiency for the anticipated future occupants.

No public submissions have been received. Fairfield City Council has reviewed the modification and provided comments. The matters raised by council regarding the number of parking spaces, design of parking areas and drainage are considered in the assessment. Despite a reduction of 5 car parking spaces, the modified development will comply with development standards for the estate concept plan. It is also noted that there are suitable existing approval conditions related to drainage and the design of parking areas, so that these elements are in accordance with the relevant standards.

The assessment has not identified any adverse impacts from the modification which would warrant its refusal. Accordingly it is recommended that the Director Metropolitan & Regional Projects North, as delegate of the Minister, approve the proposed modification and amend condition 2 of the project approval to include reference to the amended architectural and landscape plans, as set out in the modifying instrument included in **Appendix C**.



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20/9/12



## **APPENDIX A      MODIFICATION REQUEST**

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See the Department's website at

[http://majorprojects.planning.nsw.gov.au/index.pl?action=view\\_job&job\\_id=5548](http://majorprojects.planning.nsw.gov.au/index.pl?action=view_job&job_id=5548)

## **APPENDIX B    SITE PHOTOS**



**View of Site 1A, looking north from the corner of estate road and Old Wallgrove Rd**



**View of Site 1A looking south from the northern boundary (note existing DHL warehouse/distribution centre in the distance)**





**Drainage swale, along the northern boundary of the site**



**Existing DHL warehouse/distribution facility Site 2A (to the south of the Site 1A)**