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# **D4 Industrial Development**

# A. Background

This section provides controls and objectives for all industrial land in the City of Penrith.

This section provides specific controls for industrial development in addition to the general controls elsewhere in this DCP

# **B. General Objectives**

- a) To promote industrial development which can operate in a functional, safe and environmentally friendly manner;
- b) To minimise conflict between industrial land uses and adjacent sensitive land uses;
- c) To ensure that development of land to which this section applies will not significantly affect the function, efficiency and safety of all classified roads and other major roads;
- d) To promote development of a visually attractive form, design and scale, where urban elements, streetscape and built forms are integrated with the existing environment;
- e) To retain existing vegetation and promote the integration of significant landscaped areas into the site design to minimise the impacts of built form and hardstand areas;
- f) To manage traffic impacts and access issues for larger vehicles and loading facilities;
- g) To address visual impacts and safety requirements of large external storage areas; and
- h) To promote employment generation that has considered access to public transport and supporting services for improved amenity.

# C. Other Relevant Sections of this DCP

Penrith DCP 2014 is a multi-layered document that recognises the relationship of a number of issues to achieving sustainable outcomes. Therefore, to address issues associated with industrial development, it is important to read all relevant parts of this DCP.

Council will consider each development application on its merit, having regard to this section and other relevant sections of the DCP, and other relevant environmental planning instruments, contributions plans or Council policies. Compliance with this Section alone does not guarantee that consent will be granted to an application.

# 4.1. Key Precincts

The main industrial areas in Penrith can be broken down into ten precincts, each with different characters (see Figure D4.1). This Section provides different controls for each of the precincts. The industrial precincts are:

- Precinct 1: Dunheved/St Marys (north of Christie Street) shown in Figure D4.2.
- Precinct 2: Dunheved/St Marys (south of Christie Street) shown in Figure D4.2.
- Precinct 3: St Marys (east of Forrester Road) shown in Figure D4.2.
- Precinct 4: North Penrith (west of Castlereagh Road) shown in Figure D4.3.
- Precinct 5: North Penrith (east of Castlereagh Road) shown in Figure D4.3.
- Precinct 6: South Penrith (east of Mulgoa Road) shown in Figure D4.4.
- Precinct 7: Emu Plains (north of Old Bathurst Road) shown in Figure D4.5.

- Precinct 8: Emu Plains (south of Old Bathurst Road) shown in Figure D4.5.
- Precinct 9: Kingswood shown in Figure D4.6.

In addition, the area known as Waterside Corporate is zoned for industrial uses, but most of the controls for this area are contained in the Waterside Corporate Section of this Plan. However, where there are no specific controls included in Section E4, the controls of this Section apply.

This section also applies to land known as the Erskine Park Employment Area which is currently zoned for industrial uses under State Environmental Planning Policy (Western Sydney Employment Area) 2009.







Figure D4.2: Precincts 1, 2 and 3 – Dunheved / St Marys



Figure D4.3: Precinct 4 and 5 – North Penrith



Figure D4.4: Precinct 6 – South Penrith





#### Figure D4.6: Precincts 9 – Kingswood



# 4.2. Building Height

# A. Background

Industrial development should achieve a scale and height in keeping with the existing and desired future character of the area.

Development may not be permitted up to the maximum height specified on the Height of Buildings Map, if it will have an adverse impact on views to or from areas of visual importance or on heritage significance. This section provides guidance to applicants regarding building heights for industrial development.

#### **B. Objectives**

- a) To encourage building forms that respond to the topography of the site and the relative position of the site to other allotments within, and to, the street; and
- b) To ensure a scale of building which complements the existing environment in which the site is located addressing visibility from key public spaces and the scale and context of the existing and desired streetscape.

# C. Controls

In addition to height controls in the LEP, buildings on land in Precincts 4, 7 and 8 will need to satisfy the following additional controls:

- 1) For Precincts 4 and 7 (areas adjacent to the Nepean River), the development must not be visually obtrusive when viewed from the Nepean River and must not adversely affect the scenic quality of the river.
- 2) For Precincts 7 (north of Old Bathurst Road) and 8 (south of Old Bathurst Road), the application must demonstrate that the development will not adversely affect the scenic quality of the precinct, particularly when viewed from elevated locations.

# 4.3. Building Setbacks and Landscape

# A. Objectives

- a) To enhance the visual quality of industrial development through appropriate setbacks, building and landscape design, particularly when viewed from public areas;
- b) To ensure new development retains existing trees or significant stands of vegetation in the overall site layout;
- c) To provide functional areas of planting that enhance the presentation of a building;
- d) To screen undesirable views and minimise the visual impact of hard surface areas; and
- e) To create industrial precincts with their own intrinsic and unique landscape characteristics, which enhance the existing and/or natural landscape and character of an area.

# **B.** Controls

- 1) Setbacks
- a) Setbacks for industrial development are to be in accordance with the standards specified in Table D4.1. These setback areas are to be landscaped, but may incorporate an off-street parking area if it can be demonstrated that the location of the car parking area:

- i) Is within a setback which is at least 13m wide and set behind a landscaped area which is at least 4m wide;
- ii) Promotes the function and operation of the development;
- iii) Enhances the overall design of the development by implementing design elements, including landscaping, that will screen the parking area and is complementary to the development; and
- iv) Does not detract from the streetscape values of the locality.

Figures D4.7 - D4.8 illustrate appropriate building setbacks.

b) In Precincts 1 and 2 (Dunheved/St Marys), 7 (Emu Plains adjacent to the rail station) and 9 (Kingswood) variations to the required setbacks will be considered on merit, taking account of site areas and street frontage widths, access to the site, availability of on-site parking and access areas, landscaping provision and the setbacks of adjoining Table D4.1: Building Setbacks for Industrial Development.

Location	Minimum Building Setback
Lots fronting:	
Castlereagh Road	20 metres
Mulgoa Road	
Lots fronting:	
Andrews Road	15 metres
Old Bathurst Road	
Lots adjacent to:	
Nepean River (Precinct 7 - Emu Plains)	10 metres
• Western Railway (Precincts 7 and 8 – Emu Plains)	
Lots within the vicinity of "Craithes" (within Precinct 4 - North Penrith, west of Castlereagh Road)	See Figures D4.10 and D4.11
Lots adjoining "Combewood" (within Precinct 5 – North Penrith, east of Castlereagh Road)	See Figure D4.12
All other locations	9 metres
Secondary road frontages	5 metres

#### Table D4.1: Building Setbacks for Industrial Development









- 2) Visual Impact of Buildings and Hardstand Areas
- a) The landscape design within setbacks should consider the scale of the building and where appropriate, select and locate plants to help reduce the bulk and scale of the building.
- b) The visual impact of large expanses of wall should be reduced in scale by architectural treatment as well as by dense grove planting or other landscape design solutions.
- c) Where an industrial development contains large expanses of hardstand or paved areas, the applicant must demonstrate how the development application reduces the 'heat effect' and visual impact of these large expanses.



#### Figure D4.9: Illustration of Building Setbacks - Larger Site (Plan View)

- 3) Vegetation and Landscape
- a) The siting and layout of a development should preserve all on-site trees, significant strands of vegetation, and remnant or native bushland in accordance with the requirements of the Vegetation Management and Landscape Design sections of this DCP. Where this is not practical, the development application must justify the loss of vegetation and outline what measures are to be taken to replace it.
- b) Development of land on the site of a heritage item or within the vicinity of a heritage item should occur in a manner that will not result in damage or destruction of vegetation associated with that item.
- c) Applicants should refer to the Landscape Design section of this DCP regarding the implementation and maintenance of landscaping for the site.
- d) Smaller scale and less visually prominent planting should be provided to add variety and interest in the appearance of the site.
- e) Landscape materials should cause minimal detrimental visual impact, and the use of subtle coloured materials and block or brick paving is encouraged.
- f) Paving and structures shall complement the architectural style of existing buildings.
- g) Outdoor staff break areas should be provided and integrated into landscape areas. These areas should be provided with shade and reasonable amenity.
- h) Shade trees should be provided in outdoor staff break areas and along pedestrian paths and walkways.
- i) Plant species should be carefully selected to meet service authority requirements in easement locations.



Figure D4.10: Precinct 4 - Building Setbacks



Figure D4.11: Precinct 4 - Landscape Setbacks



Figure D4.12: Precinct 5 - Landscape Setbacks to Combewood

# 4.4. Building Design

#### A. Objectives

- a) To encourage a high standard of architectural design, utilising quality materials and finishes appropriate for the locality;
- b) To ensure that development is undertaken in a sustainable manner, demonstrating this through the application of the Building Sustainability Index (BASIX), Green Star and/or Australian Buildings Greenhouse Ratings (now part of the National Australian Built Environment Rating System (NABERS) certification systems, where appropriate;
- c) To ensure that new development can integrate into the existing urban fabric to contribute to the creation of a visually cohesive urban environment;
- d) To encourage innovation in building design and the use of materials; and
- e) To encourage articulated and varied frontages to minimise perceived bulk and scale.

#### **B.** Controls

- Non-residential developments including mixed use developments, with a construction cost of \$1 million or more are to demonstrate a commitment to achieving no less than 4 stars under Green Star or 4.5 stars under the Australian Building Greenhouse Rating system (now part of the National Australian Built Environment Rating System (NABERS)).
  - a) NABERS can be used to rate commercial offices, shopping centres and hotels.
  - b) Green Star can be used for projects from apartment buildings to schools, university buildings, hospitals, offices, shopping centres and industrial facilities.
- 2) All developments shall be designed to present a high standard of urban form incorporating innovative and attractive architectural design of all elevations and roof form; and appropriately reflect the important gateway entry roles of these precincts and the visually important access routes to the City.
- 3) Prominent elevations, such as those with a frontage to the street or public reserves or those that are visible from public areas, must present a building form of significant architectural and design merit. The construction of large, blank wall surfaces is not permitted.
- 4) Large elevations should be articulated by structural variations and/or a blend of external finishes including brick, masonry, pre-coloured metal cladding, appropriately finished 'tiltslab' concrete or a combination of these materials (see Figure D4.13).
- 5) Large unrelieved expanses of wall or building mass will not be supported by Council. They should be broken up by the use of suitable building articulation, fenestration or alternative architectural enhancements.
- 6) Particular care should be taken in regard to:
  - a) Designing roof elements; and
  - b) Locating plant and mechanical equipment including exhausts, so as screen them from a public place.
- 7) Architectural features, consistent with the overall design of the building, may be used to:
  - a) Highlight entrances to buildings; and

- b) Accentuate pedestrian areas and provide improved climatic amenity, particularly for buildings that will experience high volumes of pedestrian movements, using techniques such as verandahs and awnings (see Figure D4.13).
- 8) The development must incorporate a variety of external finishes in terms of both colour and type of material used. The external finishes (walls, roof, awnings etc.) of the development are to be:
  - a) Made from durable high quality, low maintenance, non reflective materials;
  - b) Compatible with the overall design and form of the development;
  - c) Selected for all built forms to ensure the entire development presents a homogeneous form;
  - d) Considered in association with proposed plantings and landscape treatment;
  - e) Considered for their ability to provide visual relief in large wall surfaces and elevations; and
  - f) Selected to ensure the development complements the surrounding environment while reducing the temptation to vandalism and graffiti.
- 9) Courtyard and screen walls should be in the same material as the building facades.
- 10) Development within Precincts 4, 7, 8 and 9 identified as having high scenic or visual quality (see Section 4.2 of this Section under 'Controls') shall use primarily natural and earthy tones for external finishes.
- 11) Development applications for new buildings or additions to existing buildings are to be accompanied by a Schedule of External Finishes and Colours, demonstrating compliance with the above requirements.
- 12) Any office and administration component is to be located to the main frontage of the building and be designed as an integral part of the overall building, rather than a 'tack on' addition.
- 13) The main office administration component is to have a designated entry point that is highly visible and directly accessible from visitor parking and the main street frontage.
- 14) The entry, design and layout of the main office or administration component is to consider the principles of Universal Design and incorporate, if possible:
  - a) A level or graded path from the car park area to the entrance;
  - b) A level entry (no steps);
  - c) An accessible toilet;
  - d) Easy access doors and corridors; and
  - e) Accessible placement of switches, power points and window controls.
- 15) Where the nature of the industrial development will attract clients/visitors to the site, consideration should be given to incorporating the above accessibility features into that part of the building likely to be used by clients/visitors.
- 16) All loading areas should be located towards the rear of allotments. Where possible, loading areas should be screened from the view of main road frontages through physical and/or vegetation screening (see Figures D4.7 and D4.9).

Figure D4.13 (a): Illustration of Possible Techniques to Articulate Large Buildings (Elevation)



Figure D4.13 (b): Illustration of Possible Techniques to Articulate Large Buildings (Plan View)



Figure D4.13 (c): Illustration of Possible Techniques to Articulate Large Buildings (Sketch Perspective)



# 4.5. Storage of Materials and Chemicals

### A. Objectives

- a) To ensure that external storage of goods does not detract from the visual amenity of industrial areas, streetscapes or adjoining residential areas;
- b) To ensure that the storage and use of chemicals that are potentially hazardous to humans occurs in a safe and responsible manner and minimises the risk of accidental injury or loss of life; and
- c) To ensure that the storage and use of potentially polluting substances occurs in an environmentally responsible manner, and will not have any detrimental impact on the environmental quality of the surrounding area.

# **B.** Controls

- 1) External storage of goods must be avoided, wherever possible. Where the nature of the activity or the materials means that internal storage is impractical, all external storage areas must be located behind the front building setback. In addition, when assessing development applications involving external storage of goods, Council will take into consideration:
  - a) The proposed height and on-site arrangement of stored goods;
  - b) The visual impact of the storage area and how this is proposed to be minimized (orientation, screening with landscaping and/or solid fencing, etc.);
  - c) Access arrangements; and
  - d) Safety issues.
- 2) For sites with multiple frontages, either to roads or to the main western railway line, the location and orientation of external storage areas shall minimise visual impact from all potential view points (see Figures D4.9 and D4.14).
- 3) Rain water tanks are not to be visually intrusive from the main street frontage or other public areas (see Figures D4.9 and D4.14).
- 4) If the development involves the storage of chemicals on the site, a Chemical Use and Storage Report may be required (see Appendix F3 'Submission Requirements' for further details). A chemical use and storage report will not be required when:
  - a) The use of chemicals is for routine cleaning and the chemicals to be used are of household or hospital grade;
  - b) The total quantity of chemicals to be routinely used or stored on the site does not exceed 100 litres;
  - c) The chemicals to be used or stored are not of sufficient acidity, alkalinity or strength to cause significant harm on skin contact, or to the environment if a spill were to occur; and
  - d) The application outlines the methods proposed to be used to minimise the potential for spills.

Figure D4.14: Illustration of Screening of Storage Areas (Front and Rear Visibility) (Plan View)



PRIMARY STREET FRONTAGE

# 4.6. Accessing and Servicing the Site

# A. Objectives

- a) To ensure the safe and efficient movement into and out of an industrial development without adversely affecting the existing and future service and safety levels of the road;
- b) To ensure industrial development provides sufficient parking on-site to accommodate all parking demands generated by the development while ensuring safe and efficient movement of vehicles within the site;
- c) To encourage the development of a parking layout that enhances the function and appearance of the industrial development; and
- d) To ensure that cyclist and pedestrian needs are adequately and safely accommodated in all industrial areas.

#### **B.** Controls

 New industrial developments with direct access onto Castlereagh Road, the Great Western Highway or Parker Street will need to provide a deceleration lane in accordance with the Roads and Traffic Authority Guidelines.

- 2) Development on newly created allotments that front Castlereagh Road, the Great Western Highway, Parker Street or a classified road shall ensure that:
  - a) The allotment of land was created in accordance with a subdivision approved pursuant to this DCP; and
  - b) Access to the allotment is in accordance with the access arrangements approved with the subdivision.
- 3) Industrial development shall, where appropriate, be designed to:
  - a) Allow all vehicles to enter and leave the site in a forward direction;
  - b) Accommodate heavy vehicle parking and manoeuvring areas;
  - c) Avoid conflict with staff, customer and visitor vehicular and cycle movements; and
  - d) Ensure satisfactory and safe operation with the adjacent road system.
- 4) In determining access and servicing requirements, Council will take the following into consideration:
  - a) The location, type and scale of the proposed development;
  - b) The compatibility of the location and design of the car park with adjoining properties;
  - c) Traffic Authority Guidelines and comments of the Local or Regional Traffic Committee(s); and
  - d) The potential for the development to generate heavy vehicle movements.
- 5) Full details of the volume, frequency and type of vehicle movements shall be submitted with the development application.
- 6) In general, turning circles will be required to be provided to accommodate the largest type of truck which could reasonably be expected to service the site. All developments must be designed and operated so that a standard truck may complete a 3-point or semi-circular turn on the site without interfering with parked vehicles, buildings, landscaping or outdoor storage and work areas. Large scale developments shall be designed to accommodate semi-trailers. In the case of the conversion of an existing development, should it appear that a truck turning circle may prove difficult, a practical demonstration may be required.
- 7) Council will assess the suitability of manoeuvring areas provided for large vehicles by reference to the Standard Vehicle Turning Templates which appear in Figures A.5a (small rigid truck), A.7a (large rigid truck) and A.9a (large articulated truck) of the Roads and Maritime Services publication "Policies Guidelines and Procedures for Traffic Generating Developments".
- 8) Adequate space is to be provided within the site for the loading, unloading and fuelling (if applicable) of vehicles. These areas shall be screened from the road.
- 9) Car parks, aisles and manoeuvring areas shall be designed with function and safety in mind, and have minimum dimensions conforming with the Australian Standards 2890 Parking Facilities. The relevant parts of this standard are AS2890. 1 Off-street parking, AS2890.2 Commercial vehicle facilities and AS2890.3 Bicycle parking facilities. In addition, the following elements should also be considered:

Where the nature of the industrial development will attract clients/visitors to the site, the following elements shall be included in the car park design:

a) The internal (vehicular) circulation network is to be free of disruption to circulating traffic and ensure pedestrian safety;

- b) The car park should, where possible, be designed with wheel stop kerbs only, rather than a barrier kerb between parking areas and pedestrian pathways;
- c) The movement of pedestrians throughout the car park is clearly delineated by all users of the car park and minimises conflict with vehicles;
- d) Where parking spaces are to be provided for people with disabilities, these spaces are to be:
  - i) Suitably located near entrances to the building, lifts and access ramps (if required);
  - ii) Provided in accordance with AS1428.1 Design for Access and Mobility; and
  - iii) Supplemented by the installation of appropriate tactile pavement treatments where required;

Major developments such as multi unit industrial developments and other significant industrial developments shall make adequate provision for bicycle parking.

# 4.7. Fencing

### A. Objectives

The objective for this section is to ensure that the design and location of fencing is integrated within the development, and is suitable for its purpose and setting.

# **B.** Controls

#### General

- 1) The location and design of fences, including the materials used to construct the fencing, should:
  - a) Be sympathetic to the natural setting and character in form, materials and colour;
  - b) Maximise natural surveillance from the street to the building and from the building to the street;
  - c) Minimise the opportunities for intruders to hide;
  - d) Not impede the natural flow of stormwater drainage;
  - e) Be located wholly on the property and not encroach on another property without the consent of the adjoining property owner(s). This includes land that may be owned by Penrith City Council or another public authority;
  - f) Be constructed of non-combustible materials if located in an asset protection zone or in an area identified in a bushfire risk management plan; and
  - g) Be structurally adequate, in accordance with the Building Code of Australia, and meets the Dividing Fences Act 1991.
- 2) Fencing proposals that require development consent shall be:
  - a) positioned behind the landscaping and not along the front property boundary (as illustrated in Figure D4.16);
  - b) in circumstances where on-site detention is required within the front setback then consideration can be given to locating fencing along the property boundary however, consideration must be given to the existing streetscape character; and
  - c) a maximum height of 2.1m and of an "open" nature, e.g. decorative metal and coloured dark grey or black, or complement the adjacent fencing type.

#### Figure D4.16



- 3) Fencing may be positioned along the front property boundary only if:
  - a) the site is not located on, facing or fronting:
    - Andrews Road, Castlereagh Road, Christie Street, Forrester Road, Great Western Highway, Mulgoa Road, Old Bathurst Road, Parker Street or any other classified road or major road; or
    - ii) The main road or collector road of the industrial precinct; and
    - iii) it is decorative fencing that has an open style appearance (metal, pool type fencing); and
    - iv) the fencing is complementary to the landscaping.
- 4) Fencing shall be integrated with the overall design of the development and associated security structures, where possible.
- 5) Where site security is required, fencing shall be constructed of black plastic coated 'Chain-link' fence or an approved alternative such as a metal palisade type fence. The overall height of fencing shall be no more than 2.4m. 'Chain-link' or similar fences are not suitable to the site frontage.
- 6) Consideration shall be given to the site's front fence being a reduced height particularly around the visitor or employee parking. Alternatively, the front of the premises shall be open to the street to provide a sense of address and to contribute to the streetscape.
- 7) Gates, security structures, letter boxes and signage must complement the fencing and be considered in the overall design of the development.
- 8) Landscaping adjacent to front fencing shall not form a tall dense screen, except where required to screen outdoor storage areas or plant and equipment.
- 9) For fencing behind the building setback line, Council will consider:
  - a) Solid fencing up to a height of 2m;
  - b) Fencing up to a maximum of 2.5m (measured from natural ground level), provided that any fencing above 2m is of an open style;
  - c) Council may require such fencing to be screened with landscaping if viewed from the street or any public area, such as public open space. Appropriate landscaping can, for example, assist in minimising the occurrence of graffiti.

- 10) Barbed, razor or electric wire can be considered behind the building setback line, but must be mounted on the inside of the fence, so as not to be significantly visible from the street. Electric fencing must display appropriate warning signs and otherwise comply with all relevant legislation and standards.
- 11) On sites abutting non-industrial lots, these variations will not generally be supported because of their impact on the amenity of the adjoining property or non-industrial streetscape.
- 12) Fencing along secondary streets, unless of an open style design, must be setback behind the required landscaping.
- 13) Service yards visible from a street must be adequately screened.

# 4.8. Lighting

### A. Objectives

- a) To encourage the installation of external lighting which does not detract from the appearance of the development or amenity of the locality;
- b) To illuminate parts of the site for security reasons and to provide increased safety in accordance with the principles of Crime Prevention through Environmental Design (CPTED); and
- c) To minimise energy waste by providing the correct lighting orientation and minimising overspill lighting.

# **B.** Controls

- 1) Lighting details shall be provided as part of any relevant development application.
- Lighting design should address the principles of CPTED (see the Site Planning and Design Principles section of this DCP) where there is significant pedestrian activity, late night work shifts or safety and security issues.
- 3) Adequate lighting should be provided to meet security requirements without excessive energy consumption. Lighting powered by solar batteries or other renewable energy sources is encouraged. The use of sensor lighting both internally and externally should also be considered.
- 4) External lighting shall be provided around doorways and windows, and in areas where goods and equipment are stored outside.
- 5) Where premises are used outside daylight hours, car parks and entrances shall be adequately illuminated.
- 6) Lighting is to be designed or directed so as to not cause light spill onto adjoining sites where there could be an impact on the adjoining site's operations, safety or amenity.
- 7) The use of lighting poles and fixtures in adjacent developments should be considered for improved precinct amenity.
- 8) All lighting shall comply with Australian Standard AS4282.

# C. Lifting the Bar

The following represent some ways in which applicants can demonstrate additional commitment to the principles expressed in this DCP. Demonstration of this commitment may lead to Council considering variation of development controls. Applications that vary the development controls listed in this section will need to demonstrate that the proposed

development complies with the objectives relevant to the development controls it seeks to vary.

- a) Improved sustainability outcomes including vegetation management and landscape, water management, land management and waste management in accordance with this DCP;
- b) Increased landscape setbacks, landscape areas, street tree planting, green roofs and improved streetscape outcomes;
- c) High quality building design that is visually attractive, innovative, integrated into the landscape design, takes into account the visual catchment, and is articulated to reduce building scale and bulk;
- d) No impacts on sensitive adjacent land uses through careful site planning, building design and landscape treatment; and
- e) Conservation and adaptive reuse of industrial buildings listed as heritage items such as the World War II ammunition factory buildings in Precincts 1 and 2 (Dunheved and St Marys).